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## INTEGRATED HOUSING BOARD

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MONDAY 31<sup>ST</sup> JANUARY, 2011 at 19.00 HRS – CIVIC CENTRE, HIGH ROAD, WOOD GREEN, HIGH ROAD, LONDON, N22 8LE.

**MEMBERS:** Please see the membership list below.

### **AGENDA**

**1. APOLOGIES**

To receive any apologies for absence.

**2. URGENT BUSINESS**

To consider the admission any items of Urgent Business. (Late items of Urgent Business will be considered under the agenda item where they appear. New items of Urgent Business will be considered under Item 12 below).

**3. DECLARATIONS OF INTEREST**

Members of the Board must declare any personal and/or prejudicial interests with respect to agenda items and must not take part in any decision made with respect to those items.

**4. MINUTES (PAGES 1 - 10)**

To confirm the minutes of the meeting held on 11 October 2011 as a correct record.

**PRESENTATION ITEM:**

**5. MAKEDA WEAVER PROJECT**

A presentation will be given.

**BUSINESS ITEMS:**

**6. IMPLEMENTATION OF THE HOUSING ALLOCATION POLICY: UPDATE**

A verbal update will be provided.

**7. HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021 (PAGES 11 - 96)**

**8. OVERVIEW AND SCRUTINY SCOPING REPORT - REGISTERED SOCIAL HOUSING (PAGES 97 - 128)**

**9. SOCIAL HOUSING REFORMS: BRIEFING PAPER (PAGES 129 - 140)**

**10. PERFORMANCE REPORT (PAGES 141 - 146)**

**11. FEEDBACK FROM MINISTER FOR HOUSING**

A verbal update will be provided.

**12. NEW ITEMS OF URGENT BUSINESS**

To consider any new items of Urgent Business admitted under Item 2 above.

**13. ANY OTHER BUSINESS**

To discussion any items of AOB.

**14. DATES OF FUTURE MEETINGS**

The next meeting of the Board would be held on 5 April 2011.

*Dates for the new Municipal Year will be set as part of the Councils Calendar of Meeting. Once this became available members of the Board would be advised.*

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SECTOR GROUP	AGENCY	NO. OF REPS	NAME OF REPRESENTATIVE
Local Authority	Haringey Council	6	Councillor John Bevan (Chair) Niall Bolger Phil Harris Lisa Redfern Margaret Allen Jean Croot
	Haringey Teaching Primary Care Trust	1	Jeanelle De Gruchy
Health	Mental Health Trust	1	Lee Bojtor
	Community Link Forum	3	Dana Abbas Louis Lewis Gloria Saffrey
Voluntary and Community Sector	HAVCO	1	Pamela Pemberton
	Family Mosaic	1	Yvonne Arrowsmith
Other agencies	Metropolitan Housing Trust	1	Neil Mawson
	Circle Anglia	1	Carole Carter
	Innesfree	1	Clare Winstanley
	Sanctuary Housing	1	Stephanie Killer
	Homes for Haringey	1	Paul Bridge
<b>Total</b>		<b>18</b>	

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**MINUTES OF THE INTEGRATED HOUSING BOARD (HSP)  
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**Present:** Councillor John Bevan (Chair), Margaret Allen, Carole Carter, Jean Croot, Phil Harris, Stephanie Killer, Neil Mawson, Susan Otit, Pamela Pemberton, David Sherrington, Clare Winstanley.

**In Attendance:** Xanthe Barker, Martin Bradford, Mary Connolly, Bob Goldsmith, Rosie Green, Sheryl Hendrickson, Craig Humphries, Ciaran Porter, Aaron Peake, Nick Powell.

<b>MINUTE NO.</b>	<b>SUBJECT/DECISION</b>	<b>ACTION BY</b>
<b>HSP177.</b>	<p><b>APOLOGIES</b></p> <p>Apologies for absence were received from the following:</p> <p>Councillor Karen Alexander Niall Bolger Janice Gunn Louis Lewis Lisa Redfearn</p>	
<b>HSP178.</b>	<p><b>URGENT BUSINESS</b></p> <p>No items of Urgent Business were received.</p>	
<b>HSP179.</b>	<p><b>DECLARATIONS OF INTEREST</b></p> <p>No declarations of interest were made.</p>	
<b>HSP180.</b>	<p><b>MINUTES</b></p> <p><b>RESOLVED:</b></p> <p>That the minutes of the meeting held on 14 June 2010 be confirmed as a correct record.</p>	
<b>HSP181.</b>	<p><b>HOMES FOR HARINGEY DOOR KNOCKING EXERCISE</b></p> <p>The Board considered a report that set out the results of the 'Door Knocking' project undertaken by Homes for Haringey (HfH).</p> <p>The project had highlighted a number of general themes including:</p> <ul style="list-style-type: none"> <li>➤ Inconsistency in the quality of services provided across the Borough</li> <li>➤ Variations in service demand (particularly when comparing the east and west of the Borough)</li> <li>➤ Satisfaction with the repair service being a strong driver for satisfaction rates</li> </ul>	

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- Concern with respect to communal repairs and the speed with which these were dealt with
- An enthusiasm amongst residents to become involved in the work of HfH

In order to address the issues that had emerged a number of pieces of work were being undertaken including:

- Customer journey mapping - following the experience of a customer from their initial point of contact until the conclusion of their enquiry
- Creating a Communal Repairs Implementation Plan – as part of this feedback was provided to residents that had raised concerns
- Issuing of fixed penalty notices – estate services staff had been given the authority to issue these following concerns raised around fly tipping

The Board was advised that twelve hundred people that had expressed an interest in becoming involved in community based work. In order to harness this interest these residents had been contacted to see whether they would be interested in participating in a project called 'Aspirations'. This piece of work would inform the strategic direction of policies with respect to a range of areas.

It was noted that there was a more detailed report on the Door Knocking exercise and how the information gathered would be used and there was agreement this should be circulated to the Board.

David  
Sherrington

In terms of the financial resource that had been allocated to the exercise the Board was advised that the HfH Senior Management Team had been placed a strong emphasis on creating cultural change within the organisation. Staff carrying out the exercise had been briefed not to create unrealistic expectations but to identify common areas of concern where an impact could be made.

The Board was advised that communication across the organisation had improved as a result of the exercise and this had helped improve the speed and effectiveness with which residents issues were dealt with.

**RESOLVED:**

That the report be noted.

**HSP182. CAMPSBOURNE HOUSING PARTNERSHIP**

The Board received a presentation on a pilot project, which had brought together a range of partner organisations to improve community cohesion on the Campsbourne Estate.

The pilot had been established in order to tackle social deprivation, ASB and overcrowding and brought together a number of partners including those listed below::

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- Circle Anglia
- Metropolitan Housing Trust
- Haringey Council
- Homes for Haringey

The pilot aimed to engage residents and support them in becoming more involved in their local communities. Although the Campsbourne Estate sat within an affluent area of the Borough many of the issues facing estates in less affluent areas were also perceived to be prevalent there. By tackling issues in partnership resources could be pooled and used more effectively to tackle the needs of the community.

Two key issues identified by residents were:

- Worklessness and employment
- ASB and gang culture

In order to address these the following activities had been undertaken:

- Jobs and training fair
- Local Development Agency Olympic Pod Road show
- Careers advice sessions delivered on a weekly basis
- Tottenham Hotspurs youth inclusion project

In terms of taking the pilot forward the partnership group would look to move from operational to more strategic planning. In order to drive the operational work forward funding for a community worker, who would be based on the estate, was being sought.

In addition an Action Plan would be developed that would set out:

- Plans for establishing a residents federation – with a view to developing resident capacity and ownership
- Potential projects and a system of accountability for the community worker

The Chair thanked representatives from the pilot project for their presentation.

In response to a query, as to why the partnership group had felt that work should initially be steered by officers, the Board was advised that there were individuals within the local community who were strongly focussed on single issues rather than the broader needs of the local area. In order to avoid work becoming disproportionately weighted in any one area the partnership group would initially steer the work. It was envisaged that the community worker would liaise with residents to determine the operational arrangements as the project developed.

It was noted that the Council's Community Safety Team had seen a considerable reduction in the levels of crime and ASB on the estate since project had begun. The impact upon certain young people had

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been particularly marked and had helped them to make positive changes to their lives.

The 'ground up' approach was commended and it was noted that this meant that the real life experiences of residents would be reflected in the Action Plan. The difficulties in balancing the demands of polarised groups was recognised; however, in order to fully engage with residents and create a real sense of ownership, it was vital that residents saw themselves as equal partners. The support of all of the partner agencies involved would be vital in achieving this.

It was noted that there were Voluntary Sector training schemes that helped citizens become involved in their local communities and to develop the skills required to examine and understand broader agendas.

**RESOLVED:**

That the report be noted.

**HSP183. QUARTER ONE PERFORMANCE REPORT 2010/11**

The Board received a report that set out performance against Local Area Agreement (LAA) National and Local Performance Indicators (PIs) within the Boards responsibility at the end of the 1<sup>st</sup> Quarter of 2010/11.

It was noted that at present it was not known whether targets derived from the LAA would be retained in the future. However, the coalition Government had indicated that there would be a move away from centrally prescribed targets towards a more outcome focussed assessment of performance.

The Board was advised that retaining targets around key issues for Haringey, such reducing the number of people living in Temporary Accommodation (TA), would be sensible. Once further information was available proposals would be brought to the Board around which targets should be retained and with respect to any new arrangements for performance monitoring.

In response to a query the Board was advised that along with the London Borough of Newham, Haringey had the highest number of people living in TA in the country. However, significant progress had been made in reducing this over the last two years and this had been recognised by the Audit Commission.

The Board was advised that the recently announced cap on Housing Benefit would have a significant impact upon Boroughs such as Haringey as the inner London Boroughs became less affordable. Housing demand in Haringey was likely to rise significantly and the Local Authority and other public services would need to respond to the needs of people moving into the area. In addition this would increase pressure on TA and fuel a demand for low quality, cheaper, privately rented accommodation. Large families may be forced to rent accommodation



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that was too small to properly meet their needs and therefore instances of overcrowding were likely to rise.

It was noted that migration from inner city Boroughs, combined with significant reductions in the amount of funding available to Local Authorities, would create an increased burden on local services at a time when resources were shrinking. Work was being undertaken to map the impact that this would have and how the Council might respond.

Partners from Health noted that local health services would be similarly affected by any significant and previously unforeseen increases in the population of the Borough. Again this came at a time of significant change as Primary Care Trusts (PCTs) were being disbanded.

The Board was advised that the Government may make provision for the transferral of resources from inner to outer London Boroughs may be considered if there was large scale population shift.

The Chair noted that the Council was taking part in a scheme to promote energy efficiency called Community Energy Saving Programme (CESP). If a certain percentage of Housing Associations supplied information to British Gas the Council would received a bonus payment. The Chair encouraged Housing Associations to supply John Mathers, the Council's Fuel Poverty Officer with this information.

All to note

**RESOLVED:**

That the report be noted.

**HSP184. THEME BOARD PRIORITIES 2011/12 RESOURCING AND SUSTAINABLE COMMUNITY STRATEGY REFRESH**

The Board received a briefing paper setting out the process to be followed by Theme Boards with respect to priority setting for 2011/12.

It was noted that the Haringey Strategic Partnership Standing Leadership Conference (HSP SLC) had instructed all Theme Boards to confirm their priorities for 2011/12. In order to ensure that the refresh of the Sustainable Community Strategy (SCS) reflected the new priorities the SCS refresh process was being undertaken in tandem with this.

Theme Boards had been required to look at scenarios based on a 25%, 50%, 75% and 100% reduction to the Area Based Grant (ABG) and assess what could be delivered at each point.

The Integrated Housing Board had two projects funded from the ABG and these were based around reducing fuel poverty and regenerating Houses in Multiple Occupation (HMO). Once further information was received regarding the Government's intentions with respect to the future of the ABG the Board would be advised.

The Board was reminded that the Supporting People grant formed part of the ABG and that money from this was also used to fund housing and

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	<p>social care work. Therefore there may be projects that were hit twice by the loss of ABG funding.</p> <p><b>RESOLVED:</b></p> <p>That the Briefing Paper be noted.</p>	
<p><b>HSP185.</b></p>	<p><b>HOUSING ALLOCATION POLICY: UPDATE</b></p> <p>The Board received a verbal update with respect to the new Housing Allocation Policy.</p> <p>It was noted that the consultation process had taken place between 21 June 2010 to 1 October 2010 and as part of this forty-seven events had been held. These included:</p> <ul style="list-style-type: none"> <li>➤ Information stalls at Shopping City</li> <li>➤ Meetings with tenants</li> <li>➤ Articles in the local press and 'Moving On' (a magazine circulated to people living in TA)</li> </ul> <p>The team had received thirty-one emails and twenty-five phones calls enquiring how the new policy would affect individuals or their family members.</p> <p>The majority of the responses received had been positive with the most frequently raised concern being how existing tenants would be affected. Therefore a communications plan was being constructed to ensure that information regarding changes to the system were expressed as clearly as possible.</p> <p>It was noted that people would be required to register online and concern was raised that this would place people who were not IT literate at a disadvantage. The Board was advised that the vast majority of people would be written to with an offer of housing and as part of this process officers would check that these individuals were registered. In addition all tenants would be issued with a copy of the new registration policy.</p> <p><b>RESOLVED:</b></p> <p>That the verbal update be noted.</p>	
<p><b>HSP186.</b></p>	<p><b>BOROUGH INVESTMENT PLAN: UPDATE</b></p> <p>The Board received a verbal update with respect to the Borough Investment Plan (BIP)</p> <p>It was noted that the Council's Cabinet had now approved the BIP and the Homes and Communities Agency (HCA) were content with it. The next phase of planning had now begun and a four year agreement was currently being mapped in terms of the new housing coming forward.</p>	

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	<p>The possibility of becoming a 'Devolved Delivery Borough' was being explored; this would allow the Local Authority a greater degree of flexibility and control over future housing investment.</p> <p>The Board was advised that a further report would be received at the next meeting once the implications of the CSR had been digested.</p> <p><b>RESOLVED:</b></p> <p>That the verbal update be noted.</p>	
HSP187.	<p><b>DRAFT OLDER PEOPLE'S HOUSING STRATEGY 2010-2015</b></p> <p>The Board received a report that provided an update with respect to the progress of the Older People's Strategy 2010/15.</p> <p>It was noted that the strategy formed one of a number of supporting sub strategies that sat beneath the overarching Housing Strategy 2009/19. The strategy had been developed in partnership with Third Sector organisations and representatives from the Forum for Older People and three key outcomes had been identified:</p> <ul style="list-style-type: none"> <li>➤ Enabling Haringey's older people to live independently for as long as possible</li> <li>➤ Improving the quality of older people's housing</li> <li>➤ Offering real housing choices to meet the needs of today's and tomorrow's older people</li> </ul> <p>The strategy was now out for consultation for a three month period and would be completed by the end of December. Once this process had been undertaken the strategy would be amended to reflect the information received. It would then go through the relevance governance processes in terms of approval.</p> <p>It was noted that Homes for Haringey had obtained information that would be useful in terms of shaping the strategy via its Door Knocking project and there was agreement that this should be shared.</p> <p>It was also suggested that Faith groups should be consulted as they would provide a useful link to older people from BME groups.</p> <p>In response to concerns raised by a member of the public that Haringey did not respond to the needs of older people who required adaptations to their properties to be made the Board was advised that the Council spent approximately £3M per year on adaptations. If there were specific examples where people had concerns they should contact the Council's Strategic Housing Team.</p> <p>In response to concerns raised by a local resident regarding HfH programme of improvements to properties it was agreed that officers from HfH should take the residents contact details and arrange to meet with her to discuss her concerns.</p>	<p>David Sherrington / Rosie Green</p> <p>Rosie Green / Pamela Pemberton</p> <p>David Sherrington</p>

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	<p><b>RESOLVED:</b></p> <p>That the verbal update be noted.</p>	
<p><b>HSP188.</b></p>	<p><b>ALLOCATIONS, LETTINGS AND HOMELESSNESS: AUDIT COMMISSION RE-INSPECTION FINAL REPORT</b></p> <p>The Board received a report that provided an overview of the Audit Commission's re-inspection of the Council's Housing Allocations, Lettings and Homelessness services.</p> <p>The Audit Commission's final report had been published on 12 August 2010 and had found that the Council was providing a 'fair' (one star) service with 'excellent prospects for improvement'. The report identified a number of achievements that had been made since the 2007 inspection along with areas where improvement was still required.</p> <p>The report contained four recommendations with respect to areas for improvement:</p> <ul style="list-style-type: none"> <li>➤ Access to services and customer focus</li> <li>➤ Allocation of vacant social housing</li> <li>➤ Prevention of homelessness</li> <li>➤ Unit cost benchmarking and value for money</li> </ul> <p>The Chair noted that the report would have awarded two stars; however as the number in TA was still high, despite there being the fastest reduction rate in England, the rating given was one star with excellent prospects. This underlined the significant improvements that had been made in this area since the previous inspection.</p> <p><b>RESOLVED:</b></p> <p>That the report be noted.</p>	
<p><b>HSP189.</b></p>	<p><b>ITEMS FOR FUTURE MEETINGS</b></p> <p>There was agreement that the following items should be incorporated within the future work programme:</p> <p><u>Makeda Weaver Project – Shian Housing Association</u></p> <p><u>Briefing on changes in national housing policy</u> – there was agreement that it would be useful if a report was drafted bringing together all of the changes in national policy.</p> <p><u>Fire safety and compliance issues</u></p> <p><u>Housing Associations and customer access</u> –this would focus on how services would be accessed with the loss of housing offices. It was noted that the Housing Associations Forum provided a good means by which information could be shared and members of the Board were encouraged to attend.</p> <p><u>Supporting People update</u> – to review the situation and the impact of any reduction to the grant.</p>	

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	<p><b>RESOLVED:</b></p> <p>That the items set out above should be included within the Board's Work Programme.</p>	Nick Powell / Rosie Green
<b>HSP190.</b>	<p><b>NEW ITEMS OF URGENT BUSINESS</b></p> <p>There were no new items of Urgent Business.</p>	
<b>HSP191.</b>	<p><b>ANY OTHER BUSINESS</b></p> <p>It was noted that information on the Council's website with respect to the Integrated Housing Board had expired and could no longer be accessed and officers undertook to update this as necessary.</p>	Mary Connolly
<b>HSP192.</b>	<p><b>DATES OF FUTURE MEETINGS</b></p> <p>The dates of future meetings, as set out below, were noted:</p> <ul style="list-style-type: none"> <li>• 31 January 2011, 6.30pm, Civic Centre, Wood Green, N22 8LE</li> <li>• 5 April 2011, 6.30pm, Civic Centre, Wood Green, N22 8LE</li> </ul>	All to note

The meeting closed at 9pm.

COUNCILLOR JOHN BEVAN

Chair

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**Meeting:** Integrated Housing Board

**Date:** 31 January 2011

**Report Title:** Haringey's Older People's Housing Strategy 2011-2021

**Report of:** Strategic and Community Housing Service

**Purpose:**

The purpose of this report is to present Haringey's Older People's Housing Strategy 2011-2021 to the IHB for agreement and to note the consultation process and the Equalities Impact Assessment.

**Summary:**

The Older People's Housing Strategy is a sub-strategy of Haringey's overarching Housing Strategy 2009-2019. It has been developed to address the particular issues relating to housing for this group.

The strategy has been developed through a multi-partnership approach involving statutory and Third Sector organisations as well as older people themselves.

The consultation process followed the Council's Consultation framework. It covered a three month period and by using a wide range of methods we ensured as many organisations and individuals as possible were able to give their views. (Appendix 1, Consultation Feedback, details this)

The main priorities of the strategy are to:

- Improve partnership working to provide joined up services
- Housing Options that enable people to live independently for as long as possible
- Ensure specialist housing and support is targeted to those most in need
- Ensure this strategy supports the wider council agenda for older people

While the key actions supporting these priorities have been developed through consultation it is recognised that because of the rapidly changing political agenda the action will need to be reviewed after a year to ensure it captures this and the implications for older people's housing in Haringey.

**Legal/Financial Implications:**

Service Financial Comments

The report sets out the proposed strategy for Older People's Housing for a period of ten years from 2011. There is currently funding available for only one project officer working in this field that ceases on the 31<sup>st</sup> March 2011.

It is acknowledged that it may be difficult to deliver all the key actions in the current economic climate but approval for the proposed strategy is sought so that the framework is in place when the financial situation improves.

Funding for any capital costs for projects that develop out of this strategy will be sought from external sources.

#### Chief Financial Officer Comments

The cost of developing this strategy has been met within existing budgets.

This strategy makes no direct financial commitments on the Council but changing the model of housing support is likely to require significant capital investment and given the restrictions in the Council's capital expenditure it is likely that this will need to be sourced externally. However, it should be noted that the Homes and Communities Agency who have been a significant source of funding in past years have made it clear to the Council that future investment will be dependant on the Council making a contribution towards schemes.

The revenue funding that has supported this strategy ceases on 31<sup>st</sup> March 2011.

After this day support will need to be provided from existing operational resources

The Head of Legal Services has been consulted in the preparation of this report and confirms that there are no legal implications arising from the report.

#### **For more information contact:**

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#### **Appendices**

Appendix 1 – Consultation Feedback

Appendix 2 – Older People's Housing Strategy

Appendix 3 – Equalities Impact assessment

#### **Background**

Haringey's Housing Strategy is an overarching document that sets the vision and direction for housing in the borough for the next ten years. It is supported by a suite of specific strategies that address particular areas such as Affordable Warmth, Rough Sleepers. All of these strategies have been



developed using a multi-partnership approach which has been proven to achieve 'buy in' from to implement the delivery plan.

The Older People's Housing Strategy aims to address the needs of current older people and the next generation.

Older people's housing is changing and the traditional models of sheltered accommodation and then moving into residential or nursing care is now being superseded by other types of housing with support and care. Whilst the traditional model still has a role the expectations and aspirations of older people is changing.

The Government's agenda of choice and personalisation is also influencing the support and care people choose to purchase.

The increase in home ownership is a factor in the choices people make. Many do not want to sell and move into traditional rented sheltered schemes and residential care but want to remain in their own homes.

There are also an increasing number of older people who are living much longer and in particular the number of people aged 85+ is rising and this group are likely to require support and care as they become more frail.

The challenge for Haringey is to meet these changing needs and expectations and develop housing options such as extra care housing that fulfil these requirements as well fitting with the health and social care agenda and the Supporting People programme.

### **Development of the strategy**

Work started on the strategy in March 2010, when the Strategic and Community Housing Service's annual conference focussed on older people's housing. We also used this event to invite participants to join the multi-partnership strategy development group.

The development group consisted of Council Officers, statutory and voluntary organisations as well as older people, thus ensuring a robust and comprehensive strategy that partners will 'own'.

There were several iterations of the document before the draft for consultation was complete. Needs information was taken from a range of sources including the Borough Profile, Older People's Joint Strategic Needs Assessment, information from Supporting People database, the Ridgeway report that details needs analysis of housing and support for older people in Haringey, plus national data showing trends and projections.

### **Consultation**

The consultation followed the Councils' consultation framework and the principles of the Compact agreement. The consultation methods included

newspaper articles, published on Council's website, direct mailing as well as consultation events both informally and formally. We listened to older people who said they didn't want to have to use the internet but speak directly with officers. The strategy is produced in a larger font size.

Overall, the feedback was positive and comments included 'I really feel the Council is listening to us' and 'we know there is no money but there are things we can do to improve older people's housing which won't cost much that this strategy promotes'. Appendix 1 details the consultation process and feedback.

### **Main findings of the strategy**

The strategy identifies several main findings including:

- A lack of specialist extra care housing. There is a current shortfall of 210 units and all of the schemes in build are in the west of the Borough and none in the east
- Haringey when benchmarked with other authorities is over provided for in traditional sheltered housing provision at 107 units per 1000 people aged over 65, compared with 51 in London and 68 across England
- Shows the future population of older people will grow and of these there will be a greater number of those aged over 85 and that a significant that a greater number will be owner occupiers
- That we need to plan for current older people and those approaching older age
- The strategy recognises that in the current economic climate there is little or no money for capital investment but the findings have been taken forward into the Borough's Investment Plan which highlights the need for capital funding for extra care housing particularly in the east of the Borough.

There are four main priorities in the strategy which will be delivered through a number of key actions in the Delivery Plan. These priorities are:

- Improve partnership working to provide joined up services
- Housing Options that enable people to live independently for as long as possible
- Ensure specialist housing and support is targeted to those most in need
- Ensure this strategy supports the wider council agenda for older people

While the key actions supporting these priorities have been developed through consultation it is recognised that because of the rapidly changing political agenda the action will need to be reviewed after a year to ensure it captures this and the implications for older people's housing in Haringey.

### **Links with other Council strategies and projects**

The document has strong links with Council strategies such as Experience Still Counts and the new Supporting People strategy and we will ensure that the delivery plans complement each other.

Two other major projects that the strategy links to are:

- Supported Housing Review, which is looking at three sheltered housing schemes which do not meet the Decent Homes Standard. An options appraisal has been undertaken for Protheroe House and the report on this was agreed by Cabinet on 21 December. The decision was to ask Officers to seek funding to redevelop the site as extra care housing. A further options appraisal has been undertaken for Larkspur Close and the report for this is currently being written. The report for Stokley Court is expected to go to Cabinet in early 2011.
- Extra care commissioning project. This project has been identifying how the Council can provide additional extra care housing for older people and to meet the identified shortfall and help reduce ACCS costs for personal care as well as providing choice and preventing moving into residential care.

### **Implementation and monitoring**

The strategy will be implemented by a multi-partnership delivery group.

The strategy will be monitored by the IHB.

### **Conclusion**

The Older People's Housing Strategy sets out the vision for older people's housing in Haringey for the next ten years.

It promotes a multi-partnership approach across the Council and other statutory and voluntary organisations to deliver the agreed priorities.

It is acknowledged that it will be difficult in this economic climate to deliver all the key actions but we must be prepared so that when opportunities are presented we are in a position to take advantage of these.

Some of the key actions will be easier to implement and include those such as improving information about services and developing a register of adapted Council properties.

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## Appendix 1

### Feedback from Consultation Haringey's Older People's Housing Strategy 2011-2021

Purpose of consultation:	<ul style="list-style-type: none"> <li>• To gather feedback from partners and older people about the Older People's Housing Strategy.</li> <li>• To ensure that information and data has not been missed</li> <li>• To help form and agree priorities and identify timescales</li> </ul>
Methodology:	<p>Through a consultation group (partners, older people and Council staff) we developed a plan that used a range of methods to ensure that we involved as many people as possible. These included:</p> <ul style="list-style-type: none"> <li>• Articles in local newspapers, Haringey People and Homes for Haringey's newsletter - Homezone</li> <li>• Published on Haringey Council website</li> <li>• Direct mailing of 900 summary copies plus article to members of Haringey Forum for Older People</li> <li>• Haringey Forum for Older People AGM which focussed on the strategy</li> <li>• Meetings with older people – both social rented tenants and owner occupiers</li> <li>• Half day consultation event for partners and older people</li> </ul> <p>We talked directly with over 250 older people and 20 organisations who have direct contact with this client group. We received 6 letters, 2 emails and 9 phone calls giving feedback.</p>
Findings:	<p><b>Overall comments</b></p> <p>Overall comments were generally very supportive of the strategy and that older people felt they were being listened to. Comments included 'I really feel the Council is listening to us' and 'we know there is no money but there are things we can do to improve older people's housing which won't cost much that this strategy promotes'.</p> <p>Older people also felt the strategy was easy to read without being over complicated and used plain English. They also told us they liked it being in a larger font.</p> <p>Consultation supported the main findings of the strategy and through discussion we were able to refine these into key actions to implement the Delivery Plan.</p>
What does this mean for us?	<p>The findings clearly indicated that the research that went into the strategy was correct. Also by using the annual housing conference before the strategy commenced this helped shape the initial draft strategy thus saving time.</p>

How were results communicated	<p>The results of the consultation will be available on Haringey Council's website and sent to relevant groups. The findings from the specific half day consultation event have already been sent to attendees.</p> <p>This consultation report will also be added as an appendix to the reports to Cabinet, Integrated Housing Board and Overview and Scrutiny Committee seeking approval for the strategy.</p>
Issues/learning points:	<ol style="list-style-type: none"> <li>1. Having a specific consultation sub-group of the Strategy Development Group ensured the consultation was wide ranging and involved all groups of older people and organisations. This sub group were able to suggest contacts that were not known to the Council and by sharing the administration and organisation meant that the consultation was more wide spread than if Council Officers alone arranged it.</li> <li>2. That time needs to be given when consulting with older people and consideration given to potential conflict when planning new services that may impact on current service delivery. This is not to say that this should not happen but how it is approached needs to be considered.</li> <li>3. To make sure the consultation is undertaken in the correct way for the client group. For this Older People's Housing Strategy we planned at the outset that more Officer time would be required as we knew that older people wanted to discuss the issues with staff and not rely on email and internet to do this</li> <li>4. That the strategy needs to be printed in a larger font. This was well received by older people. We also produced it in size 22 font for those with limited sight.</li> </ol>
For further information, please contact:	<p>Rosie Green, Housing Strategy and Partnerships Manager 020 8489 4526 <a href="mailto:Rosie.green@haringey.gov.uk">Rosie.green@haringey.gov.uk</a></p>
Dates of consultation:	1 <sup>st</sup> October 2010 – 7 <sup>th</sup> January 2011
Ward/ neighbourhood affected?	All Wards affected

## EQUALITY IMPACT ASSESSMENT FORM



**Service:** Urban Environment

**Directorate:** Strategic and Community Housing Service

**Title of Proposal:** Older People's Housing Strategy 2011-2021

**Lead Officer (author of the proposal):** Rosie Green, Housing Strategy and Partnerships Manager

**Names of other Officers involved:** Paul Dowling, Cleo Andronikou, Christine Joseph

### Step 1 - Identify the aims of the policy, service or function

*State what effects the proposal is intended to achieve and who will benefit from it.*

We have identified three main outcomes for the Older People's Housing Strategy 2011-2021:

1. to enable Haringey's older people to live independently for as long as possible
2. to improve the quality of older people's housing
3. to offer real housing choices to meet the needs of today's and tomorrow's older people

To deliver these outcomes a number of key priorities have been developed:

**Develop a range of housing options that enable people to live independently for as long as possible**

**Key actions are to:**

- Develop a range of models of housing for older people which offer choice, such as extra care housing, across all tenures that are affordable.
- Develop the use of assistive technology to enable people to stay in their own homes
- Make sure homes are as energy efficient as possible to reduce those households in fuel poverty
- Assist people who want to 'downsize' from a family home into smaller homes
- Adopt minimum space standards for new developments
- Agree minimum property specifications for council sheltered stock
- That older people can access practical support to get repairs done

## **Support the development of lifetime neighbourhoods**

### ***Key actions are to:***

- Through the strategic commissioning pilot for extra care agree criteria for the development of new housing
- Influence planning and remodelling projects to take into account the housing and support needs of older people

## **Ensure specialist housing and support is targeted to those in most need**

### ***Key actions are to:***

- Review eligibility criteria for supported housing to ensure Supporting People funding used appropriately and potentially redirecting resources to cater for other unmet needs
- Develop services to help sustain independent living for those with dementia
- Undertake further work in respect of BME elders and other minority groups to understand more fully their housing and support needs
- Consider the needs of the growing number of older people with learning disabilities
- Increase rehabilitation or 'step down' provision

## **Improve partnership working to provide joined up services**

### ***Key actions are to:***

- Develop an integrated model to provide a seamless service
- Work with housing providers to develop new services

## **Provide comprehensive advice and advocacy to help older people make choices about their housing and support**

### ***Key actions are to:***

- Contribute to the Personalisation agenda so that older people are guided and supported to make their own choices
- Review literature about housing options and support services for older people
- Through older people's forums and groups explain the different options available

## **Ensure this strategy supports the wider Council agenda for older people**

### ***Key actions are to:***

- Ensure current and future older people have a voice and can influence decisions
- Contribute to the Supported Housing Review
- Contribute to and influence the extra care commissioning pilot
- Support the implementation of Experience Still Counts
- Support the implementation of the safeguarding adult partnership



- Work with the NHS to ensure older people's housing meets the world class commissioning aim of 'add years to life and life to years'

It is intended that current and future older people and their family/carers who live in the Borough or aspire to do so will benefit from this strategy. The strategy is intended for all tenures of accommodation, from social rented to owner occupiers.

### Step 2 - Consideration of available data, research and information

#### 1. Data Sources

For this strategy we have taken data from many sources including the Borough Profile, Joint Strategic Needs Assessment for Older People Phase 1 and 2, SPOCC (Supporting People's contract database), national ONS data as well as POPPI and PANSI (national database that provides projections based on ONS data) and the Ridgeway report on Haringey's Older People's Housing and Support needs analysis 2005.

#### Age and gender

In 2001, there were 48,295 people aged 50+ in Haringey which is approximately 22% of the total population. 45% (21,841) were male and 55% (26,454) were female (2001 Census).

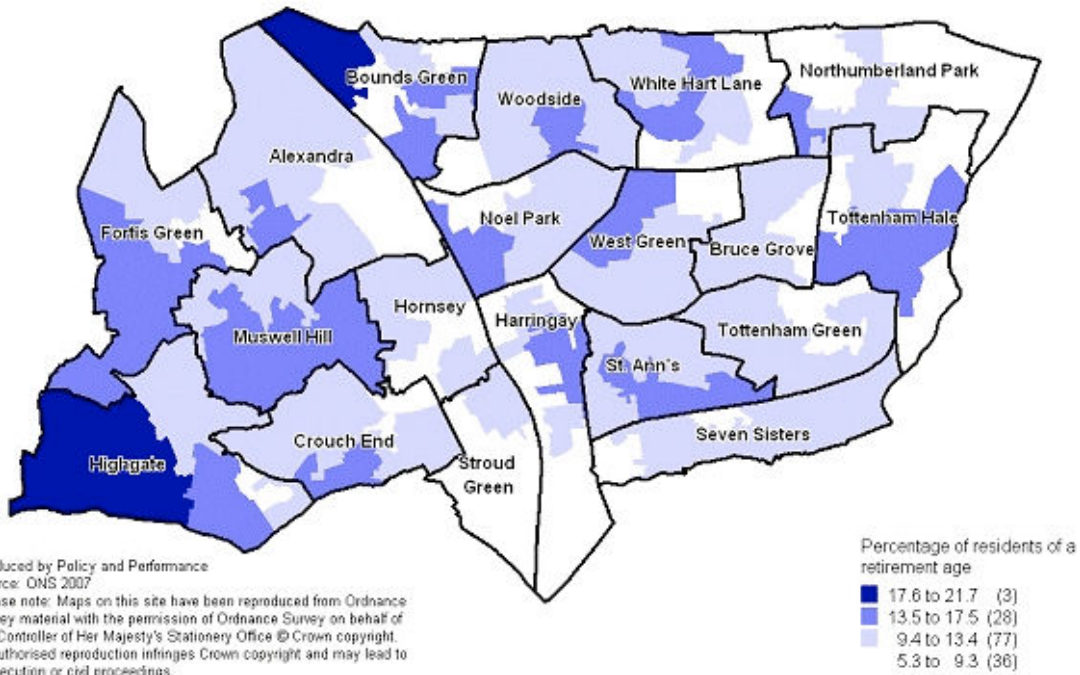
In 2009 it was estimated that there were 21,200 people aged 65+ which is approximately 9.4% of the total population (2009 Mid Year Population Estimates). About 43% (9100) were male and 56% (12,100) were female.

These numbers are similar to our neighbouring boroughs of Camden, Hackney, Islington and Newham. As with the rest of London the population over 65 declined slightly between 2001 and 2007 as a proportion of the total population. There is a marked difference in the number of older people living in the inner and outer London boroughs, with greater percentages of older people in the outer boroughs.

Map 1 shows the spread of older people across Haringey with highest proportion of residents of retirement age in Highgate and Bounds Green.

**Map 1. Percentage of residents of retirement age**

Percentage of residents of a retirement age (Women 60+, Men 65+)  
 Haringey Lower Level Super Output Areas  
 2007 Mid Year Estimates

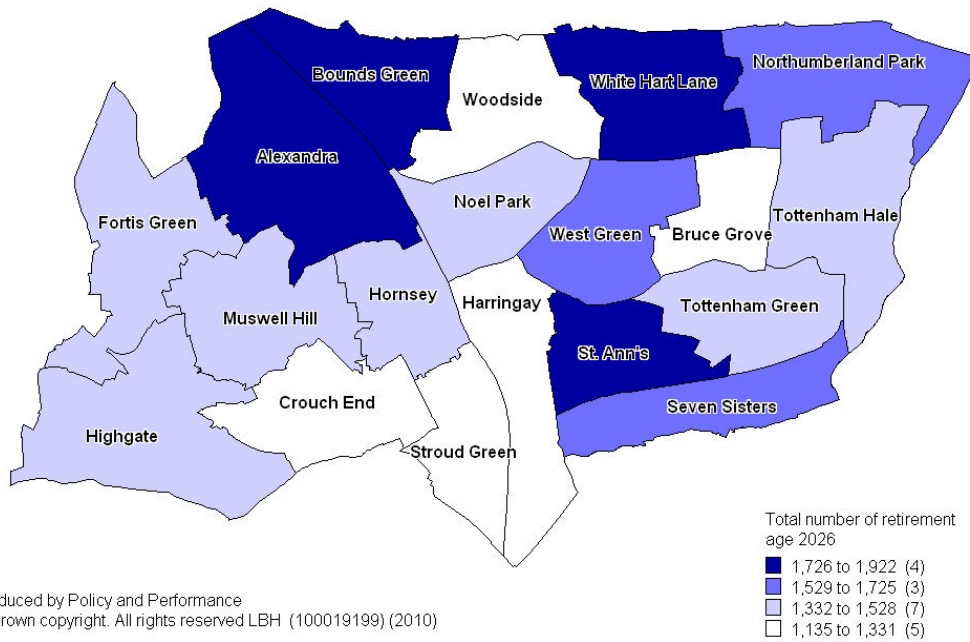


It is interesting to compare this with projections for 2026 where there is a projected overall increase to 24,200 aged 65 and over. By the same year, the number of residents aged 10-39 is projected to fall by 3.4% while the number of those aged 40-69 years will grow by 22.4%

In 2026 the wards with the highest number of residents of retirement age will be Alexandra, Bounds Green, St Ann's and White Hart Lane.

**Map 2. Total number of retirement age population 2026, Haringey wards**

Total number of retirement age population 2026  
 Haringey Wards  
 GLA 2008 low projections



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Table 1 below breaks the total number of retirement age population into gender and age bands. As would be expected there is a greater number of women than men. By 2030 the overall number of people aged 65 and over will increase by 6,700 and of these, 1300 will be 85+. It is this age group that typically requires more support and care than younger age groups.

**Table 1. Gender and age<sup>1</sup>**

Gender/age group	2010	2015	2020	2025	2030
Males aged 65-69	2,700	2,900	2,800	3,400	4,200
Males aged 70-74	2,500	2,200	2,500	2,400	2,900
Males aged 75-79	2,000	2,000	1,800	2,000	2,000
Males aged 80-84	1,000	1,400	1,400	1,300	1,500
Males aged 85 and over	800	900	1,100	1,400	1,500
Females aged 65-69	3,300	3,700	3,600	4,200	4,800
Females aged 70-74	3,000	2,800	3,200	3,100	3,600
Females aged 75-79	2,400	2,500	2,300	2,700	2,600
Females aged 80-84	1,600	1,800	1,900	1,800	2,200
Females aged 85 and over	1,700	1,800	1,900	2,300	2,400
<b>Total population aged 65+</b>	<b>21,000</b>	<b>22,000</b>	<b>22,500</b>	<b>24,600</b>	<b>27,700</b>

### Ethnicity

In 2007 the majority of older people were white (67%), which is close to the 65.6% across all ages. This ranks Haringey as the fifth most diverse borough in the country. Based on Greater London Authority population projections, by 2026 BME groups will account for 36% of our population. In actual numbers of people, the biggest increase will be Black African and Chinese residents.

The next table (2) details the breakdown by age and ethnicity of our older people in Haringey.

<sup>1</sup> Office for National Statistics

**Table 2.**  
**People aged 65 and over by age and ethnic group, year 2007<sup>2</sup>**

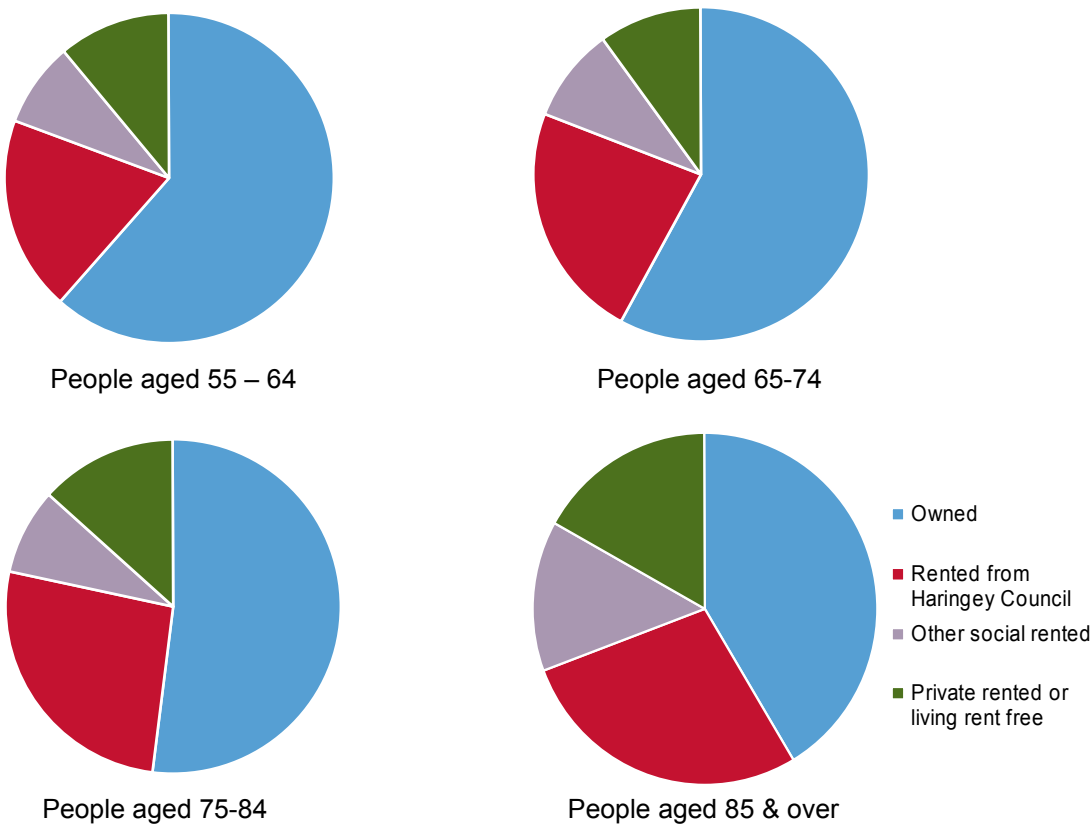
Ethnicity	People aged 65-74	People aged 75-84	People aged 85+
<b>White</b> (this includes British, Irish and Other White)	8,279	5,372	2,145
<b>Mixed Ethnicity</b> (this includes White and Black Caribbean; White and Black African; White and Asian; and Other Mixed)	236	101	21
<b>Asian or Asian British</b> (this includes Indian; Pakistani; Bangladeshi; and Other Asian or Asian British)	853	330	59
<b>Black or Black British</b> (this includes Black Caribbean; Black African; and Other Black or Black British)	2,184	876	124
<b>Chinese or Other Ethnic Group</b>	262	94	11
<b>TOTAL</b>	<b>11,814</b>	<b>6,774</b>	<b>2,361</b>

### Tenure

The 2001 Census showed that 58% of people aged over 50 in Haringey were owner-occupiers. 73% of residents in Muswell Hill and 78% in Alexandra wards owned their own homes whilst only 38% in White Hart Lane and 40% in Northumberland Park do.

<sup>2</sup> Figures are taken from Office for National Statistics (ONS) Table PEEGC163, Ethnic group of adults by custom age bandings, mid-2007. This table is a commissioned table from the Population Estimates by Ethnic Group. The Estimates, released in April 2009, are experimental statistics. This means that they have not yet been shown to meet the quality criteria for National Statistics, but are being published to involve users in the development of the methodology and to help build quality at an early stage.

*Graph 1. Tenure and age<sup>3</sup>*



The graphs above clearly show that there are greater numbers of owner occupiers in the younger age groups (61% people aged 55-64, 58% people aged 65-74 compared with 41% for people aged 85+). However we know that these figures are not evenly spread across the Borough. The requirements of the increasing numbers of home owners need to be reflected in the priorities of this strategy.

***The health of our older people***

Health significantly affects lives of older people and has a major impact on a person’s ability to continue to live fulfilled d within their communities. Appropriate housing and location, with or without care and support, plays a key role in enabling people to live independently.

Life expectancy is rising generally, in line with national trends, but we remain below the national average for male life expectancy. Men in the west will live, on average, 6.5 years longer than those in the east<sup>4</sup> (Fortis Green 78.2 years and Tottenham Green 71.3 years).

Women’s life expectancy is above the national average; while the east/west is divide is less apparent, the gap between the highest and lowest life expectancy has widened (Stroud Green, 86.5 years and White Hart Lane and Tottenham Hale, 76.8 years).

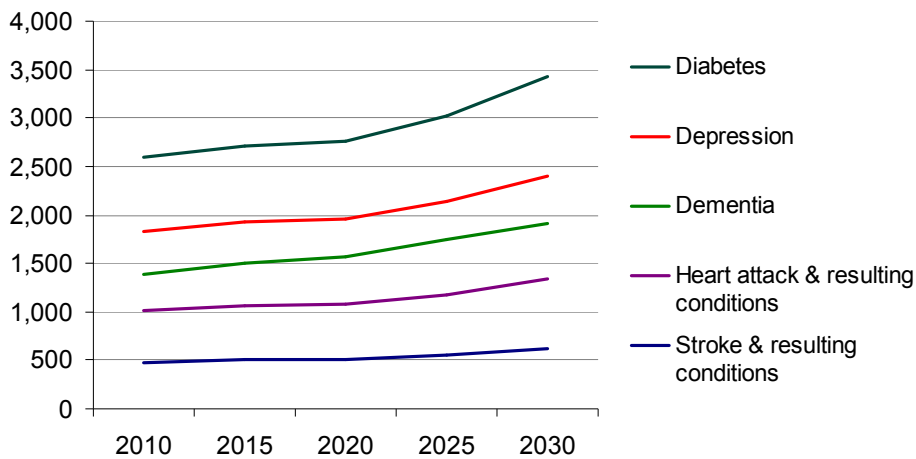
<sup>3</sup> Office for National Statistics 2001 Census

<sup>4</sup> Haringey Borough Profile 2010

Data from the General Household Survey, carried out in 2004 indicated that by 2008, 6,947 people over 65 would be living alone. Of these, 4518 would have a limiting long term illness<sup>5</sup>.

The number of people living alone is projected to rise to 9,096 by 2025, and of this number, those living alone with a limiting long-term illness is predicted to increase to 5,521 over the same period.

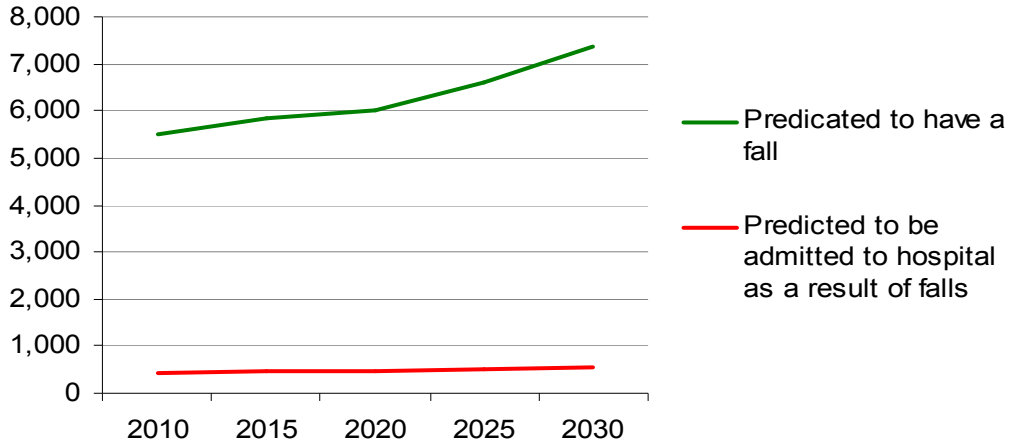
**Graph 2 shows the projected numbers of older people likely to suffer from the top 5 health conditions<sup>6</sup>**



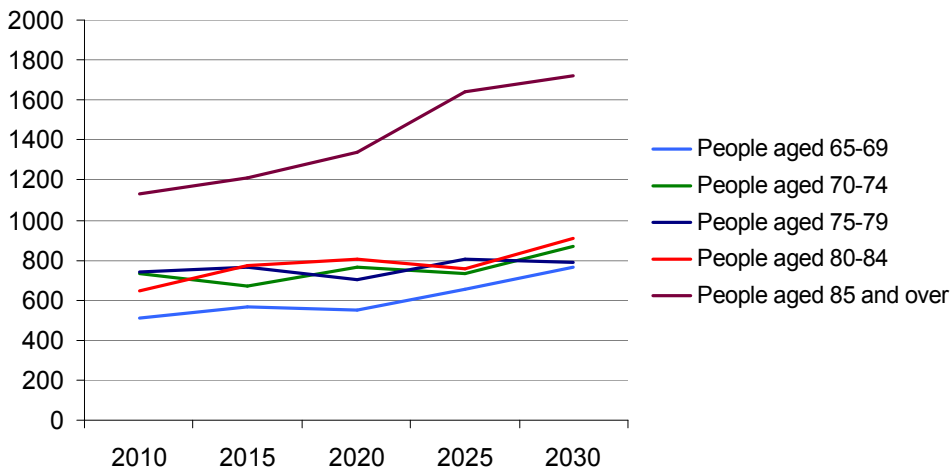
<sup>5</sup> (Figures are taken from Office for National Statistics (ONS) Table C0839, Age (65 and over in 5 year age groups) and Limiting long-term illness (LLTI) by household size, a commissioned table from ONS using information from the 2001 census. Numbers have been calculated by applying percentages to projected population figure)

<sup>6</sup> Projecting Older People Population Information System (POPPI) Department of Health

**Graph 3 shows the projected numbers of older people likely to have a fall and admitted to hospital as a result. NB this does not include those taken to hospital for emergency but not admitted<sup>7</sup>**



**Graph 4 below shows the projected number of people likely to have mobility problems<sup>8</sup>**



<sup>7</sup> Projecting Older People Population Information System (POPPI) Department of Health

<sup>8</sup> Projecting Older People Population Information System (POPPI) Department of Health



**2 a) Using data from equalities monitoring, recent surveys, research, consultation etc. are there group(s) in the community who:**

- **are significantly under/over represented in the use of the service, when compared to their population size?**

The intention of the strategy is to establish the composition of our current and future older people so that this understanding can be used when planning services.

- **have raised concerns about access to services or quality of services?**

From examining the data and from consultation on the strategy there are concerns about access to services provided to older people by those who are owner occupiers irrespective of gender or race. This strategy, through the agreed outcomes and priorities intends to address this. This will be achieved through the Delivery Plan.

Lack of information about services has been identified as a concern and again this is one of the priorities

- **appear to be receiving differential outcomes in comparison to other groups?**

It is clear from the data sources that older people in the west of the Borough have a greater life expectancy than those in the east. We know the reasons for this include better health through less smoking and better diet, better housing and a greater income and the affect this has. However we also know that on average the last 10 years of life are spent in ill-health so we need to plan for this for all older people.

Older people who live in social rented properties are more likely to be able access housing related support. This is not personal care but low level support that includes a daily check, help with form and claiming benefits, supporting access to health services and promoting social inclusion etc. This support can often prevent higher level/acute interventions.

We need to ensure this type of service is accessible to all, regardless of tenure.

We also need to ensure that the provision of specialist housing schemes such as sheltered, community good neighbour and extra care housing is evenly spread across the Borough.

**2 b) What factors (barriers) might account for this under/over representation?**

These are identified above

Using the information you have gathered and analysed in step 2, you should assess whether and how the proposal you are putting forward will affect existing barriers and what actions you will take to address any potential negative effects.

**3 a) How will your proposal affect existing barriers? (Please tick below as appropriate)**

Increase barriers?	Reduce barriers? ✓	No change?
--------------------	--------------------	------------

**Comment**

The response to the strategy has been very positive. It is viewed as a document that will help address many of the issues that older people face in their housing and support options. It is seen and intended to be a document that will reduce barriers

**3 b) What specific actions are you proposing in order to respond to the existing barriers and imbalances you have identified in Step 2?**

There are no barriers and imbalances identified that need to be addressed through this EIA

**3 c) If there are barriers that cannot be removed, what groups will be most affected and what Positive Actions are you proposing in order to reduce the adverse impact on those groups?**

N/A

**Step 4 - Consult on the proposal**

Consultation is an essential part of impact assessment. If there has been recent consultation which has highlighted the issues you have identified in Steps 2 and 3, use it to inform your assessment. If there has been no consultation relating to the issues, then you may have to carry out consultation to assist your assessment.

Make sure you reach all those who are likely to be affected by the proposal, ensuring that you cover all the equalities strands. Do not forget to give feedback to the people you have consulted, stating how you have responded to the issues and concerns they have raised.

**4 a) Who have you consulted on your proposal and what were the main issues and concerns from the consultation?**

We have consulted widely on the Older People's Housing Strategy using the Councils Community Engagement Framework as a tool to do this. We also used the Compact proofing tool to ensure it met with these principles.

The consultation took place over 3 months and from the multi-partnership strategy development group we formed a small consultation group to ensure we included all aspects of consultation plus engaging older people or their representatives from all areas of the borough, and that all older age and gender were represented.

The consultation consisted of:

- publishing the strategy on our webpages and asking for views
- press articles and article in Haringey People and Homes for Haringey newsletter – Homezone
- article to 900+older people through Haringey's Forum for Older People newsletter plus sending a summary copy of the strategy
- meetings at sheltered housing schemes
- meetings of owner occupiers
- AGM of Haringey Forum for Older People focussed on the strategy
- A specific consultation event for colleagues, partners and older people on the strategy
- Overview and Scrutiny Committee
- Integrated Housing Board and Supporting People Partnership Board

Overall the feedback on the strategy has been very positive and the outcomes and key priorities agreed with. Concerns have been related to funding and how that will be sourced to achieve priorities.

***4 b) How, in your proposal have you responded to the issues and concerns from consultation?***

We have used the feedback to amend the draft consultation strategy and develop the Delivery Plan. We have talked through concerns where possible when they have been raised and assured that where we can these will be dealt with. This requires a balance between what people would like us to do and what is possible to actually achieve. There needs to be a balance. Where we can we have indicated why it is not feasible to do a certain thing.

When the consultation is complete we will write it up and publish on our website in line with the Community Engagement Framework.

***4 c) How have you informed the public and the people you consulted about the results of the consultation and what actions you are proposing in order to address the concerns raised?***

Please see above

## **Step 5 - Addressing Training**

The issues you have identified during the assessment and consultation may be new to you or your staff, which means you will need to raise awareness of them among your staff, which may even training. You should identify those issues and plan how and when you will raise them with your staff.

***Do you envisage the need to train staff or raise awareness of the issues arising from any aspects of your proposal and as a result of the impact assessment, and if so, what plans have you made?***

We do not envisage the need for any staff training to arise from the strategy. The implementation of the Delivery Plan may result in this being required, but this will be dealt with separately.

## Step 6 - Monitoring Arrangements

If the proposal is adopted there is a legal duty to monitor and publish its actual effects on people. Monitoring should cover all the six equality strands. The purpose of equalities monitoring is to see how the policy is working in practice and to identify if and where it is producing disproportionate adverse effects and to take steps to address the effects. You should use the Council's equal opportunities monitoring form which can be downloaded from Harinet. Generally, equalities monitoring data should be gathered, analysed and report quarterly, in the first instance to your DMT and then to the Equalities Team.

***What arrangements do you have or will put in place to monitor, report, publish and disseminate information on how your proposal is working and whether or not it is producing the intended equalities outcomes?***

- ***Who will be responsible for monitoring?***

The Integrated Housing Board will be responsible for monitoring the Older People's Housing Strategy and ensuring that the Delivery Plan is implemented. The Delivery Group will also have responsibility for monitoring the progress of the action plan at their regular meetings

- ***What indicators and targets will be used to monitor and evaluate the effectiveness of the policy/service/function and its equalities impact?***

There are no specific indicators. Monitoring will be through the implementation of the Delivery Plan. This will be reviewed annually and progress reported to the IHB.

We will use our Access database to monitor the progress of the Delivery plan – this enables us at a glance to see the RAG indicator and take action where needed in a timely manner to address those not being met.

- ***Are there monitoring procedures already in place which will generate this information?***

No

- ***Where will this information be reported and how often?***

The information will be reported to the IHB and to the Delivery Group as well as on an adhoc basis to other groups/boards such as the Supporting People Partnership Board.

## Step 7 - Summarise impacts identified

In the table below, summarise for each diversity strand the impacts you have identified in your assessment

Age	Disability	Ethnicity	Gender	Religion or Belief	Sexual Orientation
<p>Older People and stakeholders have influenced the Older People's Housing Strategy to shape the service they want over the next 10 years.</p> <p>The development of range of housing and support choices, with a range of tenures will benefit all older people</p>	<p>The strategy promotes lifetime homes for older people, therefore takes into account the needs of people with disabilities.</p> <p>Development of extra care housing will also expand the choice for people with disabilities.</p> <p>Promotion of Telecare demonstrate a further commitment to ensuring specific needs are met</p>	<p>The views of BME groups were sought as part of the consultation and included within the strategy. The BME groups told us that they did not want race/cultural specific housing schemes but specialist housing needs to be integrated and reflect the local community</p>	<p>No adverse impact is envisaged.</p> <p>The strategy will benefit all older people</p>	<p>No adverse impact is expected. The strategy will benefit people with religious beliefs and those without belief.</p>	<p>No adverse impact is expected. The strategy will benefit older people whatever their sexual orientation.</p>

## Step 8 - Summarise the actions to be implemented

Please list below any recommendations for action that you plan to take as a result of this impact assessment.

Issue	Action required	Lead person	Timescale	Resource implications
Strategy to be available in appropriate format	Publish in 22 font	Rosie Green	April 2011	Cost of printing
Ensure strategy is available to all older people in Haringey	Publicise through libraries, press releases and forums/groups for older people	Rosie Green	By July 2011	Staff time
Housing choice and support is available to all older people	Delivery Plan addresses these issues	Delivery Group	Through life of strategy	Within current resources
Data to be up to date to aid planning	Demographic data to be refreshed regularly (Borough profile, Joint Strategic Needs Assessment, Census, ONS) to ensure data is up to date	Delivery Group	Through life of strategy	Within current resources

**Step 9 - Publication and sign off**

*There is a legal duty to publish the results of impact assessments. The reason is not simply to comply with the law but also to make the whole process and its outcome transparent and have a wider community ownership. You should summarise the results of the assessment and intended actions and publish them. You should consider in what formats you will publish in order to ensure that you reach all sections of the community.*

*When and where do you intend to publish the results of your assessment, and in what formats?*

It will be published along-side the strategy and accompany the strategy through the democratic approval process.

It will also be available in larger print and other languages if required

**Assessed by (Author of the proposal):**

**Name: Rosie Green**

**Designation: Housing Strategy and Partnerships Manager**

**Signature:**

**Date: 6.1.11**

**Quality checked by (Equality Team):**

**Name:**

**Designation:**

**Signature:**

**Date:**

**Sign off by Directorate Management Team:**

**Name:**

**Designation:**

**Signature:**

**Date:**

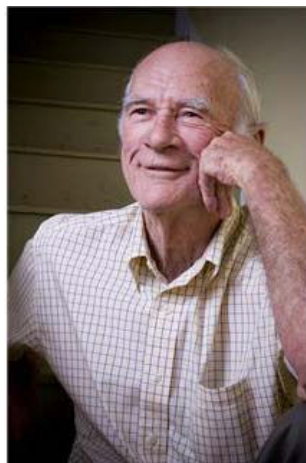
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## Haringey's Older People's Housing Strategy

2011 – 2021



## Document Control

Document details	
Document name	Older People's Housing Strategy 2011-2021
Document version number	V0.2
Document status	<i>Final draft for approval</i>
Author	<i>Rosie Green, Housing Strategy and Partnerships Manager 020 8489 4526</i>
Lead Officer	<i>As above</i>
Approved by	
Scheduled review date	

Version History		
Version	Change/Reasons for Change	Date
V0.1	<i>Initial draft</i>	<i>July 2010</i>
V0.2	<i>Consultation draft</i>	<i>28.9.10</i>
VO.3	<i>Final Draft</i>	<i>18.1.11</i>
Approval history		
Version	Approving body	Date
VO.3	<i>Integrated Housing Board</i>	<i>31.1.11</i>
VO.3	<i>Cabinet</i>	<i>22.3.11</i>

## Foreword

This Older People's Housing Strategy aims to deliver an integrated approach to the housing needs of older people in the Borough. We want to ensure that people are not isolated and detached from the communities in which they live and have the help and support to remain independent for as long as possible.

People should have choice of whether they move into specialist housing or stay in their own homes. We need to provide a range of options regardless of whether they rent or own their own property. Many do not want to leave their homes where they have raised their families and enjoy living in their local area that they know well. However many would welcome the opportunity of moving to a smaller property with less work and expense involved, if attractive opportunities were available. The current economic climate poses challenges in providing this.

We also need to consider the supported housing stock that we already have within the Borough, much of which was built 30 years ago. This strategy gives the opportunity to assess if this is still what is required or indeed meets current housing standards. There have been innovative approaches developed for older people's housing over the past decade, such as extra care housing and assistive technology. We want to ensure through this strategy that we explore these and ensure that there is provision across the Borough, especially in the east where there are higher numbers of vulnerable older people.

Through working in partnership with older people, voluntary and statutory organisations we have developed this draft strategy and identified priorities which we intend will meet our aims.



**Cllr John Bevan**  
Cabinet Member for Housing

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## Executive Summary

This Older People's Housing Strategy aims to deliver an integrated approach to the housing needs of older people in the Borough. We want to ensure that people are not isolated and detached from the communities in which they live and have the help and support to remain independent for as long as possible.

Across the UK more people are living longer, with a significant number of these predicted to live beyond 85 years. Because of increased frailty and health needs in older later life this affects the housing and support choices people make.

This ageing society is one of the greatest challenges for housing and national government has identified this as an area where significant changes need to be made, not only in the actual buildings but in challenging society's perceptions of what housing for older people should mean. There are strong links between older age, housing and health and this strategy recognises the interdependence of these.

In Haringey there is polarisation between the east and west of the Borough in terms of health, wealth and how long people can expect to live and the requirements of older people's housing may differ accordingly.

By providing a range of housing options regardless of whether people rent or own their own property we will enable older people to choose whether they move to specialist housing or remain in their own homes. Many do not want to leave their homes where they have raised their families and enjoy living in their local area that they know well. However, many would welcome the opportunity of moving to a smaller property with less work and expense involved, if attractive opportunities were available.

This strategy builds on and contributes to work already undertaken for a variety of strategies and projects, such as Experience Still Counts which aims to tackle discrimination and promote positive attitudes to ageing in Haringey; the Affordable Warmth Strategy; Supported Housing Review and the strategic commissioning programme for extra care housing.

Haringey Council and its partners are committed to improving housing options for older people and in meeting the opportunities and challenges arising from changing demographics, government initiatives, economic circumstances and the expectations and aspirations of residents of Haringey.

We have identified three outcomes that we will work toward through the implementation of this strategy;

- To enable Haringey's older people to live independently for as long as possible
- To improve the quality of older people's housing
- To offer real housing choices to meet the needs of today's and tomorrow's older people

In order to deliver these outcomes our four priority areas are to:

1. Improve partnership working to provide joined up services
2. Develop a range of housing options that enable people to live independently for as long as possible
3. Ensure specialist housing and support is targeted to those most in need
4. Ensure this strategy supports the wider Council agenda for older people

The strategy delivery plan has been drawn up following consultation with partners and local interest groups. However, we have had to remain mindful of the current economic climate and emerging government priorities in this policy area. In light of this the delivery plan will be a 'live' document and will be developed over the life of this strategy.

The delivery of this strategy as well as the further development of this strategy will be overseen by the Integrated Housing Board, a thematic partnership board of Haringey Strategic Partnership. We will also report to other related boards and forums on the progress and outcomes delivered by the strategy.

## **Introduction and overview**

This strategy has been developed in partnership through the Integrated Housing Board, a theme group of Haringey's Strategic Partnership.

This Older People's Housing Strategy is a sub-strategy of Haringey's Housing Strategy 2009-2019, our over-arching housing policy which details our vision in the Borough.

The document details our approach to delivering appropriate housing choices for older people in the borough and reflects government policy and local priorities. The strategy is ambitious in seeking to respond to and meet the changing housing needs of today's and tomorrow's older generations.

Haringey Council is committed to improving housing options for older people and in meeting the opportunities and challenges arising from changing demographics, government initiatives, economic circumstances and the expectations and aspirations of residents of Haringey.

As well as housing itself, there have been significant changes in the way support and care is delivered and this continues to affect housing choices made by older people. The personalisation agenda<sup>1</sup> over the next few years will impact on the choices people make for their support and how it is delivered.

This strategy is intended to be a living document that will evolve over its life cycle to take account of these changes and will be reviewed regularly to ensure that the priorities agreed are being delivered.

## **Scope of the strategy**

This strategy covers all older people and those approaching older age who live in the borough or who want to move into the area.

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<sup>1</sup> Putting People First: A shared vision and commitment to the transformation of Adult Social Care, Department of Health 2007

It will give future strategic direction when developing new or remodelled housing for this group of people.

All tenures of housing are covered from social rented, private sector rented and owner occupiers. This document recognises that there will be movement between the different tenures.

## **How we produced this strategy**

The development of this strategy was led by the Integrated Housing Board (IHB), a theme Board of the Haringey Strategic Partnership in conjunction with housing providers, the third sector, community groups and older people.

We recognise that providing suitable housing for older people cannot be solved by organisations working alone. Therefore in developing this strategy we sought to be as inclusive as possible and engage with a wide range of organisations, and older people across the borough. All partners are committed to delivering this strategy.

There is a wide range of data available both nationally and locally to support the evidence base for our priorities. We have drawn on these as well as a comprehensive independent study commissioned by Haringey Council on older persons housing and support needs<sup>2</sup>.

## **Consultation on the strategy**

### ***What we know so far***

To start the work on this strategy we devoted Haringey Council's annual housing conference in February 2010 to older peoples' housing. The conference was attended by over 100 people representing statutory and voluntary organisations and as well as a number of older residents of the borough.

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<sup>2</sup> Haringey Older Persons Housing and Support Needs Analysis, Ridgeway Associates 2005



Feedback from this event has helped us form the initial priorities for this draft strategy.

Key questions asked were:

1. What housing do we need for older people in Haringey
2. Where should specialist housing be developed
3. What facilities should specialist housing include
4. How can we future proof general needs housing so that older people can continue to live in their own home

### ***Formal consultation***

We used Haringey Council's Consultation Framework as well as fulfilling the requirements of the Compact agreement when consulting on this strategy.

A sub group of the Strategy steering group focussed on how to undertake the consultation and identified which groups to engage with and the methods to use.

The consultation period was from October 2010 to January 2011 and we engaged with a wide range of groups, organisations and residents to make sure we identified all the relevant issues as well as the development of the delivery plan. This input significantly strengthened the strategy.

We used a wide range of mediums including using the Council's website, newspapers and magazines, meeting community groups, boards and forums and specific events.

This final strategy includes the outcomes of the consultation. A separate consultation feedback report has been produced which details responses. This is available through the Council's web site or on request.

## The national context

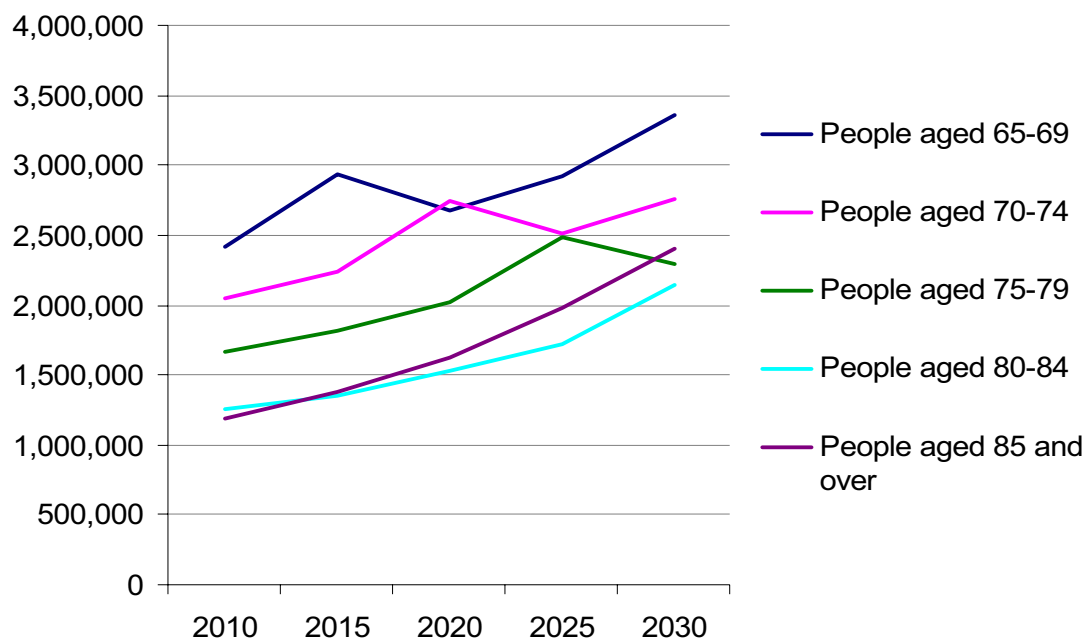
An ageing society is one of the great challenges for housing. National Government over the past decade has identified this as an area where significant changes need to be made, not only in the actual buildings but in challenging society's perceptions of what housing for older people should mean. There are strong links between older age, housing and health and we recognise the interdependence of these.

### Did you know?

- Each year, about 650,000 people turn 65
- There are eleven thousand centenarians
- About 3.7 million older people live alone
- 61% of women aged over 75 are widowed
- 46% of pensioner couples and 73% of single pensioners receive over half their income from state pensions and benefits
- 28% of pensioner couples have less than £1,500 in savings
- 1.8 million pensioners (16%) live below the poverty line
- In 2000, 90% of older people were living in 'mainstream housing'. The remainder lived in care homes and supported housing

*UK Age Monthly Factsheet*

The following graph (1) shows the projected increases in the number of older people in England. By 2020, nearly one in five of the population will be over 65 and projections show that by 2026 there will be 2.4 million older households than there are today. More of us will live to be over 100, and on average, 10 of those years will be spent with a disability.

**Graph 1. Population projections: England<sup>3</sup>**

In response to these growing numbers the Government has produced a wealth of guidance on how we need to plan for this.

The Lifetime Homes, Lifetime Neighbourhoods<sup>4</sup>, housing strategy for an ageing population was published in 2008 and was followed by Delivering Lifetime Homes, Lifetime Neighbourhoods<sup>5</sup>. These two documents detail the government's approach to housing for an ageing society.

The strategies recognise that all too often housing options for older people are limited to care homes or sheltered housing and we need to develop appropriate housing choices to relieve the forecasted pressures on homes, health and social care services.

<sup>3</sup> Projecting Older People Population Information System (POPPI)  
Department of Health

<sup>4</sup> Lifetime Homes, Lifetime Neighbourhoods, Communities and Local Government 2008

<sup>5</sup> Delivering Lifetime Homes, Lifetime Neighbourhoods, Communities and Local Government 2008

In addition to this, the direction of social and health care policy has undergone a shift of emphasis with more focus on people's independence and choice. Some of the key documents include:

- Our health, our care, our say. Department of Health (DoH) 2008
- Independence, well-being and choice. DoH 2005
- More choice, greater voice. DoH 2008
- Shaping the future of care together. DoH 2009

In response to government's thinking there have been many reports by third sector organisations that challenge national and local government on how these changes should be made. For example, Local Action for Later Life, by Age UK wants 'a whole systems approach' and states that 'the new government promises radical devolution of power and greater financial autonomy to local government and community groups. If this goes beyond the rhetoric, there may be a real opportunity in some areas to tear up the rule book and start again'.

### ***Supporting people***

The Supporting People Programme funds housing related support for vulnerable people to maintain their independence and lead full and active lives. This type of support does not include care but typically includes help in applying for benefits, budgeting and dealing with debt, help in accessing health and social care services, maintaining social skills, prevention of isolation and for older people, making sure they are safe and well as well as providing an emergency alarm service.

Nationally around 815,000 older people are supported in this way.

### ***Economic climate***

The current economic climate poses many challenges for developing housing for older people and therefore for this strategy we must be clear not to raise expectations that we cannot fulfil. However, we must be equally prepared to make the most of any opportunities that arise. By developing this strategy we will clear about our aims and long term aspirations.

## **Our context – the situation in Haringey**

### **Who lives in Haringey?**

There are approximately 225,000 people living in Haringey<sup>6</sup>. It is a very diverse Borough and ranks as the fifth most diverse borough in London; some 50% of our population overall, and three-quarters of our young people, are from ethnic minority backgrounds, and around 200 languages are spoken in the borough.

27% of Haringey's population live in wards ranked among the 10% most deprived in England.<sup>7</sup>

### **Older people in Haringey**

Haringey Council has undertaken an older people's joint needs assessment<sup>8</sup> to provide information to assist planners in developing services for this group of people. This is one of our sources for the needs data in this strategy.

### **Age and gender**

In 2001, there were 48,295 people aged 50+ in Haringey which is approximately 22% of the total population. 45% (21,841) were male and 55% (26,454) were female (2001 Census).

In 2009 it was estimated that there were 21,200 people aged 65+ which is approximately 9.4% of the total population (2009 Mid Year Population Estimates). About 43% (9100) were male and 56% (12,100) were female.

These numbers are similar to our neighbouring boroughs of Camden, Hackney, Islington and Newham. As with the rest of London the population over 65 declined slightly between 2001 and 2007 as a proportion of the total population. There is a marked difference in the number of older people living in the

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<sup>6</sup> Office for National Statistics (ONS) 2009

<sup>7</sup> ONS Indices of Deprivation 2007

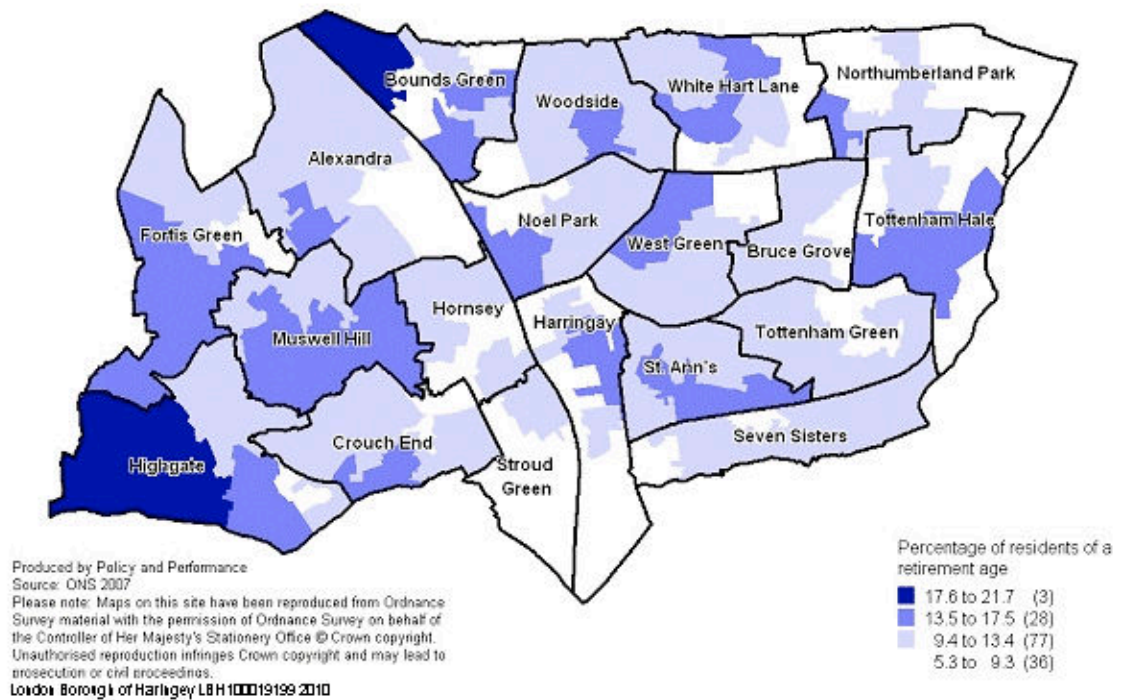
<sup>8</sup> [www.haringey.gov.uk/index/social\\_care\\_and\\_health/olderpeople/profile](http://www.haringey.gov.uk/index/social_care_and_health/olderpeople/profile)

inner and outer London boroughs, with greater percentages of older people in the outer boroughs.

The map below shows the spread of older people across Haringey with highest proportion of residents of retirement age in Highgate and Bounds Green.

### Map 1. Percentage of residents of retirement age

Percentage of residents of a retirement age (Women 60+, Men 65+)  
Haringey Lower Level Super Output Areas  
2007 Mid Year Estimates



It is interesting to compare this with projections for 2026 where there is a projected overall increase to 24,200 aged 65 and over. By the same year, the number of residents aged 10-39 is projected to fall by 3.4% while the number of those aged 40-69 years will grow by 22.4%

In 2026 the wards with the highest number of residents of retirement age will be Alexandra, Bounds Green, St Ann's and White Hart Lane.

## Map 2. Total number of retirement age population 2026, Haringey wards

Total number of retirement age population 2026  
Haringey Wards  
GLA 2008 low projections

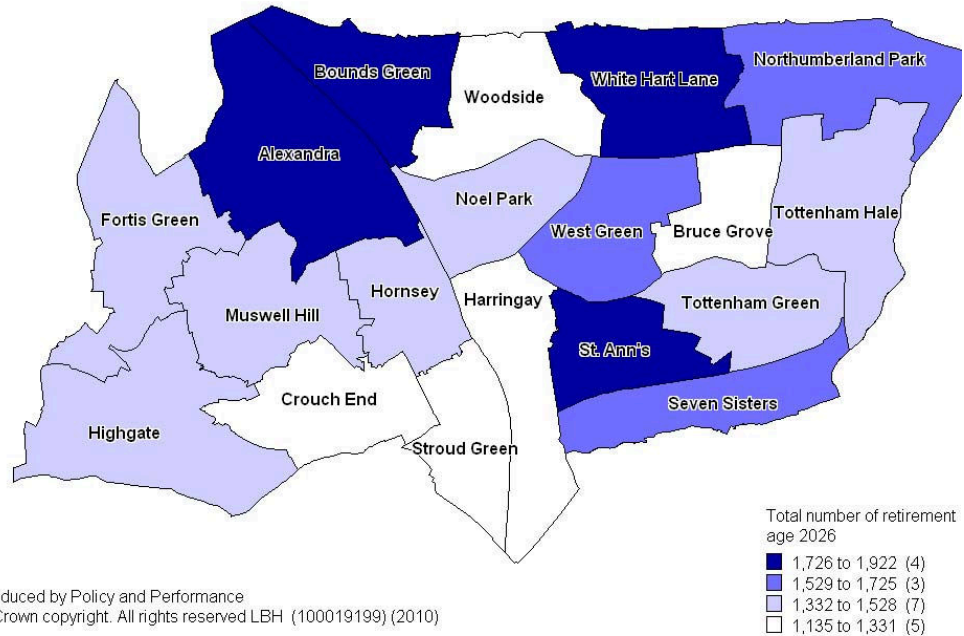


Table 1 overleaf breaks the total number of retirement age population into gender and age bands. As would be expected there is a greater number of women than men. By 2030 the overall number of people aged 65 and over will increase by 6,700 and of these, 1,300 will be 85+. It is this age group that typically requires more support and care than younger age groups.

**Table 1. Gender and age<sup>9</sup>**

<b>Gender/age group</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Males aged 65-69	2,700	2,900	2,800	3,400	4,200
Males aged 70-74	2,500	2,200	2,500	2,400	2,900
Males aged 75-79	2,000	2,000	1,800	2,000	2,000
Males aged 80-84	1,000	1,400	1,400	1,300	1,500
Males aged 85 and over	800	900	1,100	1,400	1,500
Females aged 65-69	3,300	3,700	3,600	4,200	4,800
Females aged 70-74	3,000	2,800	3,200	3,100	3,600
Females aged 75-79	2,400	2,500	2,300	2,700	2,600
Females aged 80-84	1,600	1,800	1,900	1,800	2,200
Females aged 85 and over	1,700	1,800	1,900	2,300	2,400
<b>Total population aged 65+</b>	<b>21,000</b>	<b>22,000</b>	<b>22,500</b>	<b>24,600</b>	<b>27,700</b>

### *Ethnicity*

In 2007 the majority of older people were white (67%), which is close to the 65.6% across all ages. This ranks Haringey as the fifth most diverse borough in the country. Based on Greater London Authority population projections, by 2026 BME groups will account for 36% of our population. In actual numbers of people, the biggest increase will be Black African and Chinese residents.

The next table (2) details the breakdown by age and ethnicity of our older people in Haringey.

<sup>9</sup> Office for National Statistics



**Table 2.**  
**People aged 65 and over by age and ethnic group, year**  
**2007<sup>10</sup>**

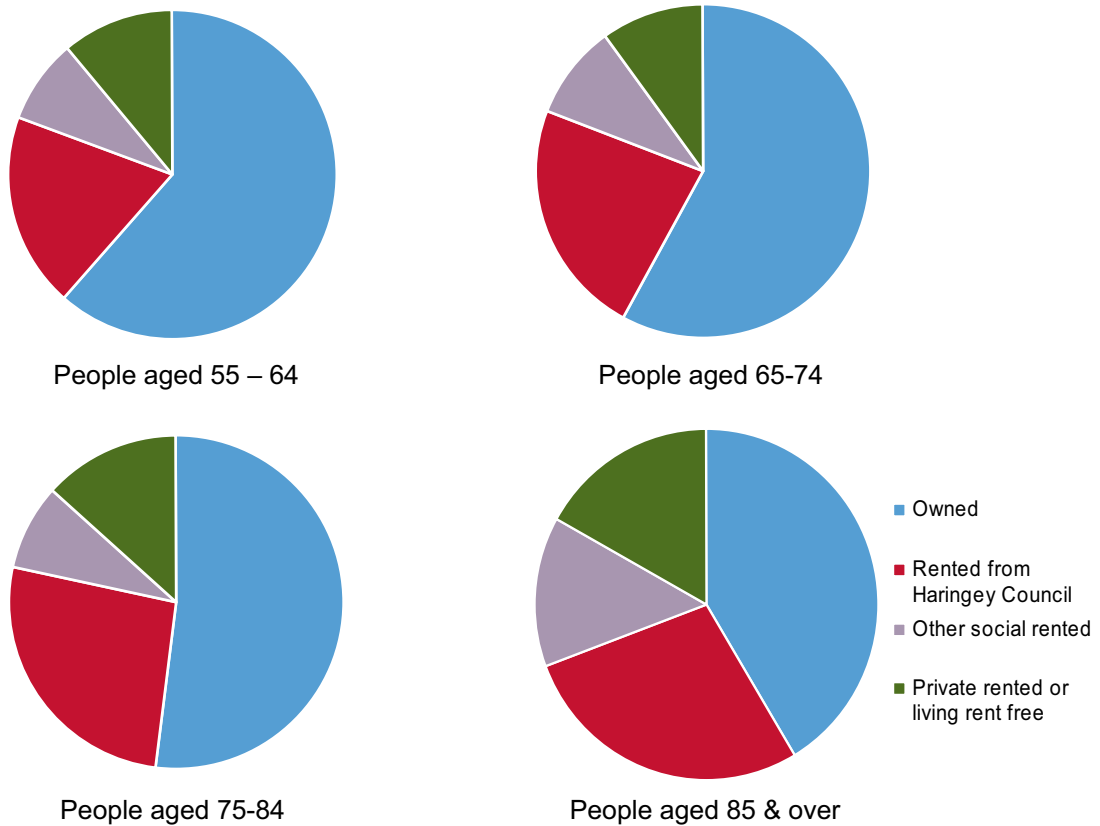
<b>Ethnicity</b>	<b>People aged 65-74</b>	<b>People aged 75-84</b>	<b>People aged 85+</b>
<b>White</b> (this includes British, Irish and Other White)	8,279	5,372	2,145
<b>Mixed Ethnicity</b> (this includes White and Black Caribbean; White and Black African; White and Asian; and Other Mixed)	236	101	21
<b>Asian or Asian British</b> (this includes Indian; Pakistani; Bangladeshi; and Other Asian or Asian British)	853	330	59
<b>Black or Black British</b> (this includes Black Caribbean; Black African; and Other Black or Black British)	2,184	876	124
<b>Chinese or Other Ethnic Group</b>	262	94	11
<b>TOTAL</b>	<b>11,814</b>	<b>6,774</b>	<b>2,361</b>

### *Tenure*

The 2001 Census showed that 58% of people aged over 50 in Haringey were owner-occupiers. 73% of residents in Muswell Hill and 78% in Alexandra wards owned their own homes whilst only 38% in White Hart Lane and 40% in Northumberland Park do.

<sup>10</sup> Figures are taken from Office for National Statistics (ONS) Table PEEGC163, Ethnic group of adults by custom age bandings, mid-2007. This table is a commissioned table from the Population Estimates by Ethnic Group. The Estimates, released in April 2009, are experimental statistics. This means that they have not yet been shown to meet the quality criteria for National Statistics, but are being published to involve users in the development of the methodology and to help build quality at an early stage.

**Graph 1. Tenure and age<sup>11</sup>**



The graphs above clearly show that there are greater numbers of owner occupiers in the younger age groups (61% people aged 55-64, 58% people aged 65-74 compared with 41% for people aged 85+). However we know that these figures are not evenly spread across the Borough. The requirements of the increasing numbers of home owners need to be reflected in the priorities of this strategy.

<sup>11</sup> Office for National Statistics 2001 Census

## The health of our older people

Health significantly affects lives of older people and has a major impact on a person's ability to continue to live fulfilled lives within their communities. Appropriate housing and location, with or without care and support, plays a key role in enabling people to live independently.

Life expectancy is rising generally, in line with national trends, but we remain below the national average for male life expectancy. Men in the west will live, on average, 6.5 years longer than those in the east<sup>12</sup> (Fortis Green 78.2 years and Tottenham Green 71.3 years).

Women's life expectancy is above the national average; while the east/west divide is less apparent, the gap between the highest and lowest life expectancy has widened (Stroud Green, 86.5 years and White Hart Lane and Tottenham Hale, 76.8 years).

Data from the General Household Survey, carried out in 2004 indicated that by 2008, 6,947 people over 65 would be living alone. Of these, 4518 would have a limiting long term illness<sup>13</sup>.

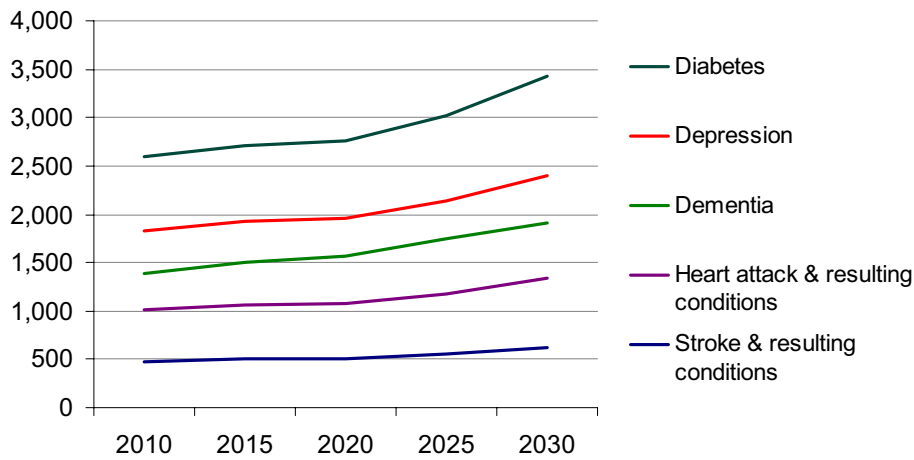
The number of people living alone is projected to rise to 9,096 by 2025, and of this number, those living alone with a limiting long-term illness is predicted to increase to 5,521 over the same period.

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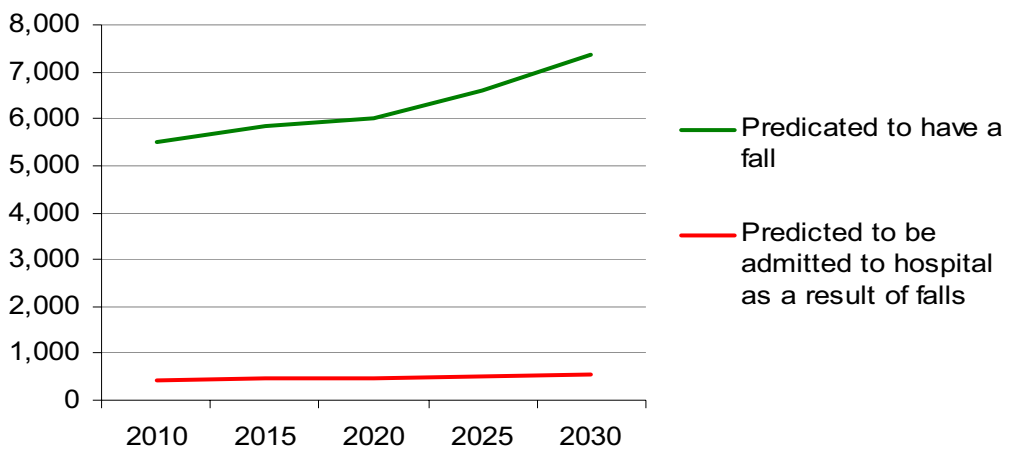
<sup>12</sup> Haringey Borough Profile 2010

<sup>13</sup> (Figures are taken from Office for National Statistics (ONS) Table C0839, Age (65 and over in 5 year age groups) and Limiting long-term illness (LLTI) by household size, a commissioned table from ONS using information from the 2001 census. Numbers have been calculated by applying percentages to projected population figure)

**Graph 2 shows the projected numbers of older people likely to suffer from the top 5 health conditions<sup>14</sup>**



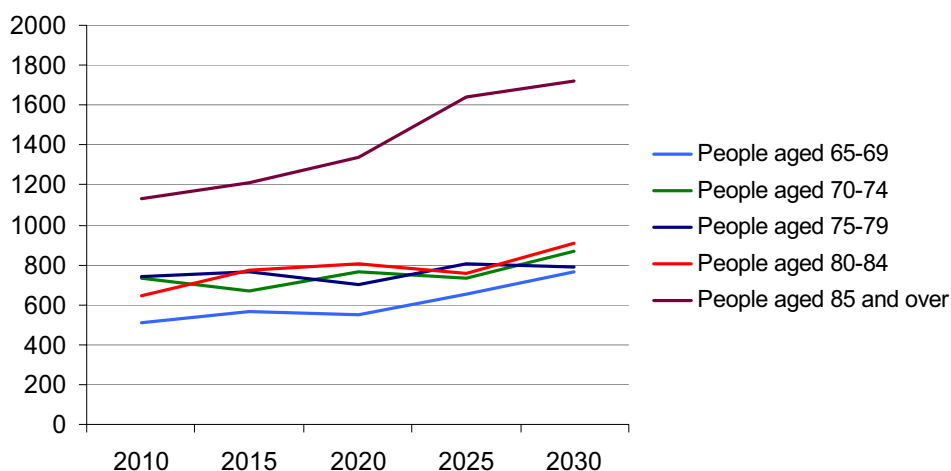
**Graph 3 shows the projected numbers of older people likely to have a fall and admitted to hospital as a result. NB this does not include those taken to hospital for emergency but not admitted<sup>15</sup>**



<sup>14</sup> Projecting Older People Population Information System (POPPI)  
Department of Health

<sup>15</sup> Projecting Older People Population Information System (POPPI)  
Department of Health

**Graph 4 below shows the projected number of people likely to have mobility problems<sup>16</sup>**



## Housing in Haringey

Buying a home in Haringey is expensive; the average price is £327,804 whereas the average wage is £27,368 which is lower than the London average. There is polarisation in wealth between the east and west of Haringey. These lower wages and high house prices make it impossible for some people to ever buy a house.

### *What housing do older people want?*

We know from many national studies that older people want to remain independent and have clear and strong views about what they want from their homes. Good Homes in Which to Grow Old<sup>17</sup> summarises evidence already collected by many organisations and has identified 6 key themes

1. a voice and influence
2. personalisation and choice
3. information and advice
4. affordable homes
5. joined-up services

<sup>16</sup> Projecting Older People Population Information System (POPPI)  
Department of Health

<sup>17</sup> Good homes in which to grow old?, Local Government Group 2010

6. Access to neighbourhoods, amenities, friends and families

These themes reflect what older people in Haringey have told us they want.

*What our housing and support research told us*

In 2005 Haringey Council commissioned Ridgeway Associates to undertake an older persons housing and support needs analysis to give a clear understanding and detail of the current and future requirement for housing and support. Although five years old and there may be some changes to the demographic and tenure details, it is not felt to be so different as to have a negative impact on their findings.

We asked them to consider:

- What is the need to traditional forms of supported housing for older people over the next 5, 10, 20 and 30 years
- What is the need for supported housing
- Does the existing stock meet or exceed that need
- What are the likely changes in demand
- What models of housing and support may be appropriate for Haringey in the future
- How can we reconfigure existing Council provision to meet any changed need
- How may assistive technology be used to help people stay in their own homes for longer

They found that people move into supported housing for a variety of reasons and not all require support at this stage:

- Security – concern about living alone
- Health
- Loneliness
- Trading down from a larger property – not being able to do the housework and garden
- Family break up
- Ageing - in need of more support
- Partner unwell
- Lack of family nearby or no family
- To be near family
- Recommendation from others

They also found that people were confused about sheltered housing, residential care and extra care housing.

### *Recommendations from the Ridgeway report*

The report concluded that a range of significant changes are required to deliver appropriate housing and support services to those living in both supported housing stock and in the community over the next 20-plus years. Since the study in 2005 we have been working towards meeting the recommendations and have made good progress across a number of areas.

Appendix 1 details the recommendations and work undertaken so far.

### **Current housing for older people in Haringey**

There are 4 main types of specialist housing for older people, residential, sheltered, community good neighbour schemes and extra care housing.

#### *Residential care*

Nationally we know that many older people move into long-term residential or nursing care because there are no alternative care options for very frail older people, or older people with mental health needs.

We also know that many who live on their own go straight from receiving limited or no care services into long-term residential care as their care needs are not identified at an earlier stage.

Alternative housing options may be more appropriate and cost effective.

Currently in Haringey we have 19 registered care homes, both Council and private. Between them they offer 607 places for older people across a broad spectrum of need. This includes learning disability and mental health needs. Only 8 of these homes offer double rooms for couples who wish to stay together.

### *Sheltered housing*

Sheltered Housing schemes are normally for people over retirement age although people in their 50s and early 60s who have support needs can apply. The aim is to help people lead an active and independent life for as long as possible. Each scheme has a communal lounge, kitchen and laundrette.

Each flat or bungalow has an alarm system which alerts the Sheltered Scheme Manager in case of an emergency. If the Sheltered Scheme Manager is not on duty the alarm call will go to a communication centre and help will be given.

Currently there are 945 units of sheltered accommodation owned by Haringey Council and 809 by Housing Associations, giving a total of 1754.

The model that we now recognise as conventional sheltered housing began to emerge shortly after the Second World War. Growth during the 1950s was relatively slow. Most of the accommodation, in flats and self-contained bungalows, came from local authorities.

Further government guidance on sheltered accommodation set the tone for the next thirty years. It suggested a model of housing which combines self-contained accommodation with communal facilities. Further, it supported a particular model of community care which ensured that people move along a continuum of built provision as their need for care increases: moving from general housing to sheltered housing, on to residential care when care needs became more pronounced and, for some, on to nursing care, whether in a nursing home or in a long-stay hospital setting.

These schemes included communal facilities, warden accommodation and office, an alarm system, a guest room, laundry facilities and a common room. Many of our schemes in Haringey are this older type of sheltered housing.

Haringey's Supporting People Strategy (2005) identifies the borough as having a greater than average supply of supported housing and a lower than average population aged 65+ than both London as a whole and England.



**Table 3 below shows this.**<sup>18</sup>

	Units per 1000 people over 65
Haringey	107
London	51
England	68

### *Community Good Neighbour Scheme*

We currently support 421 older people households through our Community Good Neighbour scheme. Tenants living in Community Good Neighbour schemes tend to be somewhat younger and more active than people in sheltered schemes so vacancies tend to be less frequent. A Community Scheme Officer will make regular visits to the schemes, keep an eye on tenants' well-being and offer advice with day-to-day problems. Each flat or bungalow has an alarm system which is connected to the Community Scheme Officer's office and to the Communication Centre. Emergency help is available around the clock, just as in sheltered housing. Some Community Good Neighbour schemes have a few communal facilities.

### *Extra care housing*

Extra care housing is sometimes called very sheltered housing. It provides well designed homes that are suitable for increasing frailty and illness in older age. This type of housing is designed to support independent living, allowing care to be delivered to people in their own homes without necessarily having to go into residential or nursing care. Care services can be offered 24 hours per day, 7 days per week.

The communal facilities in extra care housing usually exceed those found in conventional or in enhanced sheltered housing schemes and are focussed on the maintaining independence rather than just being seen as recreational. Often they include gyms and wellbeing facilities, IT and educational resources as

<sup>18</sup> Haringey's Supporting People 5-year Strategy 2005-2010

well being the focus for the promotion of health and communal activities in the local community.

Extra care housing can provide social rented, part ownership or full ownership depending on the model and area the scheme is developed in.

Care costs are often lower when delivered in extra care housing when compared to residential care.

The Department of Health has been particularly active in promoting this style of provision, supporting a programme of capital subsidy that has encouraged the spread extra care housing across England.

In February 2004, the Department of Health awarded Haringey capital funding to upgrade 60 supported housing units owned by Hornsey Housing Trust to extra care standard. This scheme is in the west of the borough and is for rent. However since then specifications for extra care housing have now advanced.

There are 2 extra care schemes currently being developed by a Registered Housing Provider. These are in the west of the borough and will have 80 apartments. These are currently identified as being for rent.

The Ridgeway report identified a need for another 350 units of extra care housing to meet existing and future need up to 2013. The development of these 2 additional schemes in the west together with the existing one means that currently all the extra care provision is in the west of the borough (140 units). This disadvantages those older people, across many minority and ethnic groups, living in the east that would benefit from this type of housing and support.

### *Funding for supported housing*

Haringey's Supporting People contract with housing providers (including the Council), to provide housing related support to older people to enable them to continue to live independently. This does not include any personal care. People are assessed before moving into a sheltered scheme or receiving a good community neighbour service that they need this type of

support. Generally if a person receives housing benefit then the support is paid for by the Council. If not, they pay themselves.

It currently costs £4.65 million pounds per year to provide this housing related support. This includes a community alarm service provided to people living in their own homes and not in a sheltered scheme.

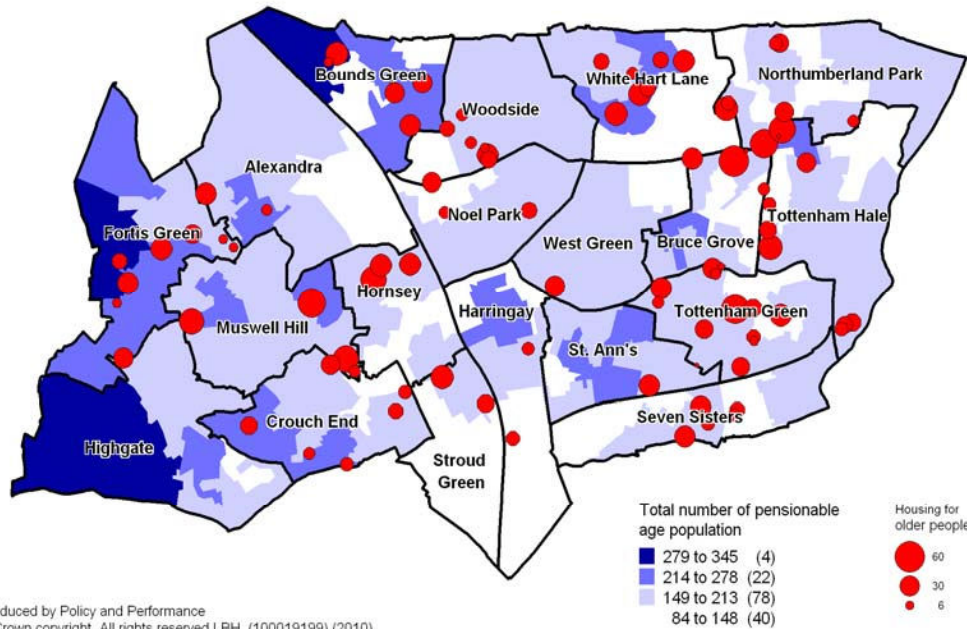
The table below gives the total number of specialist housing spilt into Council provided and Housing Association numbers. There are 1563 units (71.9%) in the east of the borough and 612 (28.1%) in the west. These units are all social rented and this spilt reflects the tenure generally in Haringey.

**Table 4. Housing for older people in Haringey**

Ward	Community Good Neighbour Scheme	Sheltered Housing	HA Units For Older People	Total
ALEXANDRA	-	32	10	42
BOUNDS GREEN	26	38	126	190
BRUCE GROVE	-	31	87	118
CROUCH END	55	-	56	111
FORTIS GREEN	25	32	105	162
HORNSEY	-	79	30	109
MUSWELL HILL	58	95	35	188
NOEL PARK	-	20	12	32
NORTHUMBERLAND PARK	26	161	32	219
SEVEN SISTERS	14	63	32	109
ST ANNS	2	-	60	62
TOTTENHAM GREEN	69	91	114	274
TOTTENHAM HALE	84	120	14	218
WEST GREEN	-	29	2	31
WHITE HART LANE	39	90	49	178
WOODSIDE	23	64	45	132
<b>Total</b>	<b>421</b>	<b>945</b>	<b>809</b>	<b>2175</b>

**Map 3 plots the housing for older people in Haringey against the retirement population.**

Total number of population who are of a pensionable age (Women 60+, Men 65+) and housing for older people  
Haringey SOAs  
2008 Mid Year Estimates



Produced by Policy and Performance  
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Although this map shows the relationship of specialist housing for older people, it does not demonstrate the high levels of vulnerability found in the east of the Borough.

**Who lives in our specialist housing for older people?**

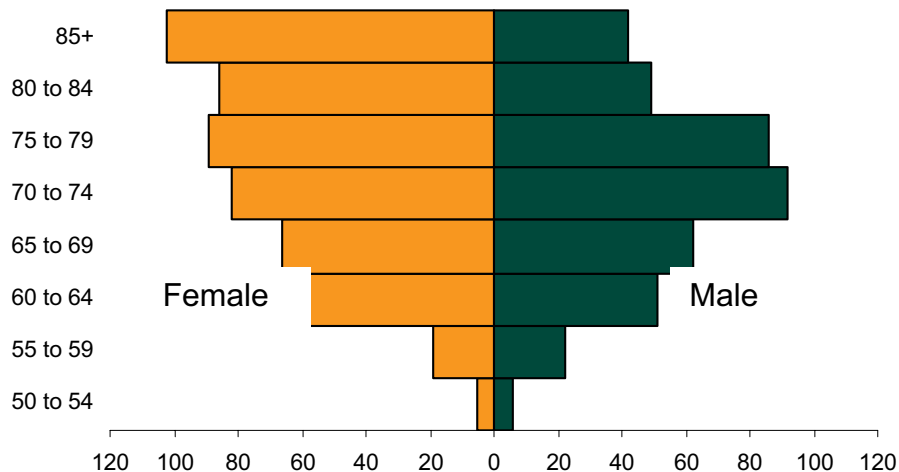
There has been a 33% turnover of sheltered units and 39% community good neighbour schemes in the last five years. We do not know the reasons for this high turnover and through the delivery plan for this strategy we intend to further examine these figures in order to fully understand why. We do not know for example, whether people are moving from sheltered stock into residential care because their care needs cannot be met in their current accommodation.

**Table 5. Number of allocations to all sheltered housing and community good neighbour schemes since 2005**

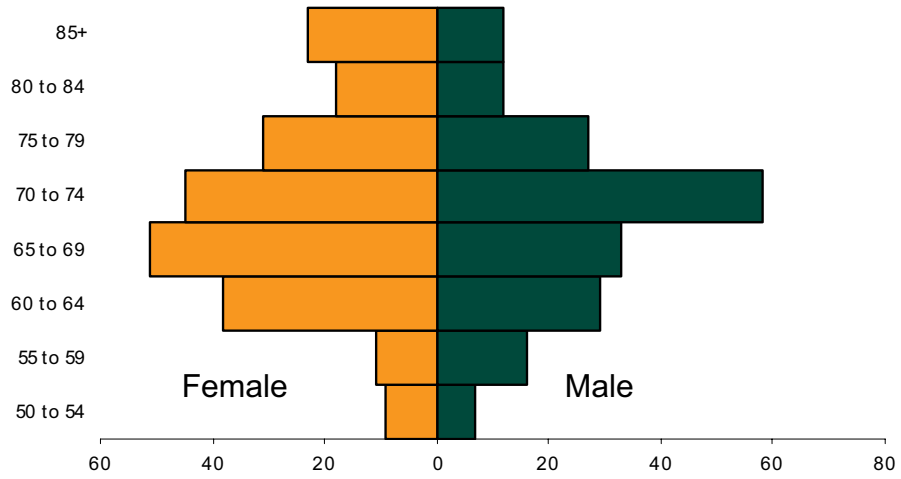
Year	Community Good Neighbour Scheme	Sheltered Housing
2005-06	19	106
2006-07	38	124
2007-08	23	94
2008-09	36	98
2009-10	36	118
2010-Present	12	46

The following graphs show the current age and gender profile of Haringey’s sheltered housing stock and community good neighbour schemes.

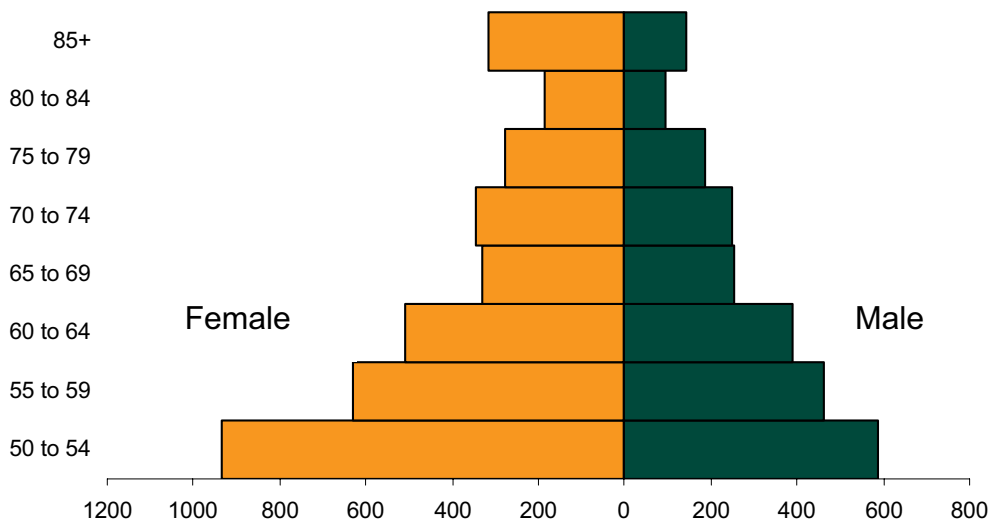
**Graph 5. Age and gender profile of Haringey Council sheltered housing tenants**



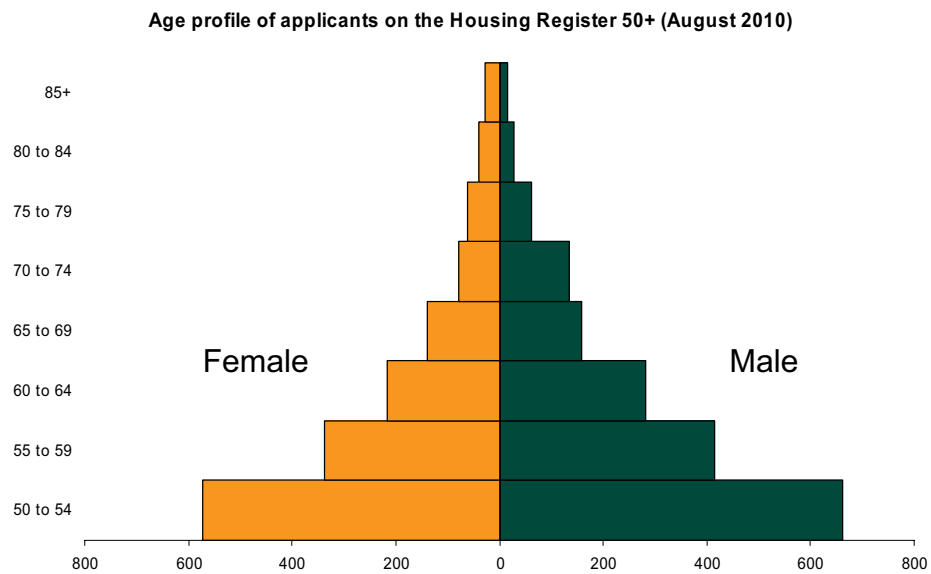
**Graph 6. Age and gender profile of Haringey Council Good Neighbour tenants**



**Graph 7. Age and gender profile of Haringey Council general needs tenants aged 50+**



**Graph 8. Age and gender profile of applicants on the Housing Register aged 50+**



We have examined the ethnicity of people who are living in sheltered and community good neighbour schemes. Predominately for sheltered accommodation the majority of people are White British (31%) followed by Black Caribbean (19%). For community good neighbour schemes 31% are White British and 22% are Black Caribbean.

**Table 6. Breakdown of ethnicity (where recorded) for people living in sheltered and community good neighbour schemes**

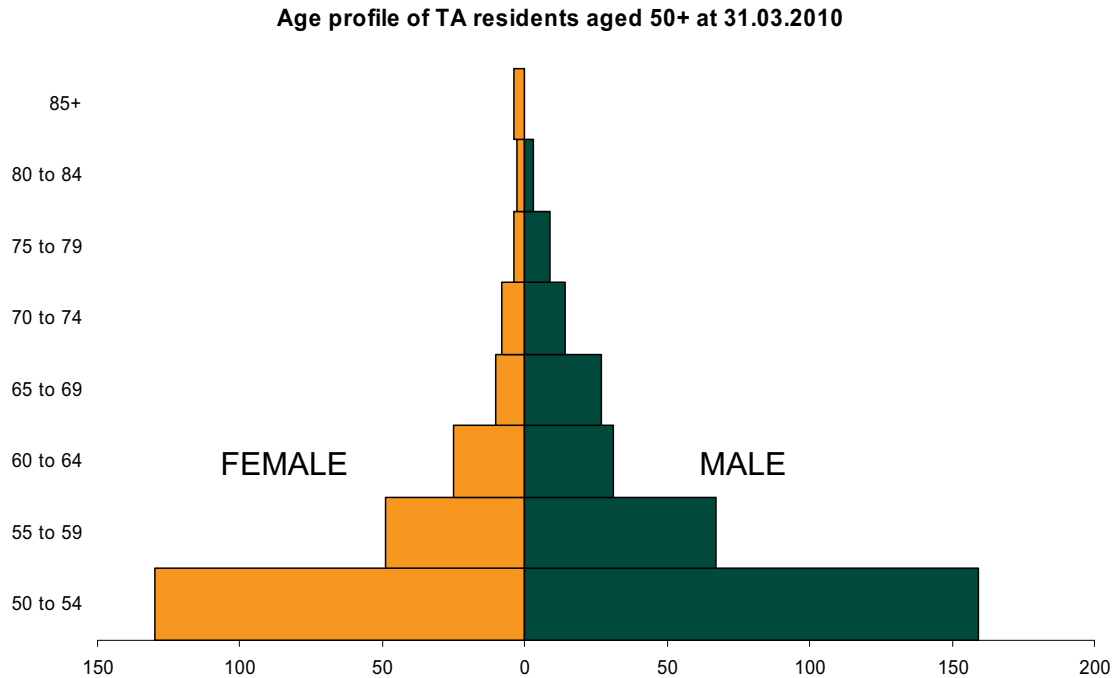
<b>Ethnicity</b>	<b>Sheltered</b>	<b>Good Neighbour</b>
Any Other Ethnic Group	38	12
Bangladeshi/UK Bangladeshi	1	4
Black African	69	51
Black British	5	6
Black Caribbean	180	99
Black Caribbean and White	3	2
British Asian	1	1
Chinese	15	1
East African Asian	8	1
Indian or UK Indian	17	5
Mixed Asian and White	2	1
Mixed Black African/White	2	7
No Response	15	15
Other Asian	34	3
Other Black	5	5
Other White	7	14
Other White European	21	2
Unknown (data take on)	11	10
White British	377	139
White Greek Cypriot	33	14
White Irish	56	32
White Kurdish	14	4
White Turkish	17	10
White Turkish Cypriot	17	11
<b>Grand Total</b>	<b>948</b>	<b>449</b>

*Profiling older people living in temporary accommodation*

At 31 March 2010 there were 543 people over the age of 50 living in Temporary Accommodation (TA). This equates to just 4.8% of the 11,334 people living in TA at that time (3547 households). The majority of those over the age of 50 (53%) fall into the younger 50 to 54 age bracket.



### Graph 9. Age and gender profile of Temporary Accommodation residents aged 50+



Gender analysis of the TA population reveals that the majority of residents over the age of 50 are male (57%), a situation which is reversed in favour of a greater female population if the younger TA residents are considered.

Excluding those for whom we have no ethnicity data 93% of the residents in TA over 50 years old have ethnic backgrounds other than 'White British'. The greatest concentration being Black Africans at 23%.

### Heating and fuel poverty

Vulnerable groups on low incomes, especially older persons, are typically most affected by fuel poverty; in some cases faced with a choice that would be unimaginable to most; whether to heat or eat.

According to 2001 figures, 14.75% of Haringey's population aged 65 and over lived in homes with no central heating. This equates to 3124 people out of the 65+ population of 21,175.

Even those that have central heating have had to contend with gas bills doubling between 2003 and 2009<sup>19</sup>. Research carried out in summer 2010 revealed that 44% of adults are concerned about the impact of the winter freeze on their energy bills, rising to 50% for people who are retired<sup>20</sup>

The consequences of fuel poverty can be severe; fuel poor householders are more susceptible in particular to respiratory illness such as bronchitis and asthma, and are at increased risk of strokes and heart attacks. The associated stress and anxiety that often goes hand in hand with fuel poverty can also lead to feelings of helplessness and depression.

There is an estimated 40,000 excess winter deaths between December and March every year. For every degree centigrade below the winter average, 8000 people will die. These figures are far in excess of those in much colder countries such as Russia and Finland. While it is not possible to say that these are related to cold weather only, it is widely recognised that fuel poverty is a likely factor. If fuel poverty is eradicated, savings to the NHS would run into the millions.

In Haringey there were 30 excess winter deaths in 2006-07, according to the Office for National Statistics. This has dropped from a high of 110 in 2002-03.

Not limited to the effects on householders, fuel poverty often results in increased household maintenance and repair costs sending householders deeper into fuel poverty. The associated negative impacts on the home will be increased condensation, dampness and mould growth as well as increased levels of dust mites which can exacerbate health problems.

By reducing or eliminating the causes of fuel poverty, households will be able to achieve 'affordable warmth' by ensuring that no more than 10% of its disposable income will need to be spent on its total fuel bill.

In Haringey, as might be expected, there are variations between wards in the number of households in fuel poverty. Wards with the highest incidence are mainly in the east of the borough and include Seven Sisters, Northumberland Park and Noel Park. In

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<sup>20</sup> Home Heat Helpline poll, YouGov research 2010

the west there are fewer incidences with the lowest being Fortis Green, Muswell Hill and Crouch End. This is not to say, however, that within these wards there are not variations between individual households.

Haringey's Affordable Warmth Strategy 2009-2019 has been developed to reduce the number of people living in fuel poverty. Through a partnership approach the Delivery Group is tackling this issue. Of notable success is Warm Front, a national scheme for vulnerable people, that will increase the thermal efficiency of homes by insulation, installing new boilers and central heating £3,600 (October 2010).

In 2008/09 261 vulnerable older households were assisted through this scheme rising to 350 in 2009/10.

### **Summary of our needs analysis**

The needs analysis clearly shows that the number of older people will increase over the next 15-20 years, especially those over aged over 85. This age group typically requires more care than younger people. The cost of this to local authorities will increase exponentially.

We know that older people want to remain in their own homes if possible and not move into residential or nursing care when their needs become too great.

There will be growing numbers of people who own their own homes and do not necessarily want to move into the social rented sector when they are older, but will choose to buy instead.

The personalisation agenda gives a new emphasis on choice and people will be buying the services directly and not being reliant on the Council to just provide the service. Information and advice agencies will be central to the success of this.

We know we are over provided for in sheltered housing provision when compared to London and the rest of England. Haringey has 107 units of sheltered housing per 1000 population compared with 51 in London and 68 in England.

There are more women than men in the older age ranges although men's life expectancy is rising.

The needs analysis evidences our priorities for this strategy.

## **Other housing related services to older people**

### **Home improvement agency**

Metropolitan Care and Repair service was established in 1991 as a working partnership between Haringey Council and Metropolitan Housing Partnership. It supports mainly vulnerable people, including older people (98% of its clients) and those with disabilities who live in the private sector. The service usually helps people on low incomes to get disabled adaptations and essential repairs to their homes. The service is funded by Haringey's Supporting People plus raising money from other sources.

Metropolitan Care and Repair also provide:

- Technical building service
- Anti-burglary support service incorporating home security
- Hospital homelink
- External handyperson scheme
- Care and repair in the garden
- Emergency shopping service
- Energy efficiency and central heating projects
- Free advocacy and support including welfare benefit advice
- Fall prevention
- Protecting people from 'cowboy' builders
- Helping people to apply for grants

It can often be small tasks that the service provides that means the difference between an older person staying in their own home and moving into residential care as the following case study below illustrates.

### Case Study 1

Mr F is 76 and lives alone. He was recently discharged from hospital and social care put in place a care package to meet his increased needs. However, due to the severity of his disability, he was unable to open the door to allow his carers in. A key safe was thought not to be appropriate and there was an 18 month waiting list for a community therapy intercom system.

Using Care and Repair's hardship fund, the handyperson was able to supply and fit free of charge a door entry intercom system.

#### Added Value

1. new door entry intercom system fitted at £480
2. carers now had access to give Mr F the care he needs, ensuring he remains in his own home and not have to move into residential care, saving £27,300 per year

### Aids and adaptations

Older people may be entitled to have adaptations made to their homes to meet their physical needs. Haringey Council's Occupational Therapy service will assess individuals to find out what difficulties they experience in doing day to day activities both inside and outside the home. Some aids can be loaned and others will need to be purchased. The service offers a 'try before you buy' service for clients who are eligible for help through the Council to make sure the equipment is right for them before buying.

Funding for major adaptations such as low level showers, ramps and stair lifts depends on who owns the property. The Council can carry out these for Council owned homes, while other tenants and owner-occupiers may be eligible for a disabled facilities grant.

Currently the Council spends around £3 million each year on aids and adaptations, however given the budget reductions all

local authorities are having to make it is unclear at the time of writing, what the future budget for this will be.

What we do need to ensure is that the money that is spent on adapting social rented properties is maximised. By developing an adapted properties register we can 're-use' the property for new clients, if appropriate.

## Case Study 2

Mrs X is an 78 year old Greek Cypriot lady, who lives alone in a one bedroom ground floor council flat. She has a chronic degenerative condition of osteoarthritis and recently been diagnosed with early stages of Alzheimer's.

Mrs X daughter was concerned that her mother was alone for most of the time and was experiencing difficulty accessing her bath, so she contacted the Council who organised for an Occupational Therapist to come out to her house to complete an assessment.

The Occupational Therapist looked at how Mrs X was coping with all aspects of daily living and made recommendations.

Initially Mrs X was prescribed equipment to support her with accessing the bath, but due to her limited mobility it was felt the provision of a level access shower would be best to support her.

Mrs X was also referred to the Greek Cypriot Centre and given information on dial-a-ride.

Mrs X now is independent with her personal care, attends the Greek Cypriot centre every week and her daughter has been given advice on how to support her Mum with memory cues.

The Occupational Therapy service will review Mrs X annually to make sure that she continues to be safe, independent and supported in her home environment.

### **Assisted technology**

The use of assisted technology can greatly enhance independence and give security both to the older person and their families. The term assisted technology includes community alarms, which are familiar, to less known uses such as movement detectors, tracking devices and medication reminders. The growing use of technology will help us care for people with dementia and increased frailty in their own homes whether rented or owned

### **Advice, information and advocacy**

Older people are often confused about the options they have about their housing. This can range from 'what type of housing is there for me' to 'who can help me with jobs in my house'.

Often people need information, advice and access to advocacy services when they face a crisis such as illness or bereavement. There are statutory and voluntary organisations that can help, such as Age Concern, and it is one of the priorities within this strategy this promoted and made widely available.

### **Links with other strategies and projects**

We have identified direct links to a number of existing key strategies and projects. We will ensure that the aims of this strategy are embedded within these and will work together with partners to deliver common priorities. Considerable work has already been delivered to improve older people's housing and this strategy aims to bring this together as well as the priorities identified through this work and have one delivery plan.

### **Strategies**

#### **Sustainable Community Strategy 2007 – 16**

The Sustainable Community Strategy is Haringey's Strategic Partnership overarching plan for the Borough that has as its

vision 'A place for diverse communities that people are proud to belong to'.

The development of this strategy contributes to the Sustainable Community Strategy outcome 'Healthier people with a better quality of life' which recognises the need for more high quality, safe, settled and affordable housing. It seeks to 'promote independence and provide high quality support and care for those in the greatest need'<sup>1</sup>.

### Haringey's Housing Strategy 2009 - 2019

This Older People's Housing Strategy is one of the sub-strategies of Haringey's overarching Housing Strategy. Haringey's Housing Strategy 2009-2019 vision is to create:

*Neighbourhoods that people choose to live in with a balance of different types of homes which offer quality, affordability and sustainability for current and future generations*

The housing sub-strategies have been developed through a multi-partnership approach, recognising that one organisation alone is unlikely to achieve the outcomes required.

### Haringey's Affordable Warmth Strategy 2009 - 2019

As detailed on page 32, Heating and Fuel Poverty, the Affordable Warmth Strategy links to this Older People's Housing Strategy as many vulnerable people live in poor quality housing and their low incomes mean that they live in fuel poverty. We will ensure these two strategies work together to improve outcomes for older people.

### Experience still counts

The original Experience Counts strategy 2005-10 was developed by the Haringey Strategic Partnership. Its purpose was to tackle discrimination and promote positive attitudes towards ageing in Haringey. The strategy was updated and relaunched as Experience Still Counts covering the period 2009-2012. This coincides with the Transforming Social Care and the Personalisation programme. It continues to be aimed



at active and independent older people as well as those who are more vulnerable

Experience Still Counts has 10 priorities and this Older People's Housing Strategy clearly supports or contributes several of these:

- Priority 2 Keeping informed: to ensure that older people have accurate information on which to base their decisions
- Priority 3 Staying healthy: to promote healthy living
- Priority 6 Feeling Safer: to create safer communities
- Priority 7 Having a safe, comfortable and well-maintained home: to ensure that older people have a safe, comfortable and well-maintained home (and garden) which meets their needs
- Priority 8 – Living with support: to enable older people to live independently with support for as long as possible in their own homes

### Supporting People Five Year Strategy 2005 - 2010

This five year strategy sets out the commissioning intentions across all the client groups they fund. In relation to older people as well as identifying that we have an over provision of sheltered stock when compared to other authorities they found that:

- tenants of Local Authority sheltered housing wanted to see more on-site support with sheltered housing having greater capacity to meet increasing needs of individuals and with Scheme Managers having a wider range of skills
- there was a strong feeling that Good Neighbour schemes were isolating
- there is clearly significant unmet need for support services for older people in other tenures

With the impending significant reduction to the SP budget it is not clear at the time of writing which housing related support services will continue and the impact this may have on older people. We do know that SP is currently looking at remodelling some accommodation based services for this client group that offers a more flexible approach to service delivery as well as ensuring that they give value for money.

## Projects

There are 2 projects relating to extra care housing running in tandem with this strategy

### Supported housing review

Following a stock condition survey undertaken in 2005 to assess the Council's housing stock for inclusion within the Decent Homes Programme, 4 sheltered housing schemes were deemed to be unsuitable to be included. The Council have decided to return one of these to the Programme and are currently looking at options for another 2, with the aim of redeveloping one as an extra care scheme. The Council will make a decision on the 4th scheme when the priorities within this strategy are agreed.

### Extra care housing strategic commissioning pilot

The extra care housing commissioning pilot is part of a wider strategic commissioning programme being undertaken by the Council. This programme will set the future direction for commissioning services which seeks to deliver better outcomes and meet local needs when there are reduced resources, changing expectations and continued increase in demand for services.

The extra care pilot has been undertaken as developing this type of specialist housing, that offer choice, independence and give value for money is one of the Council's priorities.

The work undertaken to date includes financial modelling for extra care housing, agreeing a design guide and developing a framework to increase the supply of this type of housing and support.

## Older people's housing strategy outcomes

We have identified three outcomes that we will work toward through the implementation of this strategy;

1. to enable Haringey's older people to live independently for as long as possible
2. to improve the quality of older people's housing
3. to offer real housing choices to meet the needs of today's and tomorrow's older people

## What are our priorities to deliver the outcomes and how are we going to achieve them?

The strategic priorities and the actions contained within the delivery plan have been drawn up following consultation with partners and local interest groups. However, we have had to remain conscious of the current economic climate and emerging government priorities in this policy area. In light of this, the delivery plan will be a 'live' document and will continue to be developed over the life of this strategy.

- 1. Improve partnership working to provide joined up services**

### Key actions are to:

- Set up an Older Peoples Housing Strategy Delivery Group to achieve the strategic priorities
  - Provide comprehensive advice and advocacy to help older people make choices about their housing and support
- 2. Develop a range of Housing Options that enable people to live independently for as long as possible**

### Key actions are to:

- Develop a range of models of housing for older people which offer choice, such as extra care housing across all tenures that are affordable
  - Ensure that the accessibility of local amenities and transport links are considered as part of the planning application process for all new housing schemes for older people
  - Adopt minimum space standards for new developments
  - Agree a minimum property specification for existing Council sheltered stock to ensure compliance with decent homes standard
  - Increase the use of assisted technology to enable people to stay in their own homes
  - Make sure homes are as energy efficient as possible to reduce those households in fuel poverty
  - Develop a housing options approach to housing solutions for older people
  - Ensure that older people can access practical support such as repairs
  - Ensure schemes providing practical support are expanded or developed
- 3. Ensure specialist housing and support is targeted to those most in need**

**Key actions are to:**

- Making best use of Supported Housing stock for older people
- Ensure that specialist housing and support meets the needs of all communities in Haringey
- Compile a register of adapted properties in Council and housing association stock

- 4. Ensure this strategy supports the wider Council agenda for older people**

**Key actions are to:**

- Ensure current and future older people have a voice and can influence decisions
- Ensure that the priorities from the older people's housing strategy inform the outcomes of the supported housing review
- Ensure Strategic & Community Housing Services is represented and contributes to future extra care housing strategic commissioning
- Support the delivery of Experience Still Counts

### **How we will implement and monitor this strategy**

Once the strategy is agreed we will establish a multi-agency delivery group to take forward the key actions in the plan.

The delivery of this strategy will be overseen by the Integrated Housing Board, a thematic partnership board of Haringey Strategic Partnership. We will also report to other related boards and forums on the progress and outcomes delivered by the strategy.

**Ridgeway report  
Actions against recommendations**

Recommendations	Progress
<b>Stock</b>	
1. Address overprovision of sheltered housing	Supporting People's review of older people services now complete. Consideration being given to alternative models Overprovision will be included within priorities for Older People's Housing Strategy
2. Develop schemes using assistive technology to meet needs such as dementia	Since the Ridgeway report there have been significant developments in the area of assistive technology and recommendations on this will be included within priorities for Older People's Housing Strategy as well as any definitions on extra care housing model for Haringey
3. Develop extra care housing in Haringey	Registered Provider currently developing 2 schemes in Highgate and Hornsey providing 80 units. These will be for rent. Supported Housing Review established to look at 4 Council sheltered schemes deemed to not meet Decent Homes Standard – Council decision Nov 09 to undertake options appraisal and consultation on demolishing one scheme and redeveloping as an extra care one. Following this, a further Council decision is due Nov 10. This is in east of Borough and at this stage include rent

Recommendations	Progress
	and leasehold
4. To address requirements of growing numbers of owner occupiers consider developing leasehold retirement properties	See above. Also this will be included within priorities for Older People's Housing Strategy
5. Consider identifying a minimum space standard for supported housing as well as appropriateness of access and security	This will be considered by the Older People's Housing Strategy Development Group if it should be included as a key action
6. Address the outcomes of stock condition survey that identified several Council sheltered schemes that would not meet the Decent Homes Standard	See 3 above
<b>Service provision</b>	
7. Extend partnership working to develop whole systems approach to implement change	There has been improved partnership working since 2005 but the Older People's Housing Strategy Development Group will consider what else needs to be done
Review eligibility criteria for supported housing to ensure Supporting People funding used appropriately and potentially redirecting resources to cater for other	This will be included within priorities for Older People's Housing Strategy

Recommendations	Progress
unmet needs	
Consider reconfiguring the current pattern of service delivery for supported and floating support services to improve and extend services	Supporting People's review of older people services now complete. Consideration being given to alternative models. This needs to be extended to cover Council provision and will be included within the Older People's Housing Strategy
Provide more care and support services for the 'older old' population living in the more affluent areas in the west of the borough	Extra care housing is being built by a registered provider in Highgate and Hornsey to provide 80 units. Recommendations for different service provision will be included in the Older People's Housing Strategy
Consider extending preventative services e.g. Care and Repair	Preventative service provision will be considered as part of the Older People's Housing Strategy
Address needs of growing population of BME residents	Diversity and equality issues will be addressed in the Older People's Housing Strategy and it's Equality Impact Assessment
Review Aids and Adaptations service to seek improvement	This has been completed
<b>Advice and information</b>	
Improve referral routes for supported housing	Special needs team has been established as part of restructure of Strategic and Community Housing Services. This has



Recommendations	Progress
	resolved issues identified in Ridgeway report
Improve access to information, advice and guidance and different housing and support service available	This will be considered by the Older People's Housing Strategy Development Group and is likely to be a priority area
Re-brand and re-market housing and support options	This will be considered by Older People's Housing Strategy Development Group

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**Older People's Housing Strategy 2011-2021 Draft Delivery Plan**

Priority	Key Actions	SMART Target	By when	Resources	By whom
<p><b>Improve partnership working to provide joined up services</b></p>	<p><b>Set up an Older People's Housing Strategy Delivery Group to achieve the strategic priorities</b></p> <p>1.1.2 Appoint Chair for the delivery group</p> <p>1.1.3 Develop terms of reference which ensure membership champion partnership approach to improve housing and relating support services</p>	<p>Delivery group established</p> <p>Chair appointed</p> <p>Terms of reference agreed</p>	<p>May 2011</p> <p>July 2011</p> <p>July 2011</p>	<p>Within existing resources</p>	<p>Nick Powell Head of Strategy , Development and Partnerships</p>

## HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
	<p><b>Provide comprehensive advice and advocacy to help older people to make choices about their housing and support</b></p> <p>1.2.1 Work with partners to develop a guide for housing and related service providers</p> <p>1.2.2 Liaise with ACCS to ensure that all housing related information is included in Haricare</p> <p>1.2.3 Arrange Haricare briefings for housing staff and the Older People's Housing Strategy Delivery Group</p> <p>1.2.4 Develop an agreed approach to promoting housing information for older people</p>	<p>New Housing Guide for Older people that applies to all tenures</p> <p>Information included</p> <p>Briefings delivered</p> <p>Plan developed and agreed</p>	<p>March 2012</p> <p>Sept 2011</p> <p>March 2012</p>	<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group</p> <p>Older People's Housing Strategy Delivery Group &amp; Experience Still Counts 2009-2012 ( through actions 2 and 7.2)</p>

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
<p><b>Develop a range of Housing Options that enable people to live independently for as long as possible</b></p>	<p><b>Develop a range of models of housing for older people which offer choice, such as Extra Care Housing across all tenures, that are affordable</b></p>			<p>Within existing resources</p>	<p>Nick Powell Head of Strategy Development and Partnerships</p>
	<p>2.1.2 Include in Haringey's Borough Investment Plan the development of Extra Care Housing as an investment priority</p>	<p>Extra care Housing agreed as an investment priority</p>	<p>Complete</p>	<p>Dependant on Capital Funding</p>	<p>Michael Kelleher Enabling Manager</p>
	<p>2.1.3 Through the strategic commissioning pilot of extra care, agree criteria for the development of new housing</p>	<p>Criteria agreed</p>	<p>Complete</p>		<p>Rosie Green Housing Strategy and Partnerships Manager</p>
	<p><b>Ensure that the accessibility of local amenities and transport links are considered as part of the planning application process for all new older people's housing schemes</b></p>	<p>Local amenities and transport considered by Planning</p>	<p>December 2011</p>	<p>Within existing resources</p>	<p>Michael Kelleher Enabling Manager</p>
	<p><b>Adopt minimum space standards for new developments</b></p>	<p>Included in the Planning Policy Housing SPD</p>	<p>Complete</p>	<p>Within existing resources</p>	<p>Michael Kelleher Enabling Manager</p>
	<p><b>Agree a minimum property specification for existing council sheltered stock to ensure compliance with decent homes standard ( Supported Housing</b></p>	<p>Specification agreed and implemented</p>	<p>December 2011</p>	<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group</p>

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
	Review)				
	<p><b>Increase the use of assisted technology to enable people to stay in their own homes</b></p> <p>2.5.1 Work with ACCS to promote the use of assisted technology as a tool to maintaining an independent life, as an alternative to specialist housing</p>	<p>Number of people supported by assisted technology increased</p>	<p>March 2015</p>	<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group</p>
	<p><b>Make sure homes are as energy efficient as possible to reduce those households in fuel poverty</b></p>	<p>Reduction in the number of older people in fuel poverty</p>	<p>March 2019</p>	<p>Within existing resources</p>	<p>Affordable Warmth Strategy 2009-2019</p>

## HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
	<p><b>Develop a housing options approach to housing solutions for older people</b></p> <p>2.7.1 Assist people that want to downsize from a family home to smaller homes, through the development of an Under-occupation Strategy</p> <p>2.7.2 Promote schemes to encourage greater mobility for older people wishing to move such as:-</p> <ul style="list-style-type: none"> <li>➔ Seaside and Country Homes</li> <li>➔ Pan London mobility</li> </ul> <p>2.7.3 Promote the use of the personalisation agenda to support people to remain in their own homes</p>	<p>New procedures /guidance developed and implemented. Links to next Homelessness Strategy (2011-)</p> <p>Overcrowding and Under-occupation Strategy agreed and Implemented</p> <p>Increase the number of people accessing these schemes</p> <p>Increasing the number of older people having individual budgets</p>	<p>March 2013 October 2011</p> <p>March 2012</p> <p>2012</p> <p>2012</p>	<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group &amp; Homelessness Strategy Delivery Group (2011-)</p> <p>Overcrowding and Under-occupation Strategy Delivery Group</p> <p>Older People's Housing Strategy, Homelessness Strategy and Overcrowding and Under-occupation Strategy Delivery Groups</p> <p>Experience Still Counts Delivery group ( delivered through action 8.2)</p>

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
	<p><b>Ensure that older people can access practical support such as repairs</b></p> <p>2.8.1 Promote use of care and repair scheme for owner occupiers</p>	<p>Increase take up of services</p>	<p>2012</p>	<p>Within existing resources</p>	<p>Experience Still Counts Delivery group ( delivered through actions 7.1 and 7.2)</p>
	<p><b>Ensure schemes providing practical support are expanded or developed</b></p>	<p>Flexible, Personal and costs effective services in place</p>	<p>2012</p>	<p>Within existing resources</p>	<p>Experience Still Counts Delivery group ( delivered through actions 7 and 8)</p>

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
<p><b>3. Ensure specialist housing and support is targeted to those most in need</b></p>	<p><b>Making best use of Supported Housing stock for older people</b></p> <p>3.1.1 Ensure that eligibility criteria is reflective of emerging regional and national priorities</p> <p>3.1.2 Analyse the appropriateness of all sheltered housing placements over the last 3 years and the number of people on the waiting list, to establish the actual number of units required in Haringey</p> <p>3.1.3 Review the eligibility criteria for supported housing for older people to ensure supporting people funding is used appropriately</p>	<p>Resources and Need evaluated and number of units required known</p> <p>Criteria Review and amended</p> <p>Value for money for Supporting People Contracts Achieved</p> <p>Criteria Review and amended</p>		<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group</p> <p>Older People's Housing Strategy Delivery Group</p> <p>Older People's Housing Strategy Delivery Group</p> <p>Older People's Housing Strategy Delivery Group &amp; Supporting People Partnership Board</p>



Priority	Key Actions	SMART Target	By when	Resources	By whom
	<p><b>Ensure that specialist housing and support meets the needs of all communities in Haringey</b></p> <p>3.2.1 Ensure that supported housing stock can be utilised flexibly in response to different and changing support needs including Supporting People support service remodelling</p> <p>3.2.2 Consider the needs of the growing number of older people with learning disabilities</p> <p>3.2.3 Develop services to help sustain independent living for those with dementia</p> <p>3.2.4 Increase rehabilitation or step down provision</p>	<p>Housing is being used appropriately</p> <p>Fewer Transfers due to unmet need</p> <p>Increase the number of people with learning disabilities living in specialist older people's housing</p> <p>Increase the number of Extra Care Housing units</p> <p>Increase the number of units</p>	2016	<p>Within existing resources</p> <p>Dependant on Capital Investment</p> <p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group &amp; Supporting People Partnership Board</p> <p>Older People's Housing Strategy Delivery Group, Supporting People Partnership Board and ACCS Commissioning Managers</p> <p>Older People's Housing Strategy Delivery Group, Supporting People Partnership Board and ACCS Commissioning Managers</p> <p>Supporting People Partnership Board and ACCS Commissioning Managers</p>
	<p><b>Compile a register of adapted properties in council and Housing Association stock</b></p>	<p>Register complete</p>	2013	<p>Within existing resources</p>	<p>Older People's Housing Strategy Delivery Group &amp; Head of Housing Assessment</p>

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
4. Ensure this strategy supports the wider council agenda for older people	<p>Ensure current and future older people have a voice and can influence decisions</p>	<p>Representation on the Delivery Group confirmed and future consultation to include older people groups.</p>	2012	Within existing resources	and Lettings Older People's Housing Strategy Delivery Group & Experience Still Counts
	<p>4.1.1 Include voluntary sector organisation and older people's groups representatives in the OPHS DG</p>	<p>Linked to Experience Still Counts (1&amp;2)</p>	May 2011		
	<p>Ensure that the priorities from the Older People's Housing Strategy inform the outcomes of the Supported Housing Review</p>	<p>Supported Housing Review Completed</p>	Sept 2011	Within existing resources	Supported Housing Review Project Team
	<p>Ensure that the Strategic and Community Housing Service is represented and contributes to future Extra Care Housing strategic commissioning</p>	<p>Strategic Commissioning Pilot Report agreed by Cabinet</p>	Complete	Within existing resources	Extra Care Strategic Commissioning Pilot Board

HARINGEY'S OLDER PEOPLE'S HOUSING STRATEGY 2011-2021

Priority	Key Actions	SMART Target	By when	Resources	By whom
	<p><b>Support the implementation of Experience Still Counts</b></p> <p>4.4.1 Ensure appropriate SCHCS representation on the Experience Still Counts Delivery Group</p>	<p>Delivery Plans aligned and shared monitoring in place</p> <p>Review representation</p>	<p>2012</p> <p>July 2011</p>	<p>Within existing resources</p>	<p>Older People's Housing Strategy &amp; Experience Still Counts, Delivery groups</p>

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# **Registered Social Housing in Haringey**

(Title to be agreed)

## **Scoping Report**

**November 2010**

DRAFT

## 1. Introduction

- 1.1 Of the 98,000 dwellings in Haringey, just under one third are let to tenants in the social rented sector. Such social housing in the borough is provided through a range of organisations called registered housing providers, which include an Arms Length Management Organisation (ALMO) which manages council owned properties and a large number of independent housing associations.
- 1.2 There is considerable variation in the scale and nature of social housing provided by these different organisations. The ALMO (Homes for Haringey) is the largest provider of social housing in the borough, managing over 16,000 homes on behalf of the council. In contrast, there are approximately 60 different housing associations providing approximately 12,000 homes in Haringey, and whilst a small number manage local stock totalling in excess of 1000 units, the majority manage fewer than 100 units.
- 1.3 As a consequence of the number of different housing providers working in Haringey, local estates and neighbourhoods may have properties which are managed by many different social housing landlords. These multi-landlord estates may give rise to differences in the way that housing stock is managed or the way in which local housing and environmental services experienced by tenants (e.g. estate management, estate cleanliness or how anti-social behaviour is approached).
- 1.4 When considering the volume of social housing stock within the borough it is apparent that the consistency and extent to which estate management standards apply across all social housing providers may have a significant impact upon the quality of life experienced by local residents.
- 1.5 Registered housing providers do not just provide housing options for local residents, but may also provide a wide range of social and economic support services to their tenants (i.e. employment and training initiatives). It is not clear how widely such support services are available or indeed, if such work is fully captured and recorded. It is possible that benefits may be obtained through improved partnership work or grater coordination in how such additional services are provided in local areas.
- 1.6 Although the Council does not regulate social housing providers, local authorities are the statutory agencies charged with maintaining a strategic overview of housing needs and supply within their areas. In this context, the Council has a role to play in monitoring local housing providers, use its influence to improve performance and most importantly, working with these agencies to help shape and develop local communities.
- 1.7 In this context, the relationship that the council has with registered social housing providers is critical in helping to meet local housing needs, shape local communities and help to achieve broader policy and service aspirations. The following report provides a scope for the proposed scrutiny review in this area.

## 2. Background

### Social Housing in the UK

2.1 In the UK, the social rented sector has traditionally been characterised as that of municipally built, owned, and managed housing stock. In recent decades however, a more pluralistic model has evolved, where the nature, ownership and management of social housing is determined by a broader range of public bodies. The nature of social housing provision itself has diversified to reflect the changing nature of housing needs.

2.2 Whilst general needs dwellings continue to predominate the social rented sector, a broader range of supported accommodation and shared ownership schemes are now provided by other publicly funded organisations. Similarly, local authorities have been joined by housing associations and Arms Length Management Organisations (ALMO) as main providers of social housing in the UK.

2.3 Housing associations are publicly funded bodies that are registered and regulated through the Tenant Services Authority (see 2.22) and which account for the majority (48%) of lettings in the social rented sector. From 2001, local authorities have been able to establish ALMOs (a company owned by the local authority) to manage and improve their housing stock. Whilst the local authority retains ownership and strategic direction of the housing stock, day to day management is contracted to the ALMO. Approximately 20% of the national social housing stock is currently managed by an ALMO. Local authorities remain a significant provider of social housing in their own right however, and continue to own and manage 32% of social lettings nationally.

2.4 Housing associations are independent, not-for-profit housing organisations. These operate as businesses but all surpluses are generally ploughed back into community housing to maintain existing homes and build new ones. In the context of this review, it is important to note that all are managed by a board of stakeholders and have a separate constitution which may delineate or distinguish the services that they provide.

### National policy context to 2010

2.5 The Cave Review, *Every Tenant Matters* (2007) and Hills Report (2007) provide a national policy framework for social housing up to May 2010. The central recommendation of the Cave included:

- the development of a single regulator for all social housing (i.e. the establishment of the Tenant Services Authority)
- the establishment of the Homes and Communities Agency to deal with investment and development issues
- that providers undertake more work to engage and empower tenants.

2.6 The Hills Report (2007) reaffirmed the importance of providing security of tenure for tenants, though it recognised that there should be additional flexibility in tenure to help tenants move and apply for jobs. In addition, the report also recommended that tenants should be given more choice in their

homes, in how they are run and about obtaining a stake in their home. Whilst the report also noted that those eligible for social housing were now most likely to be the most vulnerable people in society, social housing in all its forms still remained the best option for developing mixed communities.

- 2.7 In the context of this review, a key recommendation of the Hills report was that local authorities and registered housing providers should go beyond cooperative working to develop and improve housing provision, but should also cooperate more in the provision of other services (e.g. employment opportunities, training etc).

#### Future Social Housing Policy – post 2010

- 2.8 In November 2010, the DCLG published its consultation paper on the future of social housing (*Local Decisions: a fairer future for social housing*). The stated aims of the proposals within the consultation were to:

- make the system fairer, striking a proper balance between the needs of new and existing tenants
- ensure that the support which social housing provides is focused on those who need it most for as long as they need it
- give local authorities and housing associations new powers so that they can make best use of their housing, in a way which best meets the needs of individual households and their local area.

- 2.9 There are a number of key proposals within the consultation which, if enacted, will influence the way social housing provided by the local authority and housing associations. A summary of the main proposals contained within this consultation include the following:

- introduction of **flexible tenancies** (for new tenancies and new stock): councils and housing associations will be able to grant tenancies of varying length (minimum 2 years) to reflect local housing need. Existing lifetime tenancies will not change
- the introduction of **affordable rent tenancies** (for new tenancies and new stock): where local housing providers can charge above social rent and up to 80% of 'local market rent' for affordable housing. Tenancies still allocated within local authority allocations procedures and rental income to be used to develop new affordable homes
- new procedures to **devolve social housing finance**: councils to keep rental income from lettings
- development of a **new tenancy standard** to improve local challenge and scrutiny of local housing providers through the creation of tenant panels.

- 2.10 In the context of this proposed review, it is likely that the proposed changes will require further ongoing dialogue between Local Authorities and local housing providers in respect of the level at which local rents for social housing are established and of course, the quantity and range of flexible local tenancies made available for people in housing need in Haringey.

#### How do multi- landlord estates evolve?

- 2.11 One way in which multi-landlord estates may evolve is through stock transfers. In the 1990s and early 2000s, some authorities lacked the



resources to maintain some of their estates and independent housing providers were invited to submit bids to acquire part or all of those estates. Some housing providers formed consortia in order to spread the risks and resources required to take over large numbers of Council properties.

- 2.12 Multi-landlord estates may also evolve through new development. Historically, some housing providers formed consortia to develop or acquire new schemes on privately-owned sites. This, again, was done in order to spread the risks and resources involved. Thus,

What issues may arise from multi-landlord estates?

- 2.13 Issues can arise between registered housing providers over boundaries of both ownership and management. For example, where more than one housing provider has flats in one block it may not be clear who is responsible for unblocking gutters or maintaining the communal areas such as stair wells and the door entry system. Similarly, it may not be clear which provider may be responsible for communal areas on multi-landlord estates.

- 2.14 In areas of multi-landlord estates, there may also be confusion among residents in relation to which agency is responsible for tackling issues such as they cleanliness of neighbourhoods, anti-social behaviour or other estate management issues. In this context, residents may find themselves in the situation where they do not know who to approach to resolve local issues.

- 2.15 Something that is clearly not always easy for independent organisations, with their own policies, procedures and strategies and can result in different service standards being provided to residents of different landlords on the same estate. Differences which can affect residents include:

- Approaches to tenant representation and consultation
- Approaches to ASB
- Response times to repairs
- Incompatible practices applied to grounds maintenance, caretaking, car parking and other estate-wide management issues.<sup>1</sup>

Management arrangements for multi-landlord estates

- 2.16 In a study conducted in Hackney, a number of different arrangements were identified in good practice in housing management on multi – landlord estates which centred on providing consistent standards of service to residents. Examples included:

- a) Management Agreements, whereby the different landlords agree to work to common goals on the estate, and might divide up different functions between them. For example, one landlord deals with grounds maintenance, another provides caretaking, etc. We heard how the RSLs at Lee Conservancy Road made such an agreement in 2005, in response to a number of problems there. The agreement has succeeded in resolving most of the more pressing problems.

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<sup>1</sup> Report of living in Hackney Commission Registered Social Landlord Review (Estate management) (2009)

- b) 'Management Agency' Agreements. A more far reaching agreement - one RSL manages the whole estate on behalf of all the landlords.
- c) Management Contract: RSLs agree to let an external agency manage the property for all of them. This could be a commercial contractor, a Tenant Management Organisation or a Housing Co-operative.
- d) Management Partnership. RSLs provide a dedicated organisation in partnership. This might simply manage the estate, or it could own and manage the estate.<sup>2</sup>

The importance of the local authority and housing association relationship?

2.17 Given that demand for social housing has exceeded supply for many years, where new affordable housing has become available, these has been allocated to those households in greatest absolute need. As a consequence, there are stark differentials when comparing tenants of social rented housing with other tenures, where those living in the social rented sector are significantly:

- less likely to be in employment
- more likely to have a disability
- more likely to be a lone parent
- more likely to be aged over 65
- more likely to be a BME household (accounts for 25% of sector).

2.18 Given the level of need of those tenants living in the social rented sector, it is logical that local authorities should foster close working relationships social housing landlords, so ensure that packages of care across agencies are integrated and appropriately targeted. Registered housing providers, being a front line service, may also have local information and intelligence concerning local needs which may help local authorities plan and develop services.

2.19 The Local Authority and the Housing Association are natural partners as housing associations can offer:

- expertise
- additional delivery capacity
- close relationship with local communities

2.20 The previous regulator of the housing associations (the Housing Corporation) indicated that housing associations should take an active role in local strategic partnerships and should:

- Engage with local authorities
- Play an active role in Local Strategic Partnerships
- Contribute to local housing strategies
- Work closely with other associations for consistent approaches
- Take a strategic view of stock holdings

2.21 Where housing associations are not involved in key partnership structures, it is difficult for these organisations to align their priorities and service

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<sup>2</sup> Report of living in Hackney Commission Registered Social Landlord Review (Estate management) (2009)

developments with local strategies. Also, local partnerships have less capacity to deliver housing and related service objectives without aligned involvement of local housing associations.

Regulation of Registered Social Housing Providers

2.22 The Tenant Services Authority (TSA) is the regulator for all social housing in England. The TSA is responsible for ensuring that social housing landlords provide decent homes and services to their tenants. Its remit includes social housing provided by local authorities and housing associations. Approximately 1,500 providers of social housing are registered with and regulated through the TSA.

2.23 The overarching aim of the TSA is to raise the standards of service of social housing providers. The statutory objectives of the TSA are to ensure:

- that there is an adequate supply of well-managed social housing
- that tenants have an appropriate degree of choice and protection
- that tenants have the opportunity to be involved in its management
- that landlords operate efficiently, effectively and economically
- that landlords are financially viable and properly managed.

2.24 In April 2010, the TSA established a new regulatory framework for social housing. For the first time, all providers will need to demonstrate that they are meeting the same six service standards. The six standards are described fully in Table 1 but are summarized below:

1. **tenant involvement** – developing customer choice and empowerment
2. **home** – improving the quality of accommodation, providing an effective repairs and maintenance service
3. **tenancy** – fair and efficient allocations, fair rents, secure and appropriate tenure
4. **neighbourhood and community** – neighborhood / communal areas kept clean and safe and work in partnership help promote social, environmental and economic well being in the community
5. **value for money** - manage resources in a cost effective way
6. **finance and viability** – ensure standards for governance and that providers are financially viable

2.25 A ‘co-regulation’ approach has been adopted by the TSA which involves self regulation by the boards of individual housing providers together with core assessments undertaken by the TSA. The mechanisms through which the TSA monitor the performance of individual housing providers are:

- |                          |                                    |
|--------------------------|------------------------------------|
| • annual reports         | • external validation              |
| • inspection             | • negative assurance               |
| • analysis of complaints | • performance against local offers |

Local Offers

2.26 Local offers are part of the regulatory framework for social housing providers. National standards, established by the Tenants Services Authority, will be supplemented by local offers which are service agreements reached between

landlords and tenants on issues that matter most at the local level. Local offers can be centered on any of the six standards, but must include:

- tenant involvement and empowerment
- home
- neighbourhood and community.

- 2.27 Local offers can be formed around any number of local issues of importance to local tenants. Offers could therefore include, for example, how:
- local estates or neighborhoods are managed
  - repairs services are run
  - tenants are consulted.

- 2.28 In developing local offers, housing providers are required to consult local tenants. Clearly, in an area where there is more than one social housing landlord, it might be appropriate to consult local tenants collaboratively and develop shared local offers. Indeed, this would seem to be an approach favoured by Tenant Services Authority on evidence obtained from early pilots.<sup>3</sup>

- 2.29 Registered social housing providers must consult tenants and publish local offers by October 2010. Local offers should come in to force by April 2011.

#### Future regulation through the Tenant Services Authority

- 2.30 It has recently been announced that the TSA and its role as regulator of social housing sector is to be reviewed (as part of the national Comprehensive Spending Review). The review is expected to dissolve the TSA and to relocate any remaining regulatory functions with the Homes and Communities Agency (the agency responsible new social housing development). It is also anticipated that that the review will aim to develop a more local model of accountability in resolving tenants complaints.

### **3.0 Housing in Haringey**

#### Housing policy in Haringey

- 3.1 The Sustainable Community Strategy (2009-2016), sets out the key strategic direction as to how Haringey Council and its partners aim to meet the needs of local people. The strategy contains a clear commitment to improve the quantity and quality of housing for people living in Haringey:

*'We will continue to increase the availability of affordable housing through the optimum use of existing dwellings and by building more affordable homes. We will encourage better building design and standards across Haringey to create housing, places and spaces that people need, enjoy and want to use.'*

- 3.2 The Haringey Housing Strategy was developed by the Integrated Housing Board (IHB) as an over-arching policy document to set out the boroughs approach to housing over a ten year period (2009-2019). This strategy

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<sup>3</sup> Local Offers Toolkit, Tenant Services Authority, 2010.

identified a vision for housing in the borough and established a number of strategic objectives. The strategy incorporates stakeholders from across the spectrum of housing-related activity in the borough, including the Council, housing associations, the ALMO, developers, private sector landlords, owner-occupiers, residents, and voluntary and community sector providers.

3.3 The vision for the strategy is to create neighbourhoods that people choose to live in with a balance of different types of homes which offer quality, affordability and sustainability for current and future generations. The key aims to support this vision are:

- to meet housing need through mixed communities which provide opportunities for residents
- to ensure housing in the borough is well managed, of high quality, and sustainable
- to provide people with the housing support and advice that they need
- to make all homes in the borough a part of neighbourhoods of choice.

3.4 In order to achieve the above aims the housing strategy outlines an approach based on the following principles:

- partnership between organisations, agencies and residents in the borough
- strong relationships with government and national agencies (such as the Homes and Communities Agency and Tenant Services Authority) that will get the best deal for residents in Haringey
- engagement with residents and communities so that decisions and service improvements are shaped by what they want.

#### Housing need in Haringey

3.5 Current population estimates would indicate that approximately 225,000 people live in Haringey. Along with other London boroughs, demand for housing in Haringey is high, which is reflected in rising house prices and a strong demand for affordable homes. Local demand for housing is expected to increase further as the population of the borough is anticipated to increase by as much as 10% of the next 20 years.

3.6 Further evidence of housing need is provided through the housing register; the list of local people requesting long term social housing from the council. At present there are approximately 20,000 households on the register in Haringey. Given that on average 1,500 households join the register each year and around 1,000 households are actually found homes, it would appear that the numbers of households on the housing register may continue to increase.

3.7 The number of households in temporary accommodation is a further indicator of the demand for social housing and the complexities of the housing needs of those on the housing register. Although there has been a significant reduction in recent years, it is estimated that there are still approximately 3,400 households in temporary accommodation in Haringey. To meet the level of demand for local housing needs, it has been assessed that there is a need for an additional 4,865 affordable homes to be built each year.

- 3.8 A local housing needs assessment (conducted in 2007) also highlighted problems with both under occupation and overcrowding. Under occupation, those people living in housing which may be too large for their needs is an issue for all housing tenures, where almost 1 in 5 (19%) local homes were assessed to be under-occupied. Conversely, this same needs assessment found that a similar number of households (21%) were living in unsuitable accommodation, most relating to overcrowding.
- 3.9 The state of both the private and social rented housing stock is also of cause for concern locally. In 2008, 2 in 5 (42%) of local council houses did not meet the decent homes standard. Although substantial investment has been secured to improve housing standards and some progress has evidently been made, current data suggests that over  $\frac{1}{4}$  (26%) of former council housing still do not meet the decent homes standard.<sup>4</sup> Similarly, in the private sector, the most recent audit of housing stock (undertaken in 2002) found that 16% of properties were in disrepair.
- 3.10 Residents surveys and other local consultations also underscore the importance of the availability of social housing to local people. Data from the place survey (2008/9) found the availability of affordable decent housing was among the six most important issues of concerns for local people (Figure 1) and was similarly ranked among those issues which needed most improvement locally (Figure 2).

#### Housing stock in Haringey

- 3.11 Data from the Department of Communities and Local Government (DCLG) indicates that there were just under 98,000 dwellings in Haringey in 2008/9. The majority of these dwellings (72%) were privately owned, the remainder being owned by the council (through the ALMO) (17%) or by independent housing associations (11%) (Figure 3).
- 3.12 Large differentials are recorded when comparing stock ownership in Haringey to national and regional figures. The proportion of council owned stock in Haringey (17%) is more than twice that recorded nationally (8%), conversely, the proportion of housing stock which is privately owned in Haringey (72%) is less than the national average (82%) (Figure 3).

#### Housing tenure in Haringey

- 3.13 Analysis of local data indicates that owner occupation accounts for just 49% of all tenures, with social and private rented tenures accounting for 29% and 22% of the remainder respectively (Figure 4). When compared to the national picture, housing tenure in Haringey is characterised by lower rates of owner occupation and higher rates of renting within both the social and private sector (Figure 4).

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<sup>4</sup> From Homes for Haringey, the Arms Length Management Organisation which manages these properties on behalf of the council.

3.14 It should be noted that the patterns of housing tenure are not uniformly distributed across Haringey. The distribution of owner occupied and social rented housing broadly reflects the wider social and economic disparities experienced across the borough where the west of the borough is characterised by higher levels of owner occupation and the east by higher concentrations of social housing.

3.15 Looking at the distribution of social housing (both council and housing association) in particular, it is apparent that there are wide variations across local authority wards. In a number of wards (White Hart Lane & Northumberland Park) social housing accounts for over ½ of all tenures in those wards (Figure 5). Conversely, in other wards (Highgate, Fortis Green, Alexandra, Muswell Hill) social housing makes up just over 10% of all tenures locally (Figure 5).

#### Social Housing in Haringey

3.16 In total there are approximately 28,000 social rented households in Haringey; approximately 16,000 are managed by an ALMO (Homes for Haringey) and 12,000 owned and managed by independent housing associations.

3.17 Analysis of social housing tenure in Haringey from the period 1997-2009 suggest two distinct trends in the provision of social housing: a decline in council managed social housing (-17%) and rise in housing provided through independent housing associations (+30%) (Figure 6).

3.18 Registered Social Housing Providers (which include housing managed by the ALMO and housing associations) manage a range of properties in Haringey. Whilst the majority of these properties are for general needs purposes, other more specialist lettings are also included such as hostels, almshouses, cooperatives, supported housing, sheltered housing and support for specific needs groups (e.g. Key workers, BME groups and older people).

3.19 The number of registered housing providers which operate in Haringey is difficult to precisely state given that many of these are very small and manage fewer than 10 properties in the borough. Data from Housing Net (the directory of social housing), which includes more specialist social housing providers as well as general needs indicates that there are 66 different housing providers in Haringey. Data from the Tenant Services Authority, which restricts data to those social housing providers managing general needs dwellings, estimates that there are just 41 housing providers in Haringey.

3.20 Analysis of the level of stock held by these housing providers (using the Housing Net data) demonstrates that:

- just 6 out of 66 (9%) housing providers manage over 500 properties (Figure 7a)
- 47 out of 66 (71%) housing providers manage fewer than 100 properties (Figure 7b)
- 17 out of 66 (26%) housing providers manage 10 or fewer properties. (Figure 7c).

- 3.21 According to local data (derived from Tennant Services Authority registrations), the five largest providers of social housing in the borough (excluding the ALMO, Homes for Haringey) are:
- London & Quadrant (approx. 2,400 units)
  - Metropolitan (approx. 2,300 units)
  - Circle 33 (approx. 1,700 units)
  - Family Mosaic (approx 800 units)
  - Sanctuary (approx 800 units)
- A full distribution of providers by housing stock is provided in Figure 8.

- 3.22 This same data also demonstrates that the number of units provided by housing associations in individual local authority wards varies widely. This ranges from just 100 units in Muswell Hill ward through to 2,442 units in Bounds Green ward (Figure 10). The complexity of social housing provision and the likelihood of local social estates or neighbourhoods being managed by multiple landlords is demonstrated in Figure 11, where even in those wards with fewer than 500 social housing units, up to 20 individual housing providers may be involved.
- In Northumberland Park ward 524 housing association units are provided through 16 providers
  - In Highgate ward 166 housing association units are provided through 11 different providers.

Local partnership and engagement with social housing providers

- 3.23 Given that registered social housing providers are regulated and monitored through the Tenant Services Authority, there is no direct lines of accountability between these organisations and the Local Authority area in which housing stock may be being managed. Given the number of housing providers operating within individual boroughs, such arrangements would be impracticable and unmanageable. As the local authority's place shaping role however, it is clearly important that there is good communication, liaison and robust working relationships between housing providers and local authorities.

- 3.24 The Strategic Housing Service (of the council) thus aims to support liaison and partnership working between itself and registered housing providers through the operation of a number of strategic and housing forums. The Integrated Housing Board coordinates the work of the Local Strategic Partnership (LSP) and oversees the strategic direction of all housing services in Haringey. Representatives of Homes for Haringey (the ALMO) and four other registered housing providers sit on this key strategic body. A number of cross-cutting theme groups (new developments, lettings, anti-social behaviour) are also supported within Haringey at which housing providers are actively encouraged to participate (**to verify if these all still operate**).

- 3.25 Historically, to promote partnership work between itself and key local registered housing providers (predominantly those with significant levels of housing stock in the borough), the Strategic Housing Service conferred **Preferred Partner Status** on a limited number of local providers (n=6). It was anticipated that this arrangement would engender closer working



relationships between the council and registered housing providers to improve local housing service provision.

- 3.26 The Preferred Partnership Status has been superseded by the development of a **Partnership Agreement** between the Strategic Housing Service and registered housing providers. This agreement sets out a framework for partnership working among local housing providers and although it is not legally binding, is a statement of intent by signatories. Key elements of the Partnership Agreement include:
- a commitment to support the council in delivering its key strategies (e.g. Community Strategy, Council Plan, Wellbeing Framework, Greenest Borough)
  - roles and expectations for key areas of local housing service provision such as nomination and lettings, management and repairs & development and marketing
  - cooperative and consistent approaches to other community priorities such as tackling anti social behaviour and domestic violence and ensuring appropriate safeguarding of children and vulnerable adults.
- 3.27 Of particular interest in the Partnership Agreement for this prospective review are the following clauses:
- **Common Management Standards (section 18.2)** - that housing association partners agree to work proactively with the Council and Homes for Haringey on the development of common management standards
  - **Management Agreements (section 18.3)** – that housing association partners agree to explore opportunities for management agreements where efficiency savings and/or benefits to residents can be realised.
- 3.28 It is not clear how many of local registered housing providers have signed up to this Partnership Agreement, or how effective this agreement has been in developing cooperation and partnership work within the social housing sector. It is suggested that this could be assessed within the review.
- 3.29 In January 2010, work began on a pilot project to develop and foster productive working relationships among housing providers with properties on the Campsbourne estate, a multi-landlord estate in Hornsey. This project was initiated and coordinated by Homes for Haringey with the following objectives:
- to establish areas for joint work working among local housing providers
  - to maximise opportunities for partnering arrangements with other social housing providers
  - to work with local housing providers to help develop local housing offers
  - consult and work with local communities to meet their needs.
- 3.30 The project has established a steering group to take forward this work (Campsbourne Housing Partnership) and identified a number of areas where local providers can better coordinate and plan services to meet the needs of local residents. A summary of the work the project has undertaken to date has been presented to the Integrated Housing Board in October 2010. It is suggested that the panel may wish to assess what has been learnt from this

model of partnership working on this multi-landlord estate and if successful developments can be transposed in to similar settings in Haringey.

#### **4. Terms of reference (aims and objectives)**

- 4.1 The terms of reference fulfil a number of functions for the review through:
- providing purpose and structure to the review process
  - helping to develop a common understanding of the scope of the review among stakeholders
  - creating a framework around which future decisions are made.

- 4.2 The terms of reference are also critical in establishing the questions that the review will seek to address and that appropriate investigative method that may be used to address these questions.

#### Overarching aim of the review

- 4.3 It is proposed that the review has the following overarching aim:

*‘To ascertain how the Council may support improved cooperation and partnership work among local registered housing providers to help develop common service standards and facilitate greater coordination and integration of local service provision.’*

#### Key drivers and possible objectives for this review

- 4.4 Although the Council does not regulate registered housing providers, it has a strategic enabling role to work with local providers to help shape local communities. Therefore, the relationship that the Council has with local registered housing providers is important because these organisations, and the services that they provide, can contribute to the improvement of local communities.

#### *The review may wish:*

1. To assess the relationship between the Council and registered housing providers (how are priorities and services aligned to local strategies)
2. To assess the effectiveness of communication and support structures between the Council and registered housing providers and identify ways in which these can be improved
3. To assess the effectiveness of the Partnership Contract and other initiatives to support partnership working between the Council and registered housing providers (such as the Preferred Partner Status).
4. To benchmark the work undertaken in Haringey by consulting with other local authorities
5. To assess what role the council should have in performance and facilitating locally scrutiny of registered housing providers.

- 4.5 It is apparent that there are a large number of registered social housing providers with properties in Haringey. As a consequence some estates/ and neighbourhoods may have numerous landlords which may give rise to differences in the way that stock is managed (e.g. estate management, estate cleanliness, or anti-social behaviour policies), different levels of service

experienced by tenants (e.g. repairs, management) and problems for residents in identifying appropriate agencies responsible to resolve local issues.

*The review may wish:*

1. To identify obstacles to partnership working in this sector and how these can be overcome locally
2. To identify what role the council can play in facilitating partnership work in this sector
3. To assess the work of the Common Standards Working Group and other liaison groups in Haringey that support common management
4. To assess how TSA National Standards and the process of developing Local Offers are influencing common management standards
5. To identify at models of partnership working among registered housing providers in multi-landlord estates (in Haringey and other boroughs) and identify if these can be replicated more widely in the borough
6. To assess how the council captures the broader and economic and social support services provided to tenants by registered social housing providers

- 4.6 The presence of numerous different registered social housing providers within a relatively small geographical area and the range of services these organisations provide, would suggest that it may be of benefit to encourage and support further partnership work in this sector. It is suggested that further cooperation and partnership work in this sector may help improve coordination and integration of services to local residents and help to achieve economies of scale to improve efficiency of local service provision (e.g. management agreements or stock rationalisation).

*The review may wish:*

1. To assess what role the council should have in facilitating more effective and integrated service provision by registered social housing providers
2. To assess the benefits of stock rationalisation and management rationalisation on multi-landlord estates
3. To assess the range of options which may improve the effectiveness and efficiency in which multi-landlord estates are managed (models of management agreements)
4. To identify additional ways in which local providers may work cooperatively for more efficient service provision (sharing best practice, pooling skills, sharing facilities)

## **5.0 Review Methods**

### Review Panel

- 5.1 A review panel of six backbench Members has been convened to conduct the scrutiny review. Members of the review panel have been confirmed as Cllr Adje, Cllr Alexander (Chair), Cllr Beacham, Cllr Christophides, Cllr Schmitz and Cllr Watson.

### Panel Meetings

- 5.2 The review will use a range of methods to ensure that Members have access to the necessary evidence to assist them in their assessment of registered housing provides in Haringey. A series of panel meetings will be held to approve the aims of the review, to receive oral and written evidence, oversee project progression and formulate conclusions and recommendations. Panel meetings will occur at approximately four week intervals (or as agreed by the panel).
- 5.3 It is proposed that approximately 5 panel meetings will be held from November 2010 through to April 2011. In addition, to meetings to initiate and conclude the review, it is anticipated that panel meetings will focus on particular themes or topics to inform the data gathering process. It is suggested that four evidence sessions be themes held to consider the overarching issues
1. The relationship of the Council with local registered housing providers (alignment of housing services with local strategies, the effectiveness of the Partnership Contract)
  2. How registered housing providers and the Council work together to develop consistent standards on multi-landlord estates and neighbourhoods?
  3. How registered housing providers and the Council work together to improve the efficiency and effectiveness of local service provision
- 5.4 A number of stakeholders will be identified and approached to participate within the review including:
- Council Officers
  - Local registered housing providers (including Homes for Haringey)
  - Specialist housing organisations (e.g. Tenants Service Authority, National Housing Federation)
  - Local Government Association / London Councils
  - Other London boroughs
  - Local tenants
- A plan of the proposed meeting structure, including possible informants to the review process, is contained in Table 2.
- Assessing internal and external data sources
- 5.5 A range of information from a variety sources will be used to help meet the review objectives. The review will assess the implications for social housing of key local strategies such as the Sustainable Community Strategy, Greenest Borough Strategy, Council Plan and the Core Strategy. In addition, the strategic housing service will provide financial, operational and evaluative data to assist panel members in their deliberations of social housing issues.
- 5.6 The review will aim to draw on external research, policies and other service data where this is felt to assist to review process. Comparative data from other boroughs may also be used to help panel members identify good practice, benchmark local social housing provision service provision and identify local priorities for service development and improvement.

Site Visits

- 5.7 It is proposed that panel members undertake a number of planned visits to gain a practical insight in to issues surround the operation of multi-landlord estates in Haringey. A possible option may be a visit to the Campsbourne estate in Hornsey to view work of the Campsbourne Partnership Group. Alternatively, if good practice is identified elsewhere, the panel may wish to undertake a visit external to the borough. The panel may also wish to attend local residents groups to ascertain issues that arise for tenants in multi-landlord estates.

#### Community / Public Involvement

- 5.8 Community and public involvement is an integral part of the scrutiny process through helping to maintain local accountability. All scrutiny meetings are held in public at which, at the discretion of the Chair, local residents and community groups may also participate. To facilitate local community participation, it is proposed that a number of the planned panel meetings are held at different community venues across the borough (where these are freely available).

#### Timescale

- 5.9 An outline of projected milestones and timescales for the review is detailed in the table below, which proposed completion dates for the scoping report (December 2010), panel meetings (March 2011) review visits (February 2011) and reporting (March 2011). This is a preliminary guide to the work of the panel, and is subject to discussion and agreement of planned review objectives.

#### Estimated project timeline

	Oct.	Nov.	Dec.	Jan. 10	Feb.	Mar.	Apr.
<b>Scoping</b>							
<b>Meetings</b>			1	2	3	4	
<b>Site Visits</b>							
<b>Reporting</b>							
<b>OSC</b>							
<b>Cabinet</b>							

Figure 1 – Issues of most concern to Haringey residents (Place Survey)

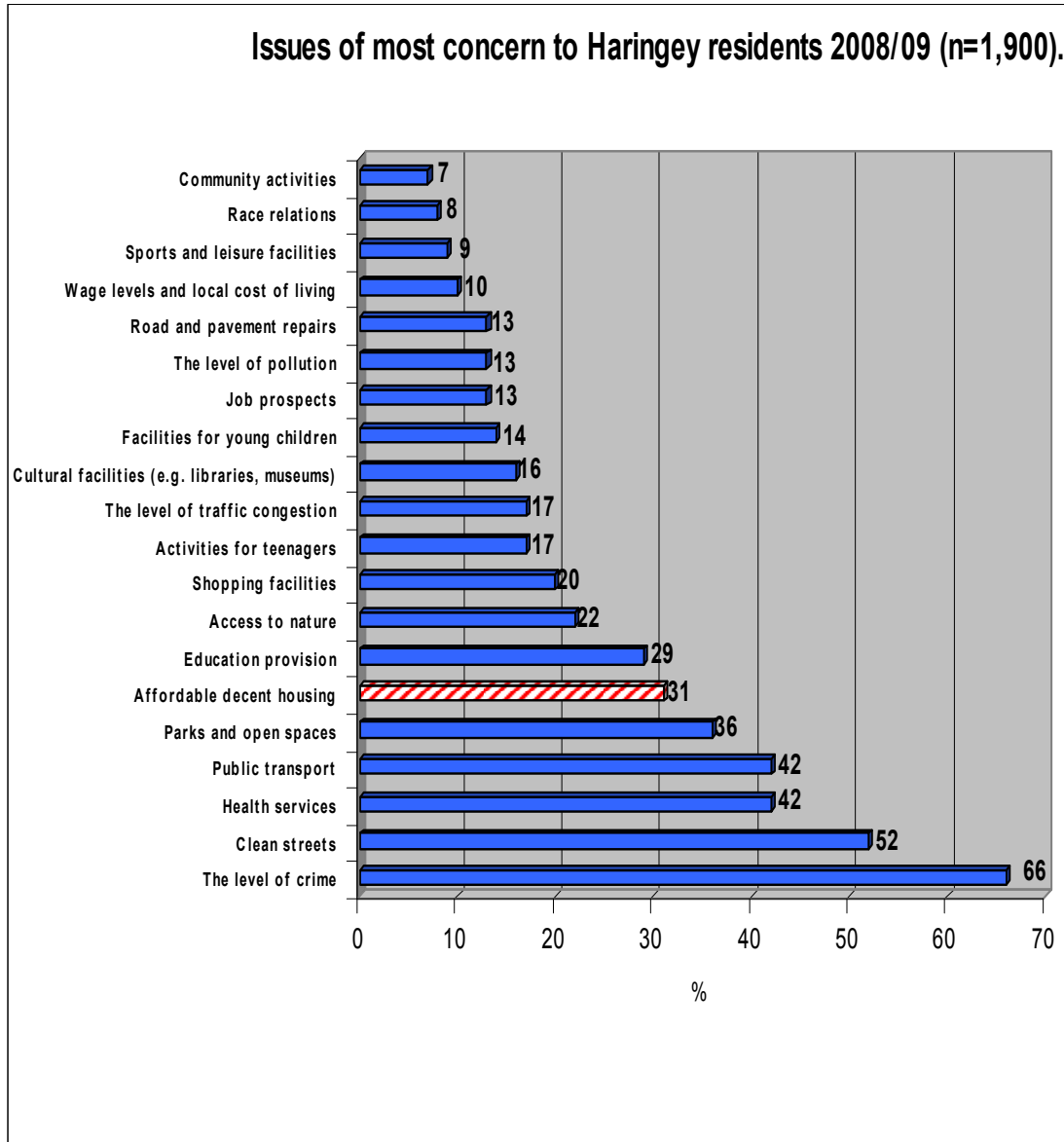
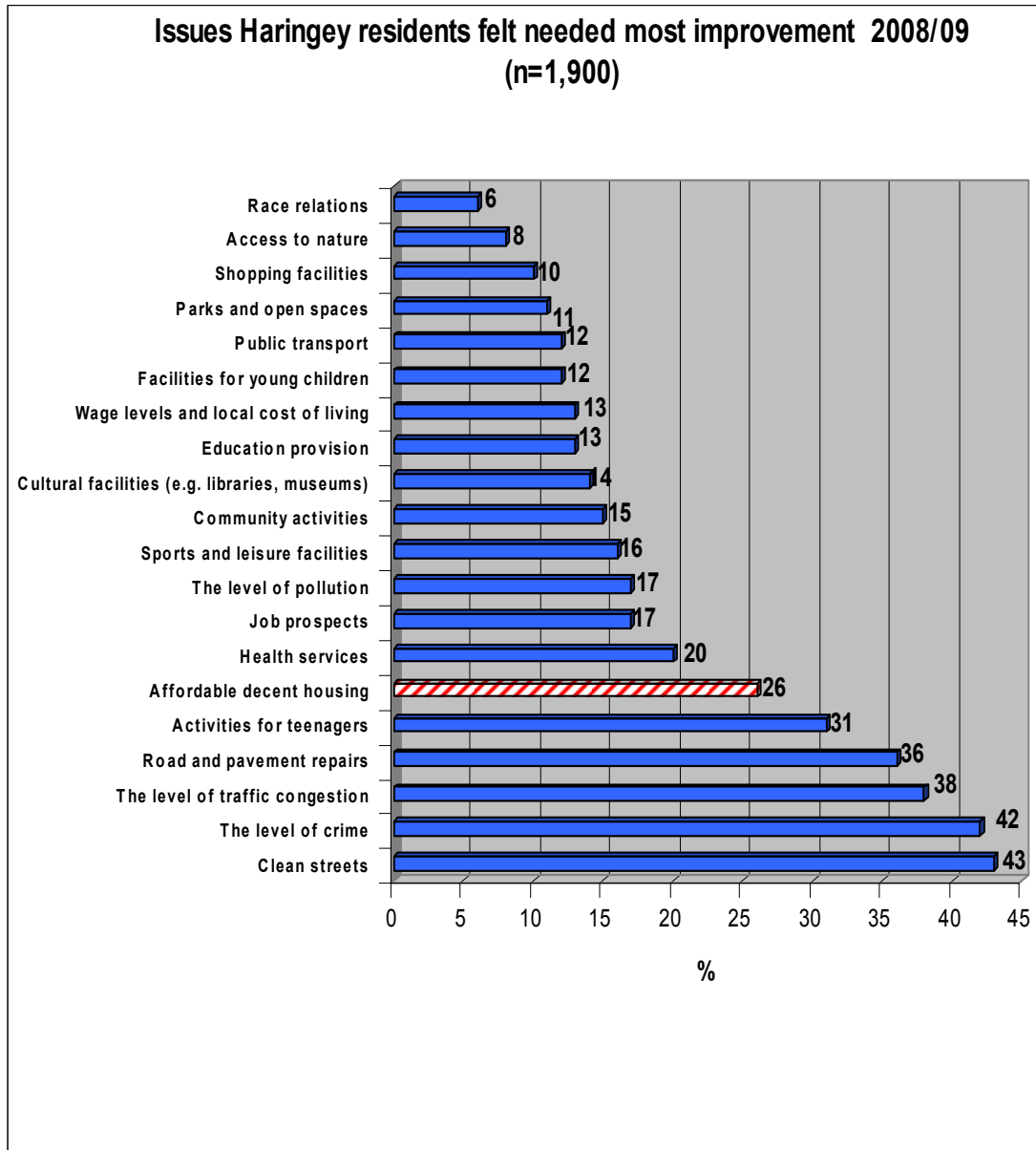
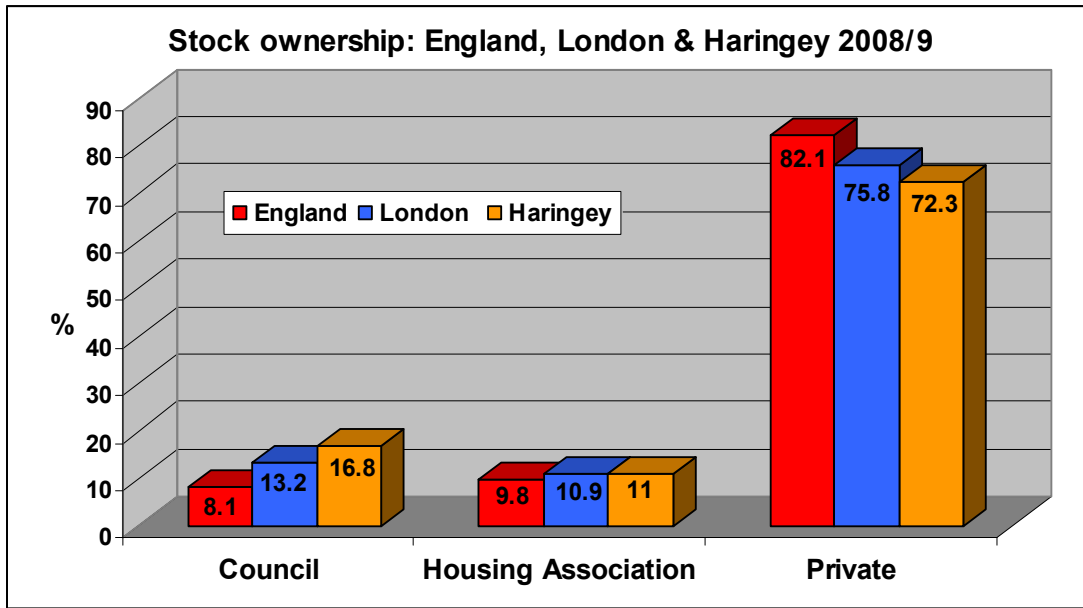


Figure 2 – Issues which need most improvement (Place Survey)

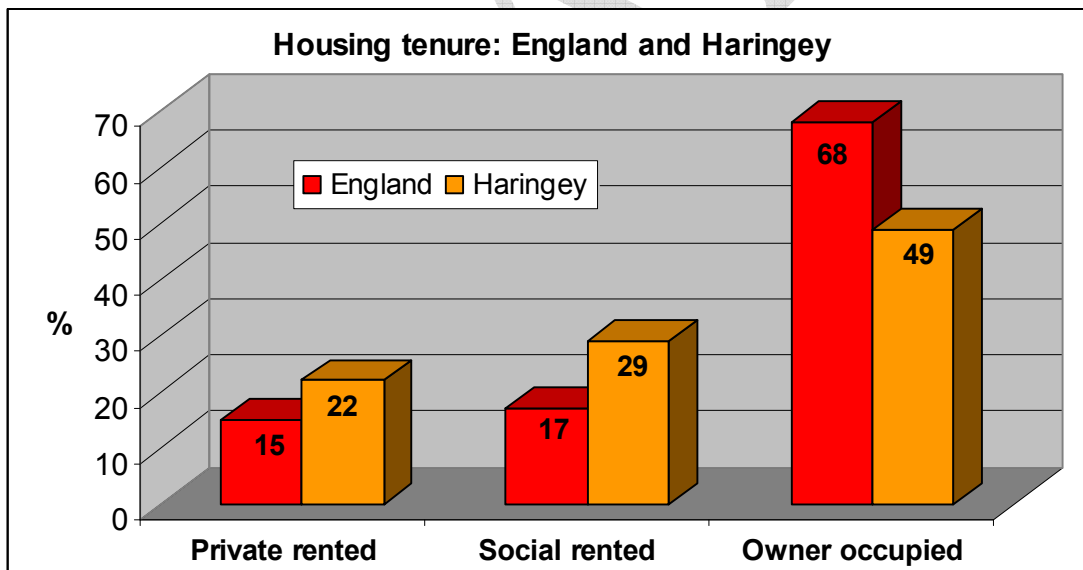


**Figure 3 – Stock ownership England, London, Haringey (2008/9)**



Source: DCLG

**Figure 4 – Housing tenure in England and Haringey (2008/9)**



(Source: Housing Needs Assessment Update, Haringey Council, 2005)

**Figure 5 – Social rented housing in Haringey by Local Authority Ward.**



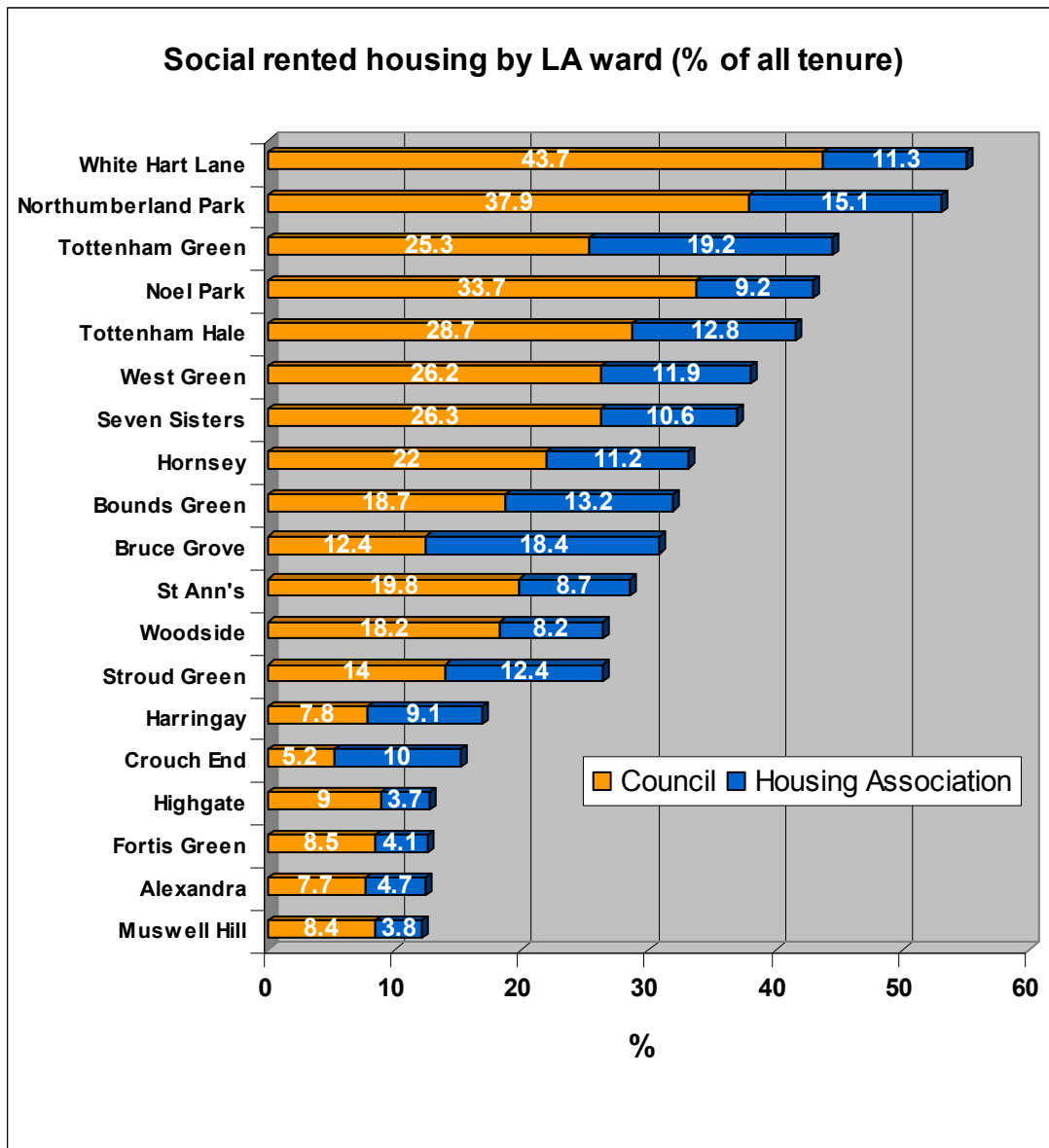
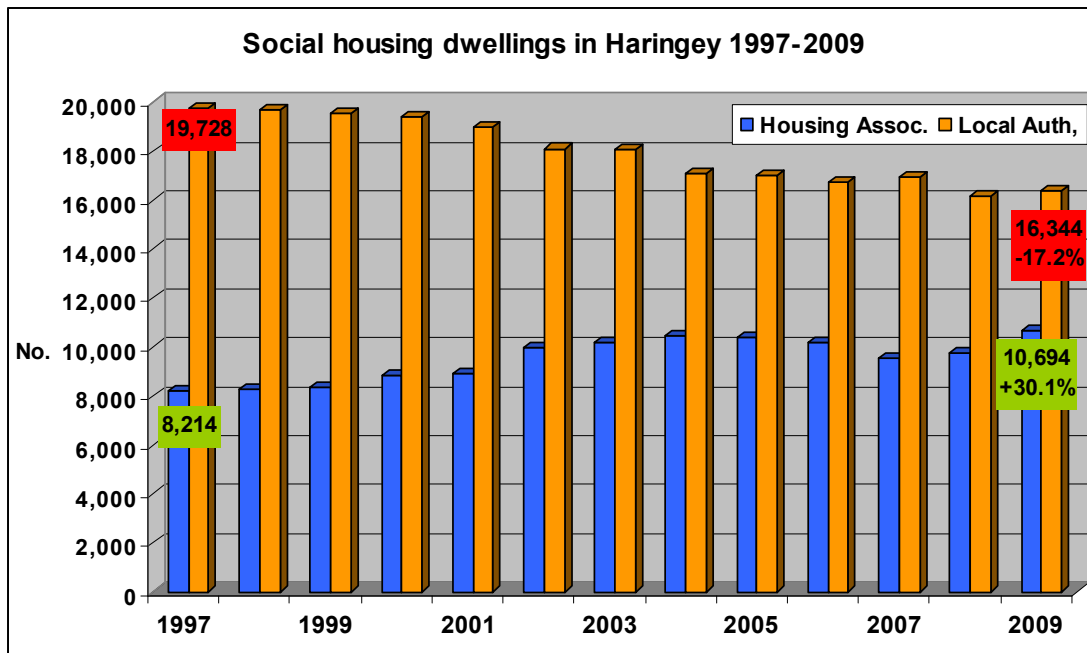
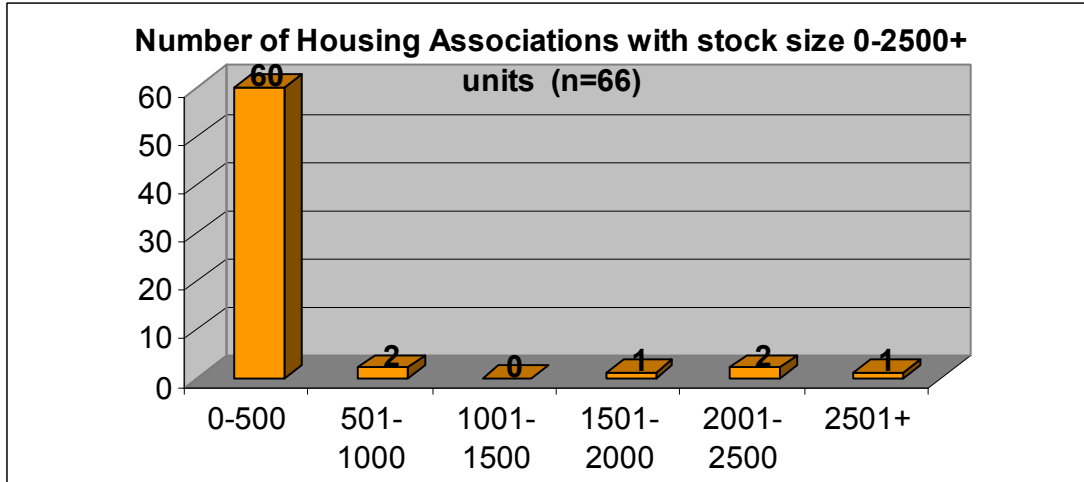


Figure 6 – Social housing dwellings in Haringey 1997-2009

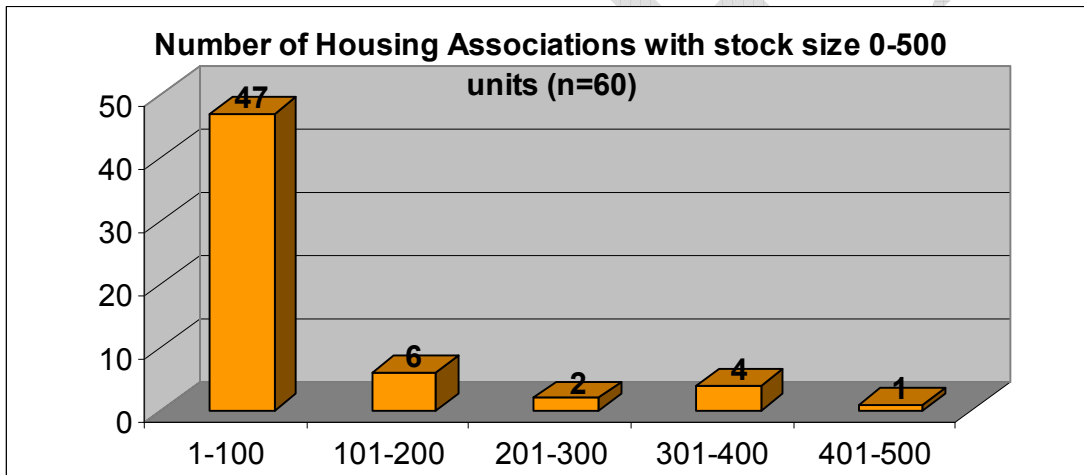


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**Figure 7a - Distribution of Housing Associations stock size 0-2,500 units.**



**Figure 7b - Distribution of Housing Associations stock size 0-500 units.**



**Figure 7c - Distribution of Housing Associations stock size 0-100 units.**

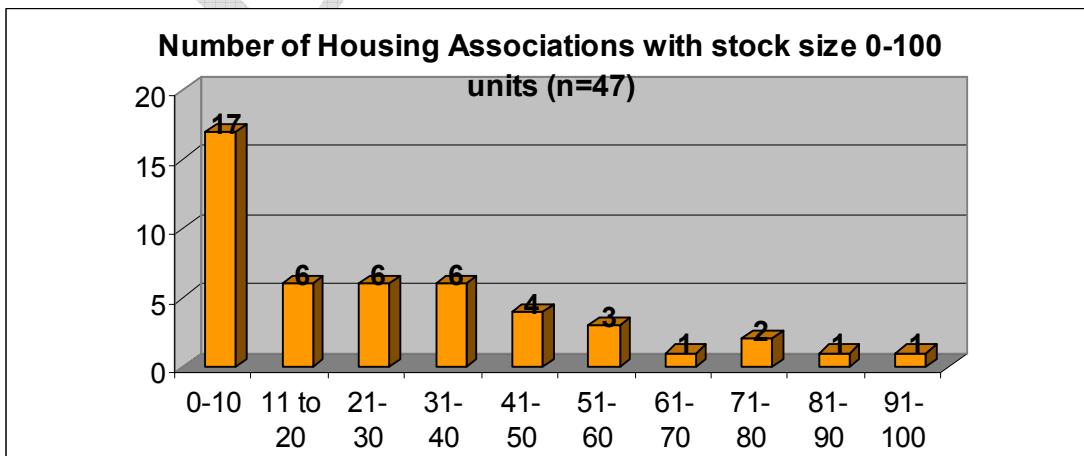


Figure 8 – Housing Associations stock numbers in Haringey.(2010)

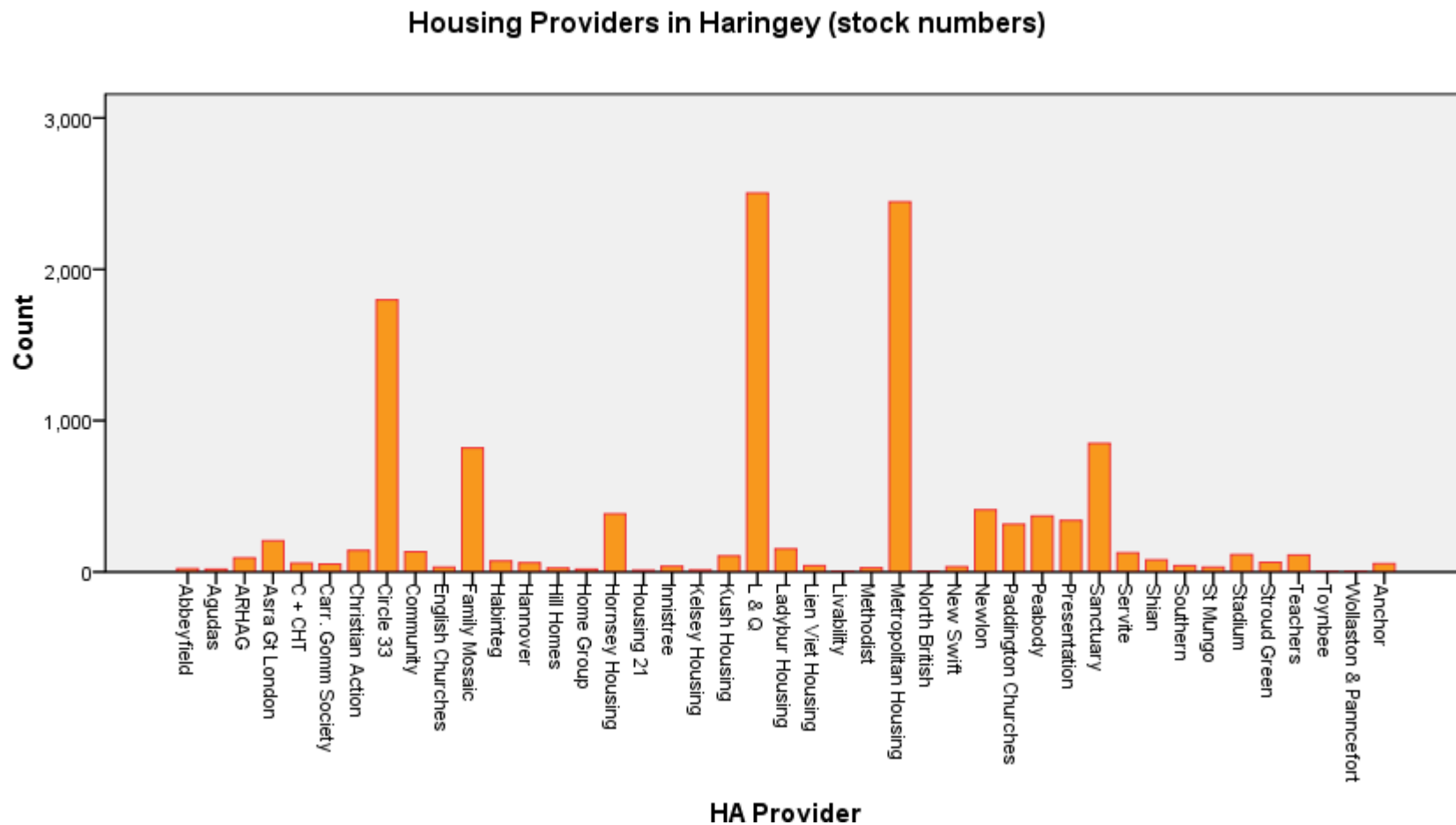
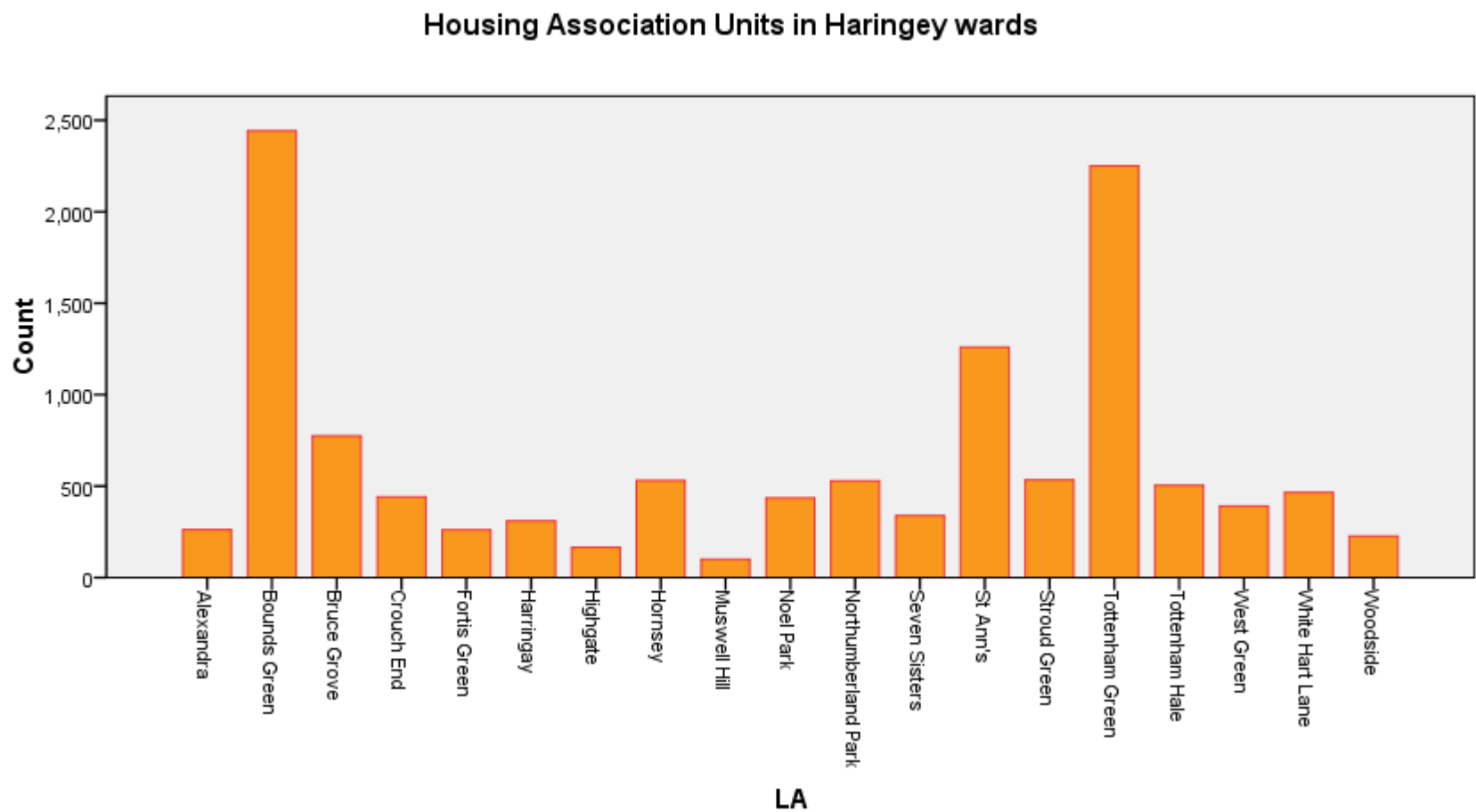


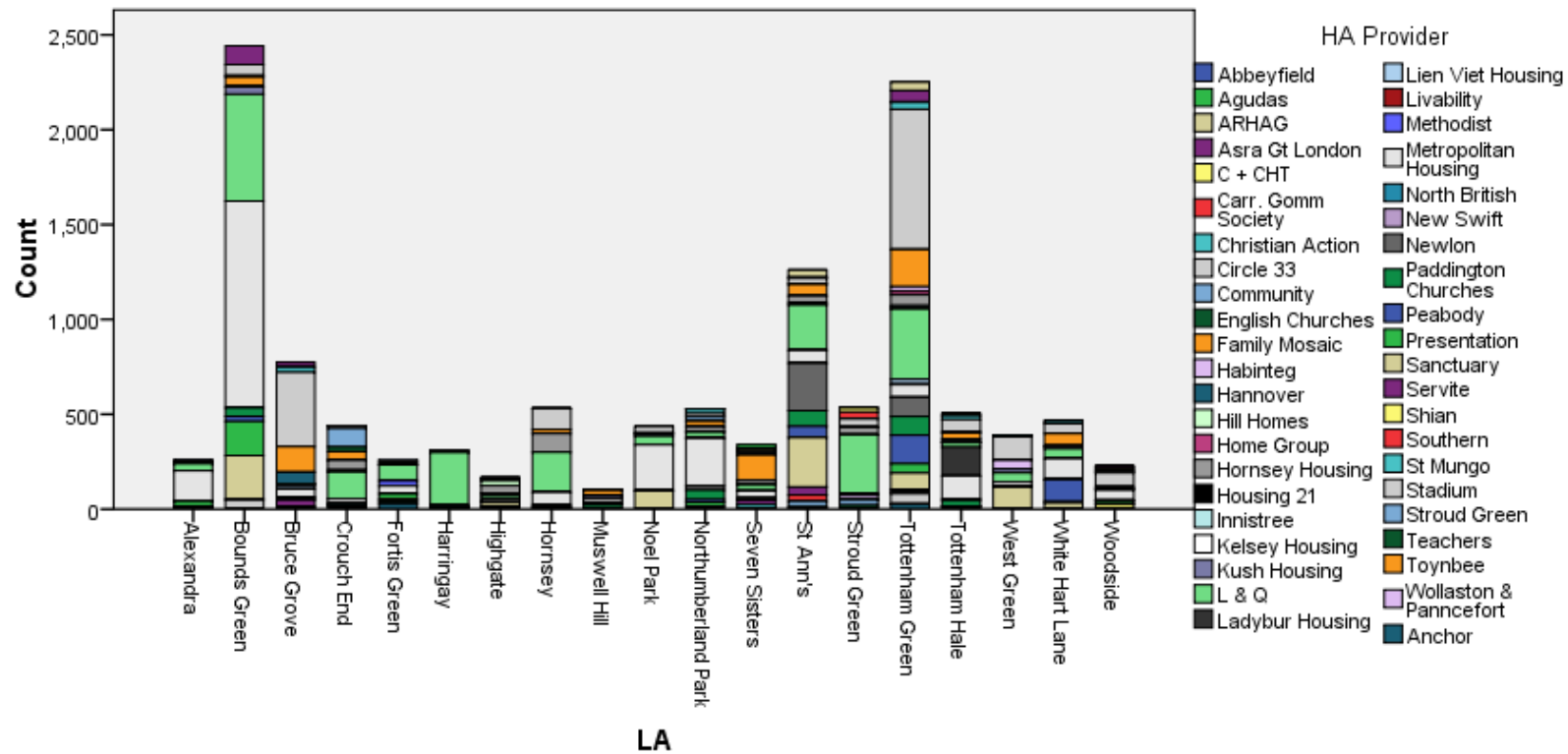
Figure 9 - Housing Association units in Haringey by Local Authority Ward (2010)



Figure

# 10 – Housing Associations providing housing in Haringey by Local Authority Wards (2010)

## Housing Providers in LA ward (no.)



**Table 1 – Tenant Services Authority National Standards (1.4.10)**

Standard	Detail
Tenant involvement and empowerment	<ul style="list-style-type: none"> <li>• Customer service, customer choice and complaints</li> <li>• Involvement and empowerment</li> <li>• Understanding and responding to diverse needs</li> </ul>
Home	<ul style="list-style-type: none"> <li>• Quality of accommodation: compliance with decent homes standard</li> <li>• Repairs and maintenance: cost effective service</li> </ul>
Tenancy	<ul style="list-style-type: none"> <li>• Fair, efficient and transparent allocations, which reflect local housing needs, cooperate with Local Authority strategic housing function to meet identified housing needs, meeting local obligations for nominations</li> <li>• Fair rents</li> <li>• Tenure; offer and issue secure tenure compatible with the sustainability of the community</li> </ul>
Neighbourhood and community	<ul style="list-style-type: none"> <li>• registered providers to keep the neighborhood and communal areas clean and safe and work in partnership with their tenants and other providers and public bodies:</li> <li>• consult with tenants in developing a policy for improving neighbourhoods</li> <li>• registered providers to cooperate with partners to help promote social, environmental and economic well being in the areas where they own properties</li> <li>• Anti-social behaviour: registered providers shall work in partnership with public agencies to prevent and tackle ASB in the neighborhoods</li> </ul>
value for money	<ul style="list-style-type: none"> <li>• value for money; managing resources in an cost effective way</li> <li>• how expenditure is prioritized in relation to each of the standards and in delivery of local offers</li> <li>• how VFM is secured and tested, plans and priorities for vfm in the year ahead</li> </ul>
governance and financial viability	<ul style="list-style-type: none"> <li>• Ensure standards of governance are maintained</li> <li>• Financial viability</li> </ul>

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**Table 2 – Proposed structure of review meetings**

	<b>Aims</b>	<b>Possible contributors</b>
<b>Meeting 1</b> <b>30/11/10</b>	<b>Initiation of the review</b> <ul style="list-style-type: none"> <li>▪ Receive scoping report</li> <li>▪ Confirm review aims &amp; objectives</li> <li>▪ Agree dates of future meetings</li> </ul>	<ul style="list-style-type: none"> <li>▪ Scrutiny Officer</li> <li>▪ Officers from strategic housing service</li> </ul>
<b>Meeting 2</b> <b>12/1/11</b>	<b>Evidence Session 1</b> <ul style="list-style-type: none"> <li>▪ The Council relationship with registered housing providers</li> <li>▪ Effectiveness of current support structures</li> <li>▪ Assessing the Partnership Contract</li> </ul>	<ul style="list-style-type: none"> <li>▪ Officers from strategic housing service</li> <li>▪ National Housing Federation</li> </ul>
<b>Meeting 3</b> <b>7/2/11</b>	<b>Evidence session 2</b> <ul style="list-style-type: none"> <li>▪ The Council role in supporting the development of common standards</li> <li>▪ The impact of TSA National Standards and local offers in developing common standards</li> <li>▪ Local models of partnership/ collaboration</li> </ul>	<ul style="list-style-type: none"> <li>▪ Tenants Service Authority</li> <li>▪ London Councils / GLA</li> <li>▪ Homes for Haringey</li> <li>▪ Aaron Peake, Homes for Haringey</li> </ul>
<b>Meeting 4</b> <b>7/3/11</b>	<b>Evidence session 3</b> <ul style="list-style-type: none"> <li>▪ How can the Council facilitate effective working among registered housing providers?</li> <li>▪ Stock rationalisation v management rationalisation</li> </ul>	<ul style="list-style-type: none"> <li>▪ TSA/ London Councils</li> <li>▪ Other local authorities</li> <li>▪ Officers from strategic housing service</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Management options for multi-landlord estates</li> </ul>	
<b>Workshop TBC</b>	<b>Dedicated session for a focus group / workshop with local registered housing providers</b>	<ul style="list-style-type: none"> <li>▪ Registered housing providers</li> </ul>
<b>Meeting 5 TBC</b>	<b>Formulation of conclusions and recommendations</b> <ul style="list-style-type: none"> <li>▪ Collate evidence from review</li> <li>▪ Consider draft report</li> </ul>	<ul style="list-style-type: none"> <li>▪ Scrutiny Officer</li> <li>▪ Officers from strategic housing service</li> </ul>

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haringey strategic partnership

**Meeting:** Integrated Housing Board

**Date:** 31 January 2011

**Report Title:** Haringey's Consultation Response to 'Local Decisions: A Fairer Future for Social Housing'

**Report of:** Strategic and Community Housing Service

### **Purpose**

The purpose of this report is to advise the IHB of Haringey's response to the government's recent consultation on social housing reform.

For the IHB to note the proposed changes.

### **Summary**

The DCLG consultation document 'Local Decisions: A fairer future for social housing' sets out the Government's intention to change legislation governing the way social housing is allocated; how local authorities may discharge their main homelessness duty; and the types of tenancies granted to social housing tenants.

Haringey's consultation response is appended to this cover report which outlines the main government proposals.

### **Legal/Financial Implications**

#### Service Financial Comments

The proposed changes are extensive and will have significant implications for Haringey. The majority of the changes are likely to have indirect financial implications that can not yet be foreseen.

The proposed incentives for bringing back empty properties into use through Council Tax initiatives are welcome.

The financial impact of these changes will continue to be assessed and monitored as they take place.

#### Legal comments

The Head of Legal Services has been consulted in the preparation of this report.

The majority of the Government's Social Housing reforms set out in this report

are to be implemented through the Localism Bill. The Bill received its first reading in Parliament on 13th December 2010 and, given that the Bill has been published before the outcome of the consultation, only fairly minor amendments can be expected following the consultation period. Significant changes to the Council's existing housing policies will be necessary as a result of these reforms and the proposed flexible tenancy regime with a mandatory right to possession is likely to be an area of significant legal challenge.

**For more information contact:**

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Tel: 020 8489 4526

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**Appendices**

Appendix 1 – Consultation response

**Background information**

This section outlines the government's proposals

Tenure Reform

- Proposed legislation will place a duty on authorities to publish a strategic tenancy policy after consultation with other social landlords and the local community. Haringey's Homelessness Strategy and Allocations Policy will need to be consistent with the approach taken through this policy. It will need to set out how we intend to utilise the proposed changes outlined below.
- Introduction of a new 'Affordable Rent' tenure from April 2011
  - This will apply to a proportion of housing association vacant properties initially and subsequently on new stock
  - Rents will be set at a maximum 80% of market rents and tenancies will be offered on a shorter term basis of at least two years
  - The tenure will be eligible for Housing Benefit and where appropriate will be offered through choice-based lettings
  - Local authorities will be able to discharge homelessness duty through the new tenure.
- Introduction of a 'flexible tenancy'
  - This will give authorities and housing associations the option to grant tenancies on a range of fixed periods at social rent levels rather than requiring council's to grant lifetime secure tenancies
  - A minimum fixed term of two years is likely to apply

- The rights of existing tenants will be protected including those currently in introductory tenancies and those who move to another social rent property

### Empty Homes

- Proposal to expand the New Homes Bonus to include empty properties brought back into use to incentivise local authorities to take action. This could mean match-funding council tax receipts for six years on new homes brought back into use.
- A further £100m will be allocated through the HCA to enable housing associations to bring empty properties back into use at an affordable rent.

### Allocating Social Housing

- Legislation is proposed to reverse the requirement for local authorities to operate open waiting lists brought about by the Housing Act 2002. Local authorities will be given the freedom to choose whether to continue operating an open system or whether to place restrictions on who should qualify for social housing e.g. those with financial resources sufficient to enable access to the private sector.
- Local authorities will still be required to give reasonable preference to those that are:
  - Homeless or owed a homelessness duty
  - Live in overcrowded, unsatisfactory or unsanitary conditions
  - Need to move on welfare or medical grounds
  - Need to move to a particular location to avoid hardship to themselves or others

### Mobility

It is intended that tenants wishing to transfer should be removed from local authority allocation frameworks; that is that transferring tenants would not have to demonstrate priority and therefore be in a better position to transfer.

A new national home swap scheme is proposed to help tenants move locally and nationally. Legislation is intended that would place a duty on local authorities to subscribe to web-based home swap services to enable tenants to maximise choice.

### Homelessness

Legislation is proposed to give local authorities more flexibility in bringing the homelessness duty to an end with suitable offers of private sector accommodation without requiring the applicant's agreement.

### Reform of social housing regulation

- The Tenant Services Authority will be disbanded and its economic regulation and remaining consumer regulation functions will be transferred to the Homes and Communities Agency.
- A new standard on tenant involvement will be issued to ensure that tenants are able to hold landlords to account and better scrutinise service delivery to include;

In terms of **consumer protection**:

- Social housing is well managed and of appropriate quality
- Social housing tenants have an appropriate degree of choice and protection and have the opportunity to be involved in the management of their homes and to hold landlords to account; and
- Social housing provision makes a contribution to the social and economic well-being of the areas in which it takes place, including (for example) to broader environmental objectives.

In terms of **economic** outcomes:

- Taxpayers are protected – landlords operate efficiently, value for money is obtained from public investment in social housing, public investment is safeguarded and not misused and unreasonable burdens are not imposed on public funds; and
- Social housing supply – private sector investment in social housing is retained and expanded and housing associations remain financially viable and properly managed (consistent with their independent status).

Reform of social housing finance

- Self-financing will be introduced in April 2012 subject to parliamentary approval and will;
  - end the centralised subsidy system;
  - devolve local financing to local authorities allowing councils to retain rental income;
  - will be implemented through a one-off settlement payment determined by a valuation of each council's social housing business.
- The Government's intention is that Decent Homes Backlog programme funding should support its plans for reforming the Housing Revenue Account (HRA) subsidy system by enabling councils to achieve a sustainable, self financing business plan.
- A further policy document will be released in January 2011 detailing the methodology behind the financial settlement.



**Local decisions: a fairer future for social housing  
Consultation response Haringey Council  
17 January 2011**



**Question 1: As a landlord, do you anticipate making changes in light of the new tenancy flexibilities being proposed? If so, how would you expect to use these flexibilities? What sort of outcomes would you hope to achieve?**

**Flexible tenancies**

Although the Council appreciates the positive intention behind some of these changes there are significant areas of concern in terms of flexible tenancies.

Criteria for tenancy renewal based on a household's financial capacity or employment status would act as a significant disincentive to socio-economic advancement if a tenant believes that by getting a job or accepting promotion they will be putting their social housing at risk.

Introducing flexible tenancies would be resource intensive, especially if a range of tenancy periods for differing client groups or needs is introduced. The proposal includes a requirement on landlords to carry out a review and to serve notice on a tenant if minded not to renew a tenancy; the implications of missing this window are not made explicit but there would be cost implications both from conducting reviews and if households re-present as homeless. In the event no action is taken would the tenancy revert to a rolling periodic tenancy?

It is Haringey Council's view that the introduction of flexible tenancies would also have potentially negative impacts on social cohesion and sustainability in the long term – creating neighbourhood instability as people are churned through and out of the system. Equally basing the retention on a social housing tenancy purely on need or socio-economic status would further polarise our large estates creating ghettos of deprivation.

**Affordable Rent Model**

Most of the people taking up any form of social housing tenancy (Council or housing association) are on full or partial housing benefit. This proposal would seem to have the effect of increasing the housing benefit bill in the short term whilst the longer term effect is likely to be shaped by proposed changes to the benefit system as a whole – particularly the proposals around Universal Benefit.

At its maximum 80% level the model does nothing to alleviate the effects of the housing benefit trap. If a household's 'affordable rent' is covered in its entirety by housing benefit, a client could be in a position where their security is jeopardised by getting a job.

What is unclear from the consultation document is whether the local area could hope to benefit from the increased rental streams generated by this product in terms of estate renewal or more social housing provision for example. **Will there be provision for ring fencing of generated surpluses to benefit the local community?**

More clarity is needed on whether affordable tenancies are up to 80% of market rent capped at LHA levels or are 80% of market rents.

The average household on mean gross income of approx £26k will be unable to afford family sized 'affordable rent' and the combination of the lack of affordability of larger units with the overall squeeze on funding for affordable housing will mean that it is unlikely that significant numbers of larger units will be built.

The £500pw benefit cap is a significant area of concern: families will be left with significantly less money to feed and clothe their children if they move into affordable rent properties. The impact on health, educational standards and other areas of social well being will be negative and there will be a knock on effect for better off households, as the general well being of London suburbs deteriorates.

The effect of funding future development through slow rental streams rather than capital outlay will force registered providers to borrow more to fund projects. As development becomes more expensive it is likely that fewer homes will come forward and in particular fewer family sized homes. The resulting backlog of those in housing need would be forced to consider unsuitable housing and HMOs.

The majority of tenants moving off full housing benefit do so into low paid jobs. It is entirely possible that tenants of the 80% rent model will be fearful of the financial consequences (i.e. not being able to cover their rent and living costs) of entering the job market.

Future regeneration project could be jeopardised if decanted tenants are faced with 80% rents on return to regenerated properties. This should be addressed through HCA regulations on the affordable rent model.

**Question 2: When, as a landlord, might you begin to introduce changes?**

Haringey Council does not currently intend to introduce flexible tenancies. We are in dialogue with our partner registered providers but we have significant concerns about the impact of the introduction of the affordable rent model.

**Question 3: As a local authority, how would you expect to develop and publish a local strategic policy on tenancies? What costs would you expect to incur?**

It is expected that the creation of a strategic policy on tenancies will be led by Haringey council but developed in partnership with relevant local stakeholders including Homes for Haringey, Registered Providers, voluntary sector organisations, community representatives and the North London Sub-Region.

There is no financial capacity to carry out a strategic policy on tenancies in the current climate with budget cuts of £47m in 2011/12.

**Question 4: What other persons or bodies should local authorities consult in drawing up their strategic tenancy policy?**

- ALMOs
- Registered Providers
- Voluntary Sector Organisations
- Existing tenants
- Neighbouring boroughs
- DCLG

**Question 5: Do you agree that the Tenancy Standard should focus on key principles? If so, what should those be?**

The Tenancy Standard should focus on key principles, such as landlord concerns about ASB. However, the standard should not be overly prescriptive and should be reflective of local priorities.

**Question 6: Do you have any concerns that these proposals could restrict current flexibilities enjoyed by landlords? If so, how can we best mitigate that risk?**

No comment

**Question 7: Should we seek to prescribe more closely the content of landlord policies on tenancies? If so, in what respects?**

As long as landlord policies on tenancies are reflective of a clear local tenancy strategy developed in partnership with relevant stakeholders the government need not prescribe the detail too closely.

**Question 8: What opportunities as a tenant would you expect to have to influence the landlord's policy?**

Not applicable

**Question 9: Is two years an appropriate minimum fixed term for a general needs social tenancy, or should the minimum fixed term be longer? If so, how long should it be? What is the basis for proposing a minimum fixed term of that length? Should a distinction be drawn between tenancies on social and affordable rents? If so, what should this be? Should the minimum fixed term include any probationary period?**

If fixed term tenancies are to be introduced there will be significant admin/costs etc on Local Authorities if the period is as short as 2 years. Although Haringey Council does not currently support the introduction of flexible tenancies per se we believe that where introduced the tenancy term should be no shorter than 5 years.

**Question 10: Should we require a longer minimum fixed term for some groups? If so, who should those groups be and what minimum fixed terms would be appropriate? What is the basis for proposing a minimum fixed term of that length? Should a distinction be drawn between tenancies on social and affordable rents? If so, what should this be?**

No comment

**Question 11: Do you think that older people and those with a long term illness or disability should continue to be provided with a guarantee of a social home for life through the Tenancy Standard?**

No comment

**What about households with a disabled child? What about mental health issues?**

No comment

**Question 12: Are there other types of household where we should always require landlords to guarantee a social home for life?**

No comment

**Question 13: Do you agree that we should require landlords to offer existing secure and assured tenants who move to another social rent property a lifetime tenancy in their new home?**

To not grant a tenancy on the same basis would significantly stifle tenant mobility including vacating of under-occupied properties. Proposals for pan-London mobility schemes could also be stifled by different landlord policies on flexible tenancies.

**Question 14: Do you agree that landlords should have the freedom to decide whether new secure and assured tenants should continue to receive a lifetime tenancy when they move?**

Without protecting the rights of existing tenants to retain a secure lifetime tenancy when they move, mobility within the housing stock will be stifled. In the case of under-occupied or specially adapted homes a non-transferable lifetime tenancy would act as a powerful disincentive.

**Question 15: Do you agree that we should require social landlords to provide advice and assistance to tenants prior to the expiry of the fixed term of the tenancy?**

No comment

**Question 16: As a landlord, what are the factors you would take into account in deciding whether to reissue a tenancy at the end of the fixed term? How often would you expect a tenancy to be reissued?**

Not applicable

**Question 17: As a local authority, how would you expect to use the new flexibilities to decide who should qualify to go on the waiting list? What sort of outcomes would you hope to achieve?**

Operating closed housing registers could have beneficial implications in terms of the resources required to manage waiting lists. However, allowing councils the freedom to decide who can apply for social housing will create inequality across London as council's begin operating under different criteria. The resulting postcode lottery would be open to abuse as people try to apply/move to those authorities with the most favourable criteria.

**Question 18: In making use of the new flexibilities, what savings or other benefits would you expect to achieve?**

Haringey Council does not anticipate operating a closed housing register. Through our new Allocations Policy we will shortly be moving to a transparent banding system and undergoing a period of re-registration; we expect that the number of applicants currently on our housing register will fall as a result.

**Question 19: What opportunities as a tenant or resident would you expect to have to influence the local authority's qualification criteria?**

Not applicable

**Question 20: Do you agree that current statutory reasonable preference categories should remain unchanged? Or do you consider that there is scope to clarify the current categories?**

Haringey Council agrees that the current statutory reasonable preference categories are fit for purpose.

**Question 21: Do you think that the existing reasonable preference categories should be expanded to include other categories of people in housing need? If so, what additional categories would you include and what is the rationale for doing so?**

Not applicable

**Question 22: As a landlord, how would you expect to use the new flexibility created by taking social tenants seeking a transfer who are not in housing need out of the allocation framework? What sort of outcomes would you hope to achieve?**

The proposal assumes a restrictive allocations framework is in place. Haringey's new Allocations Policy will ensure that priority is given to households that need to transfer under the reasonable preference regulations as well as prioritising tenants moving from under-occupied properties.

There is a lack of clarity in the consultation document on how the proposed Home-swap scheme will operate. If landlords are legislatively required to subscribe to the home-swap service it is essential that a cost effective system is introduced.

How the proposed home-swap scheme will fit in with the proposals for pan-London mobility is unclear. Further clarity is needed on this point.

**Question 23: What are the reasons why a landlord may currently choose not to subscribe to a mutual exchange service?**

Haringey Council supports in principle increasing mobility for social housing tenants. Beyond resource implications for smaller landlords we do not see any significant barriers to supporting mutual exchange.

**Question 24: As a tenant, this national scheme will increase the number of possible matches you might find through your web-based provider, but what other services might you find helpful in arranging your mutual exchange as well as IT-based access?**

No comment

**Question 25: As a local authority, how would you expect to use the new flexibility provided by this change to the homelessness legislation?**

The proposed change to the regulations governing discharge of duty is at odds with the forthcoming changes to the Local Housing Allowance rates which will reduce access for housing benefit claimants to the private rented sector.

Through the implementation of Haringey's Homelessness Strategy we have a solid history working with clients to discharge duty into the private rented sector. During 2009/10 Haringey Council discharged duty to 1,026 households through moves to private rented accommodation without the legislative freedom to do so without client consent.

If this legislation is passed it should include significant safeguards to prevent local authorities discharging duty to other boroughs without notification – particularly in the case of vulnerable clients. Statutory underpinning of the NOTIFY system would at the very least guard against vulnerable clients falling under the radar.

**Question 26: As a local authority, do you think there will be private rented sector housing available in your area that could provide suitable and affordable accommodation for people owed the main homelessness duty?**

We have experienced a reduction in private sector housing supply in the last few months following the announcement of changes to the LHA rates and the proposals for a Universal Credit. The move to LHA rates based on the 30% percentile will reduce the pool of private sector accommodation available to us, particularly in those Wards which fall in the Inner North London BRMA.

**Question 27: Do you consider that 12 months is the right period to provide as a minimum fixed term where the duty is ended with an offer of an assured shorthold tenancy? If you consider the period should be longer, do you consider that private landlords would be prepared to provide fixed term assured shorthold tenancies for that longer period to new tenants?**

A longer period than 12 months would be preferable but this could have a negative effect on market supply if private landlords are not prepared to provide this for new tenants. This is something that requires local flexibility and needs to be responsive to market conditions.

**Question 28: What powers do local authorities and landlords need to address overcrowding?**

Haringey's new Allocations Policy addresses the issue of overcrowding, further powers as such are deemed unnecessary. However, our capacity to manage overcrowding is hampered by the lack of suitable larger family sized homes.

The introduction of the Universal Credit is likely to further exacerbate overcrowding in Haringey which will hit larger households hardest. Families will be increasingly forced to remain in accommodation that is too small for their needs because benefit levels will not allow moves to larger accommodation.

**Question 29: Is the framework set out in the 1985 Housing Act fit for purpose? Are any detailed changes needed to the enforcement provisions in the 1985 Act?**

The existing framework relating to overcrowding is no longer fit for purpose. Any criteria set for measuring overcrowding should be reviewed on a regular basis in relation to the social and economic contexts that evolve over the years, a

consideration which was implicit in setting the 'room' and 'space' standards in 1935, but was subsequently neglected. The same definition of overcrowding should apply to all providers.

The fact that most local authorities find the above statutory overcrowding standard as outdated and unacceptable is evidenced by the fact that the majority of their allocation policies are much closer aligned to the Bedroom Standard than the criteria set out in the 1985 Housing Act. However, this does not alter the fact that the current system legally allows local authorities to refuse to award priority to a family clearly suffering from chronically overcrowded housing as they are not overcrowded under the terms of the 1935 definition as used in the 1985 Housing Act.

The provisions for enforcement set out in the 1985 Act are clearly defunct as they currently stand, as they are so rarely used due to the fact that a local authority landlord cannot take legal action against itself without the consent of the Attorney General, whom in turn has never agreed to let a case of overcrowding by an local authority proceed to court. Any updated provisions for enforcement need to be consistent in their resulting impact to challenge cases of statutory overcrowding between all housing sectors.

**Question 30: Should the Housing Health and Safety Rating System provide the foundation for measures to tackle overcrowding across all tenures and landlords?**

The inspection criteria of the HHSRS does recognise the subtleties that make up different degrees of the severity of overcrowding, and in those terms is more thorough than the bedroom standard. In addition to acknowledging size, composition and number of rooms required, the HHSRS also considers other important factors, such as whether there is sufficient space for separation of different household activities, the size of rooms, layout of the accommodation and the availability of indoor and outdoor recreation space.

However, although the criteria for inspection within HHSRS is thorough, the current scoring system allows too much scope for variation and subjective judgement to be used on its own, which would lead to an inconsistent baseline measure of statutory overcrowding across local authorities. Whilst the inclusion of some aspects in the HHSRS assessment framework are beneficial to be used in the measure of statutory overcrowding, it would not be suitable for use as a stand alone measure.

Another factor that should be taken into consideration is that HHSRS inspections require the intervention of trained Environmental Officers, which in turn has resource implications for local authorities.

**Further comments**

**Empty property funding**

We believe that our ability to remain pro-active in bringing homes back into use will be significantly affected by the Government's decision to not award funding direct to local authorities from April 11. The allocation of £100 million under the CSR to the HCA/housing associations effectively separates authorities' current key tools of providing grants ('the carrot') and using enforcement powers ('the stick'). The potential offer of funding acts as a powerful incentive in bringing owners of empty properties to the table. Without this tool, authorities are not so well placed to work with owners. In addition, the lack of direct government grant funding, coupled with

local authority budgetary cuts also places dedicated teams/posts at risk, meaning that there will be limited, possibly no resources available to promote work in this area. Critically, expertise will be lost to the sector, and authorities may not be in a position to assist RPs in taking up their allocations.

It is our experience, having spent several years trying to engage housing associations in tackling empty properties, that the task of bringing empty homes back tends to be far too time consuming and labour intensive to make the exercise worthwhile for them. Most boroughs and sub-regions have examples of housing associations' lack of response to invitations for greater involvement in empty homes work.

The current arrangement of funding being distributed directly to Local Authorities also ensures that value for money is achieved. Housing association renovation costs often exceed private sector renovation costs by a considerable margin. A recent survey conducted by LB Ealing indicated that the average cost of a private renovation was between £150- £250 per sq metre, compared to £1,500 to £2,500 renovation costs for a housing association. Private sector costs also compared favourably with housing association development Purchase and Repair. If housing associations become the primary agents for returning empty properties back into use, fewer properties are likely to be delivered within available financial resources.

In Haringey the use of letters written to empty properties 8 out of 10 cases results in owners taking action to bring properties back into use without the use of further enforcement action. Without the financial resources to do this our ability to tackle the empty property blight will be severely hampered.

**END**





haringey strategic partnership

**Meeting:** Integrated Housing Board  
**Date:** 31 January 2011  
**Report Title:** Performance Report Q3 2010/11  
**Report of:** Strategic & Community Housing Services

### 1. Purpose

1.1 To advise the IHB of 2010/11 quarter 3 performance against indicators

#### For more information contact:

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### 2. Performance Information

#### **NI 154 Net additional homes provided**

*2009/10 target – 549 (the annual target for 2009/10 was revised from 1,602 following agreement with GoL in January 2010)*

*2009/10 performance – 628*

*2010/11 target – Revised target of 1,040 agreed as part of the year 2 LAA refresh*

*Indicator Status – Not measured quarterly*

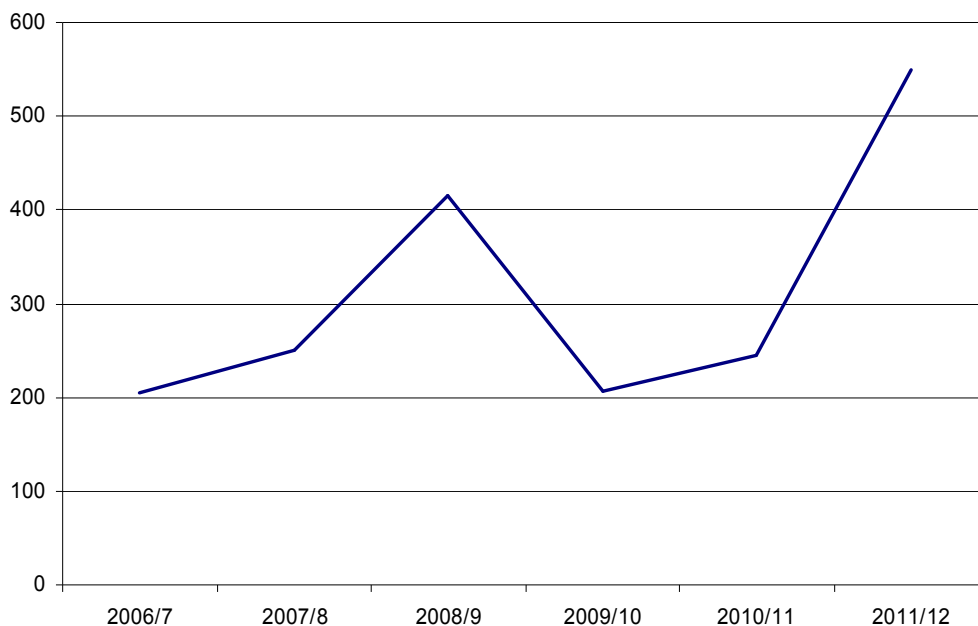
#### **NI 155 Number of affordable homes delivered (gross)**

*Q3 performance – 154*

*Annual target – 340*

*Current projected 2010/11 figure – 243*

*Indicator Status – **RED***



### **NI 156 Number of households living in temporary accommodation**

2010/11 Q3 – **3,296**

2010/11 target – 2,603

Indicator Status – **RED**

Following the introduction of the subsidy cap in April 2010, the council has been working with suppliers to reduce rents paid, this has had an adverse impact on the supply coming in and as a consequence the rate of TA reduction has slowed

Work to reduce numbers in TA continues. There have been particular problems in the last quarters securing alternative supply in the private sector. This has meant that more households have had to remain in temporary accommodation. Efforts are continuing to secure alternative supply which will assist the continued drive to reduce numbers, although this is becoming increasingly difficult as suppliers continue to explore the market for a range of options.

### **NI 158 % non-decent council homes**

Quarter 2 performance – **24.64%** (Q3 figure not yet available)

Target 2010/11 – **21%** **20.25% expected at 31 March 2011**

Indicator Status – **GREEN**

### **NI 187 % of people receiving income based benefits living in homes with (i) low energy efficiency**

Previous year 2009/10 performance – **13.42%**

Target 2010/11 – **11.53%**

Indicator Status – Not measured quarterly

**(ii) high energy efficiency**

*Previous year 2009/10 performance – 16.23%*

*Target 2010/11 –15%*

*Indicator Status – Not measured quarterly*

This Indicator relates to the SAP ratings of homes occupied by vulnerable households. Performance is assessed on the basis of a postal survey form sent to households randomly selected from a list supplied by the Benefits and Local Taxation Service. The returned survey forms are analysed and returns submitted to DEFRA by the end of April each year.

**3. Appendices**

**3.1 Homelessness households in temporary accommodation as at Q3.**

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Haringey Council  
Strategic & Community Housing

## London Borough of Haringey

### Homeless Households in Temporary Accommodation as at the last day of each month 2010/11

	Baseline as at 31.03.10	Q1			Q2			Q3			Q4		
		Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
B&B	15	11	11	11	15	13	12	12	12	13			
Anex	900	883	842	821	804	789	771	752	761	777			
PSL	1570	1573	1614	1612	1619	1610	1601	1600	1584	1576			
HALs	802	802	795	780	769	748	744	739	736	723			
Hostel	167	163	151	150	147	141	145	152	146	143			
S193	93	88	83	80	71	69	68	66	66	64			
<b>Total</b>	<b>3547</b>	<b>3520</b>	<b>3496</b>	<b>3454</b>	<b>3425</b>	<b>3370</b>	<b>3341</b>	<b>3321</b>	<b>3305</b>	<b>3296</b>	<b>0</b>	<b>0</b>	<b>0</b>

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