Haringey Council

NOTICE OF MEETING

Scrutiny Review - Registered Housing Providers

TUESDAY, 30TH NOVEMBER, 2010 at 19.00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Adje, Alexander (Chair), Beacham, Christophides, Schmitz and Watson

AGENDA

1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF INTEREST

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the member's judgment of the public interest **and** if this interest affects their financial position or the financial position of a person or body as described in paragraph 8 of the Code of Conduct **and**/**or** it relates to the determining of any approval, consent, licence, permission or registration in relation to them or any person or body described in paragraph 8 of the Code of Conduct.

3. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. Late items will be considered under the agenda item where they appear. New items will be dealt with at item 7 below.

4. THE SCRUTINY REVIEW PROCESS (PAGES 1 - 30)

To receive an overview of the scrutiny review process.

5. THE SCOPE OF THE REVIEW

To receive a draft scoping report for the review.

To discuss the terms of reference for the planned review.

6. DATE OF FUTURE MEETINGS

To agree dates for future meetings as agreed in 5.

7. ANY OTHER BUSINESS

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Agenda Item 4

Registered Social Housing in Haringey

(Title to be agreed)

Scoping Report

November 2010

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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.

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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 x.x) 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

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

DRAFT

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).

2.8 Proposed reforms to social housing (2010) – to asses implications for this review (to complete)

How do multi- landlord estates evolve?

2.9 Multi-landlord estates may evolve 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.

2.10 Multi-landlord estates may also evolve through new developments. 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.

What issues may arise from multi-landlord estates?

2.11 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.

2.12 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.

2.13 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

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- Incompatible practices applied to grounds maintenance, caretaking, car parking and other estate-wide management issues.[1]

Management arrangements for multi-landlord estates

2.14 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.

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. [2]

The importance of the local authority and housing association relationship?

2.15 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).

2.16 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

[1] Report of living in Hackney Commission Registered Social Landlord Review (Estate management) (2009)
[2] Report of living in Hackney Commission Registered Social Landlord Review (Estate management) (2009)

front line service, may also have local information and intelligence concerning local needs which may help local authorities plan and develop services.

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

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

2.18 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

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

2.20 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.

2.21 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.

2.22 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

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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

2.23 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
- inspection
- analysis of complaints
- external validation
- negative assurance
- performance against local offers

Local Offers

2.24 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.

2.25 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.

2.26 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 Tenants Services Authority on evidence obtained from early pilots.[3]

2.27 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

2.28 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

[3] Local Offers Toolkit, Tenant Services Authority, 2010.

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 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

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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 assess 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 ¼ (26%) of former council housing still do not meet the decent homes standard.[4] 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

[4] From Homes for Haringey, the Arms Length Management Organisation which manages these properties on behalf of the council.

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).

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; approxianmltey 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).

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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.

<u>Local partnership and engagement with social housing providers</u>

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.

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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 is 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.

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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)

DRAFT

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 is done 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 and 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 asses what role the council should have in facilitating more effective and integrates service provision by registered social housing providers
2. To assess the benefits of stock rationalisation and management rationalisation on multi-landlord estates

DRAFT

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 four 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 March 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.

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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 start 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 group, to ascertain issues 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.
Scoping							
Meetings		1	2	3	4	5	
Site Visits							
Reporting							

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OSC							
Cabinet							

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

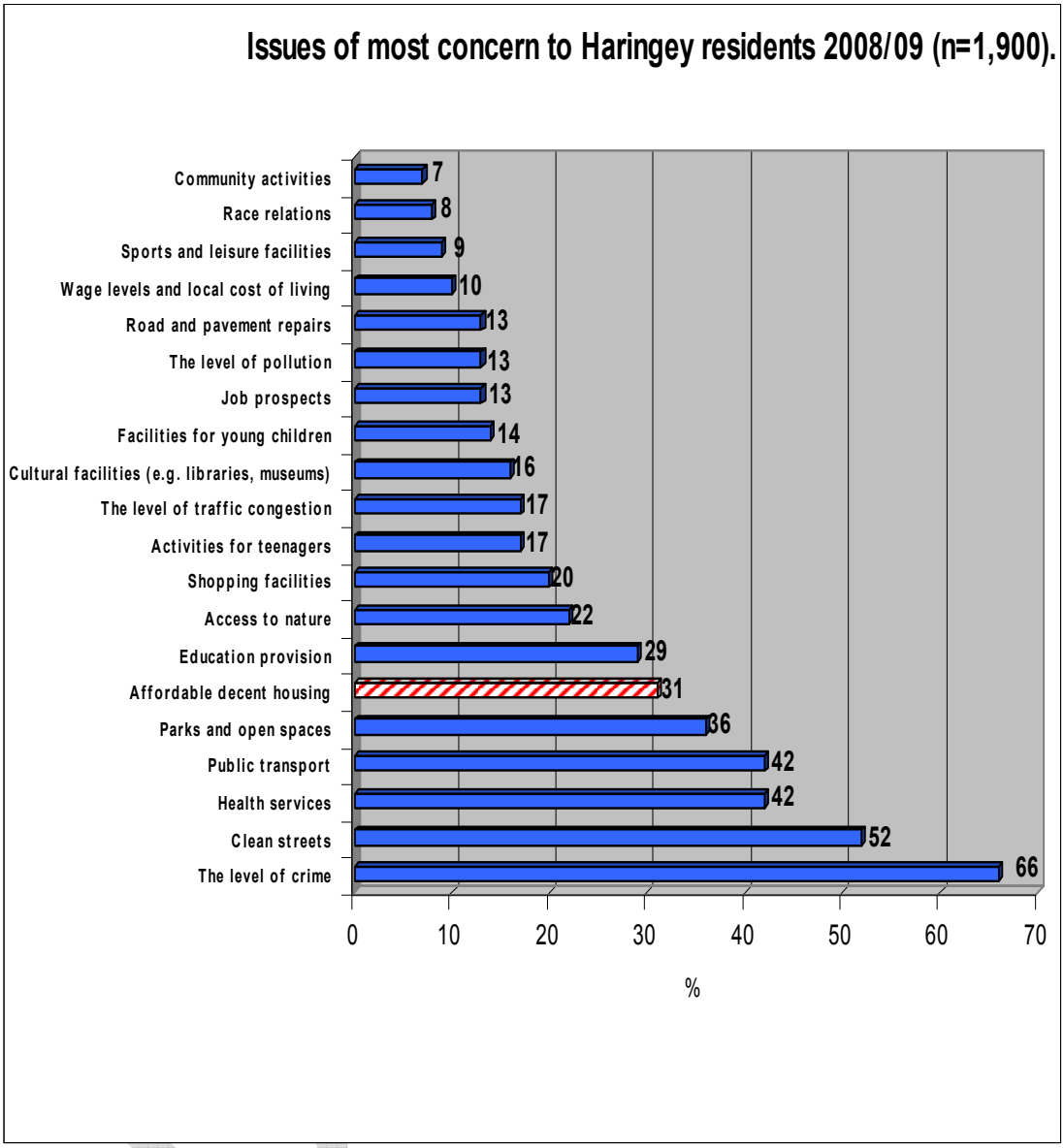


Figure 2 – Issues which need most improvement (Place Survey)

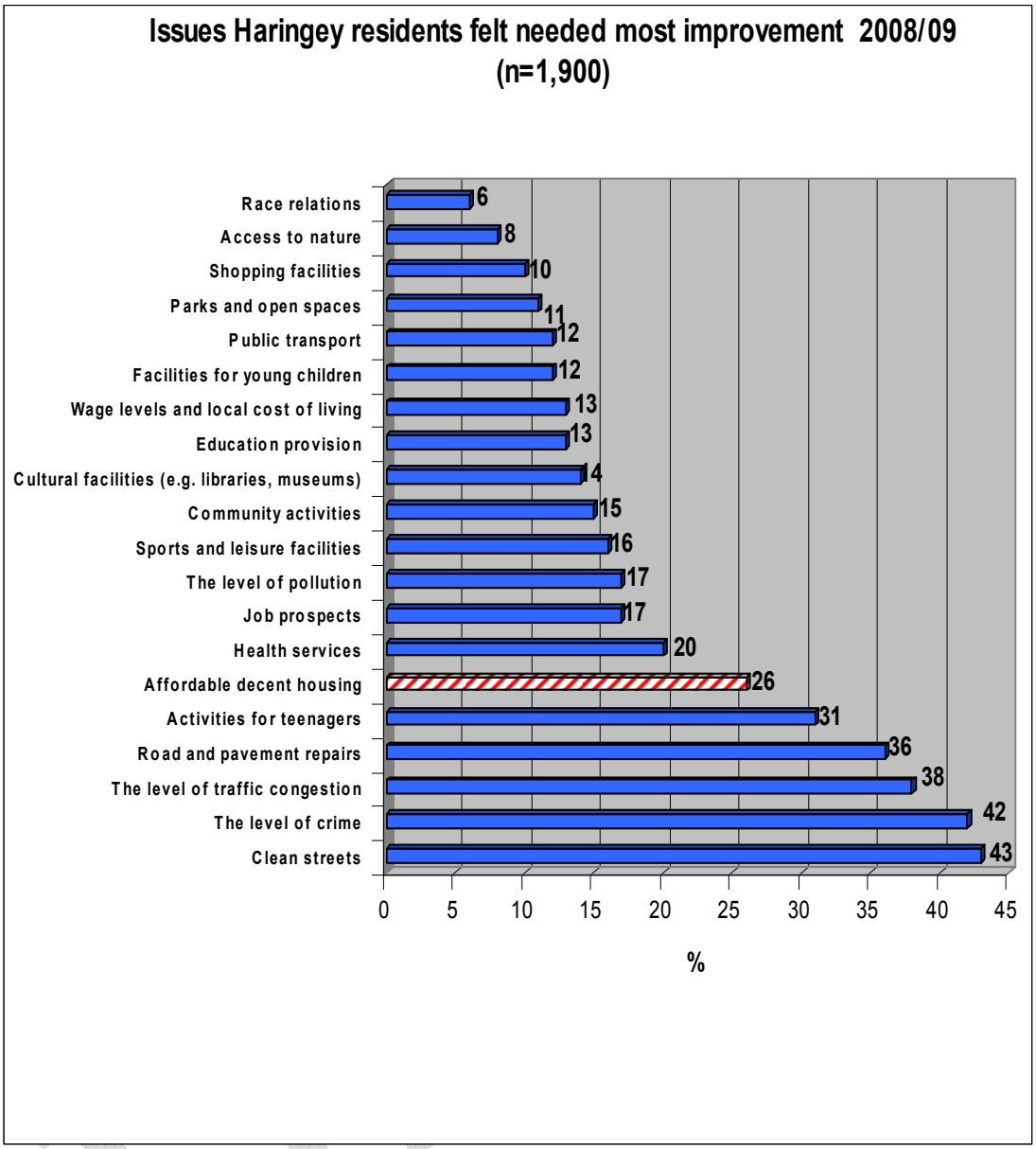
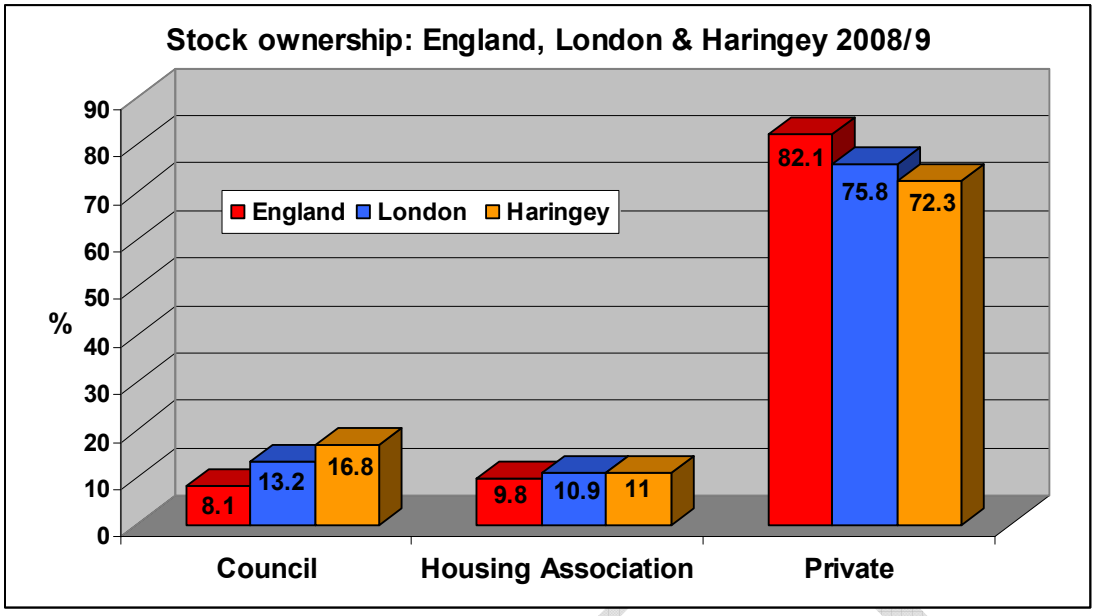
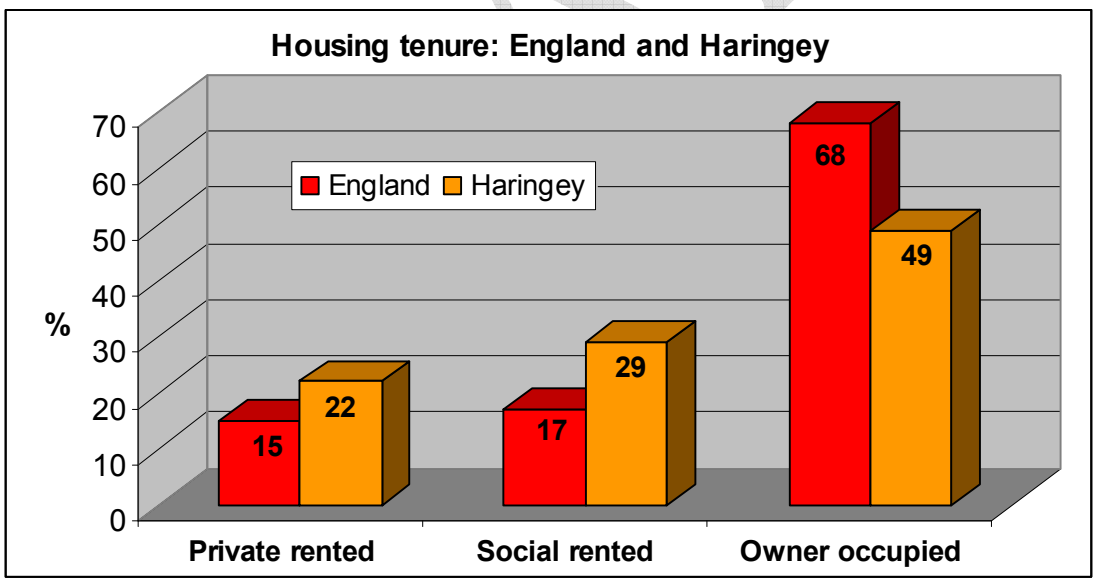


Figure 3 – Stock ownership England, London, Haringey (2008/9)



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.

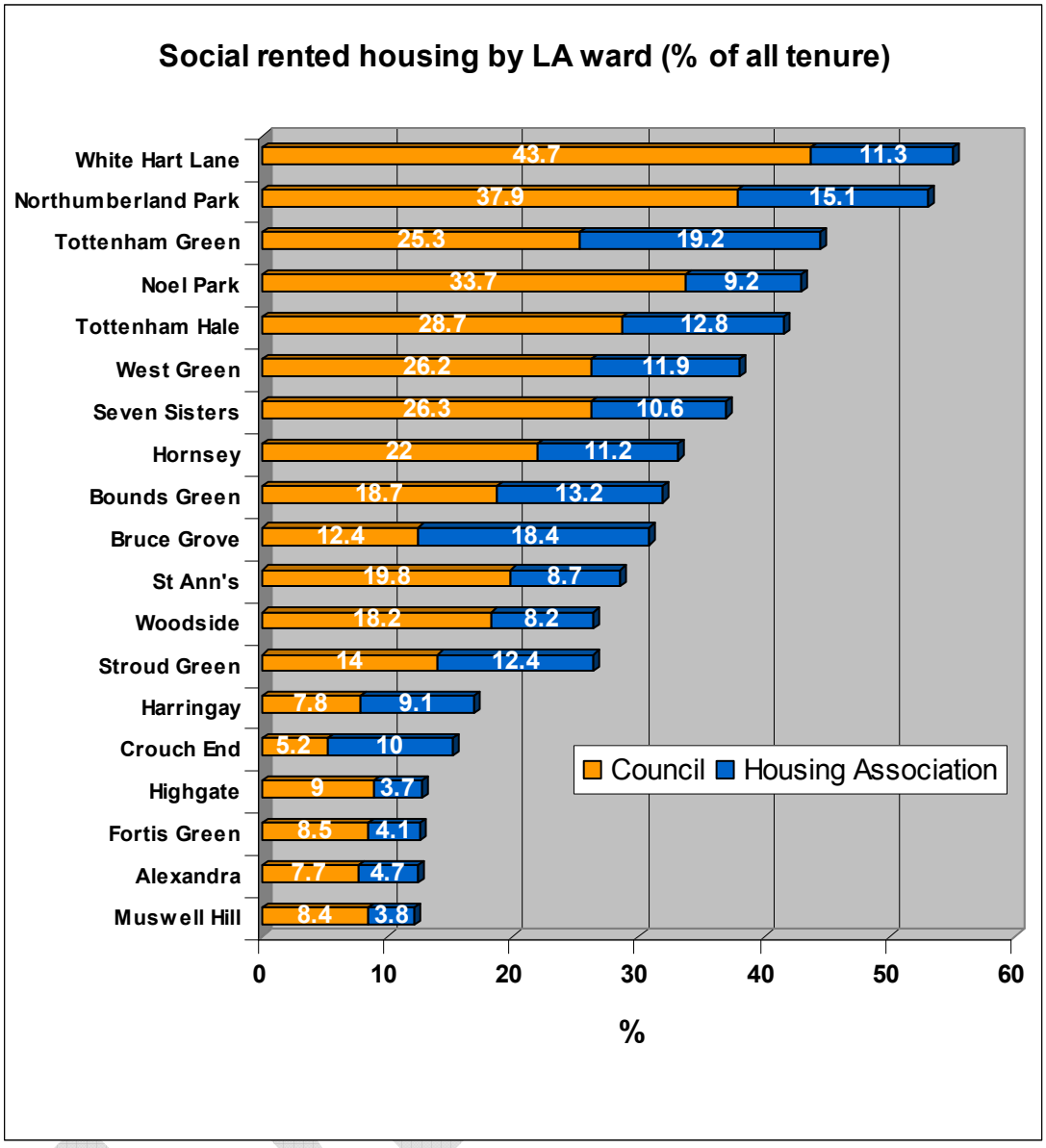

Social rented housing by LA ward (% of all tenure)
White Hart Lane
Northumberland Park
Tottenham Green
Noel Park
Tottenham Hale
West Green
Seven Sisters
Hornsey
Bounds Green
Bruce Grove
St Ann's
Woodside
Stroud Green
Harringay
Crouch End
Highgate
Fortis Green
Alexandra
Muswell Hill
43.7
11.3
37.9
15.1
25.3
19.2
33.7
9.2
28.7
12.8
26.2
11.9
26.3
10.6
22
11.2
18.7
13.2
12.4
18.4
19.8
8.7
18.2
8.2
14
12.4
7.8
9.1
5.2
10
9
3.7
8.5
4.1
7.7
4.7
8.4
3.8
Council
Housing Association
0
10
20
30
40
50
60
%

Figure 6 – Social housing dwellings in Haringey 1997-2009

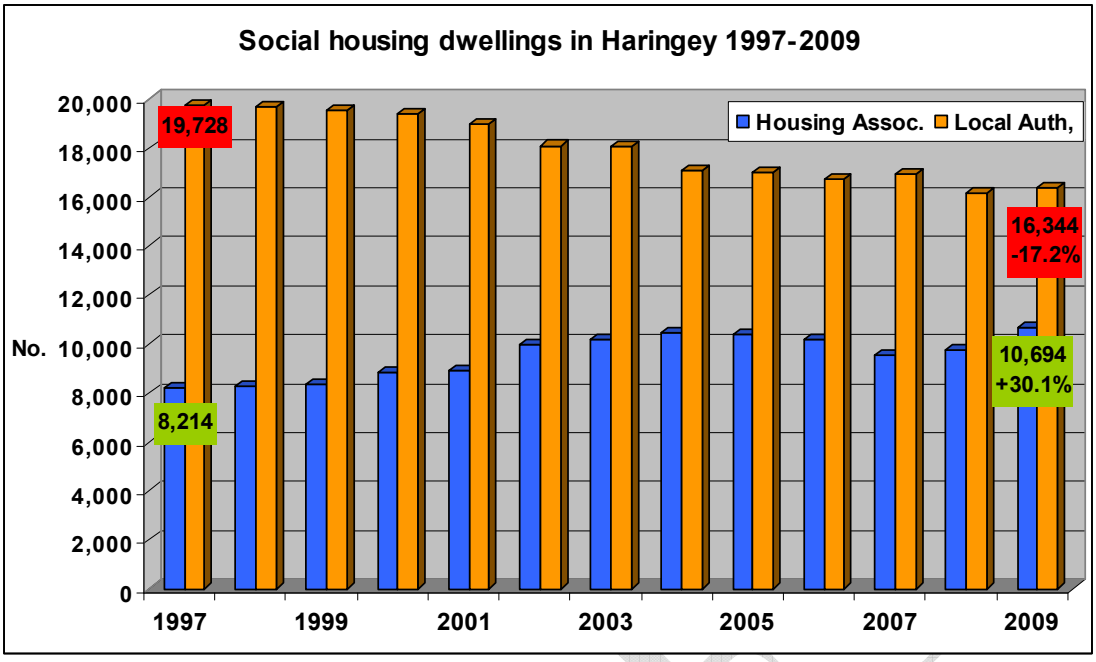


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Figure 7a - Distribution of Housing Associations stock size 0-2,500 units.

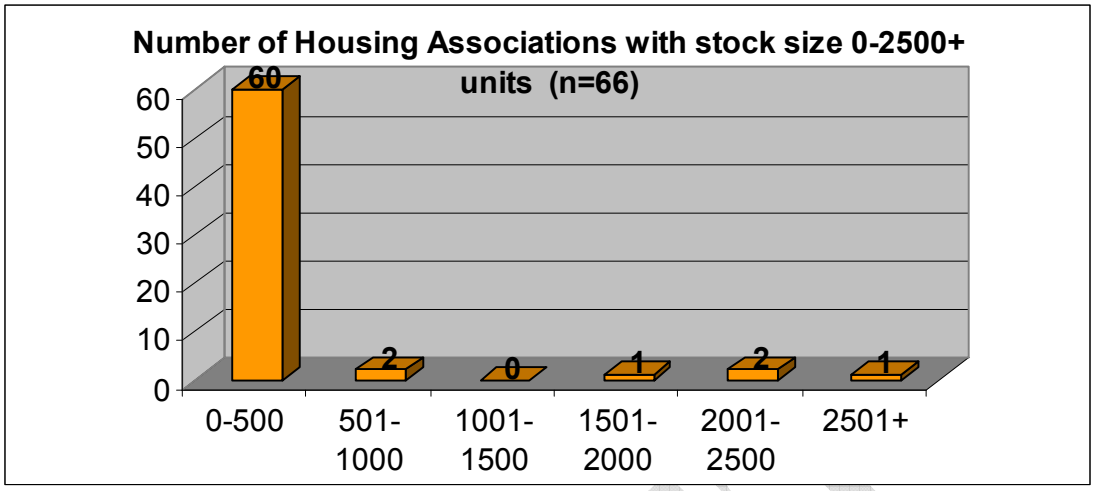


Figure 7b - Distribution of Housing Associations stock size 0-500 units.

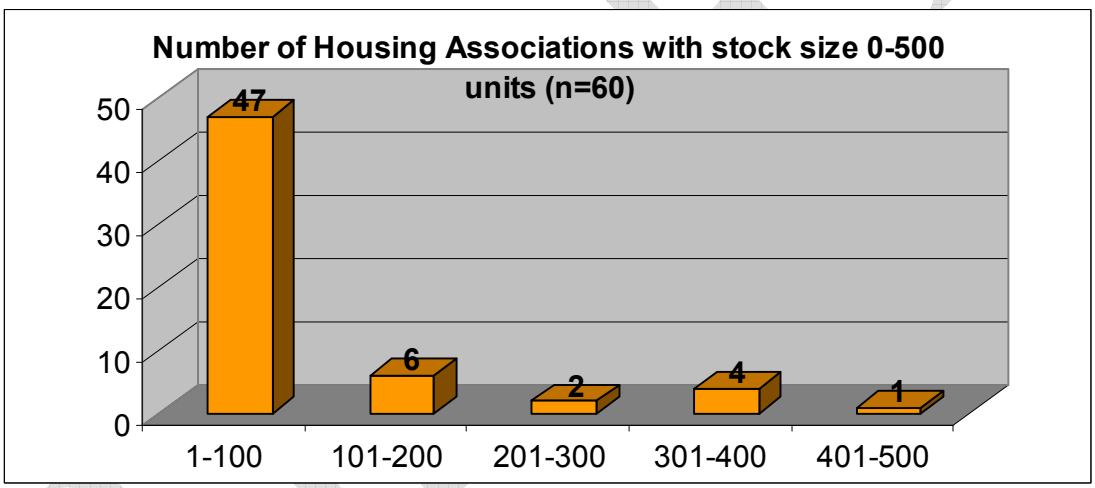


Figure 7c - Distribution of Housing Associations stock size 0-100 units.

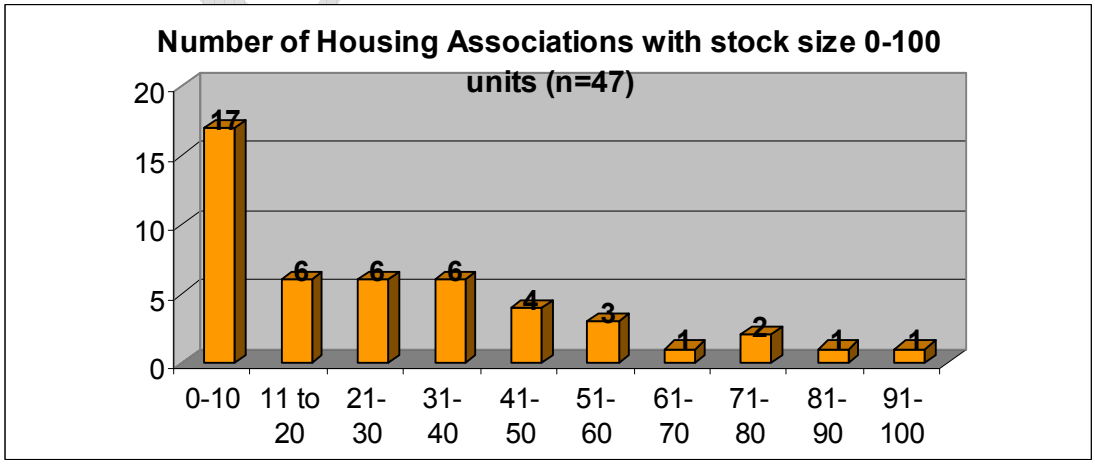


Figure 8 – Housing Associations stock numbers in Haringey.(2010)

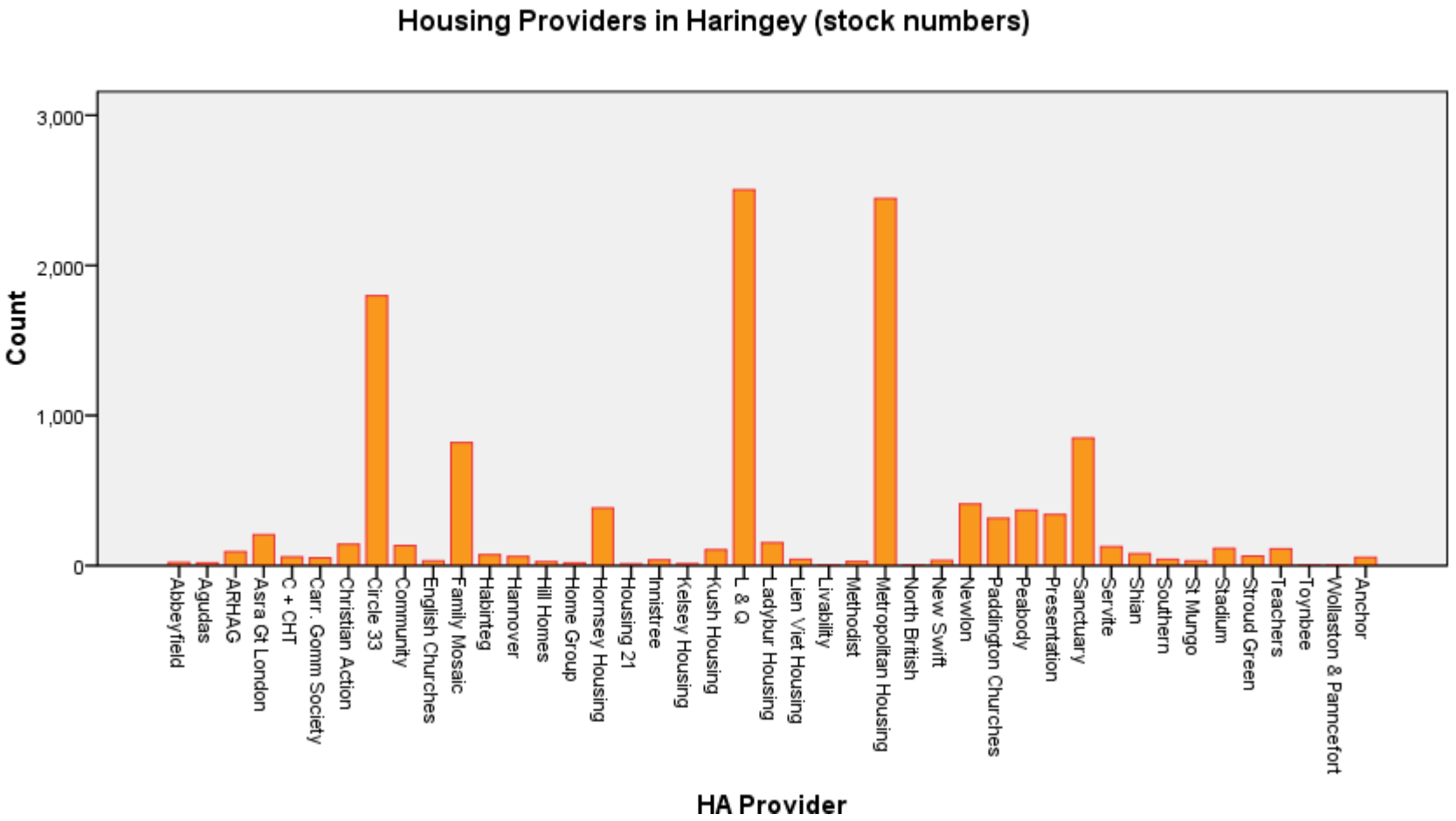
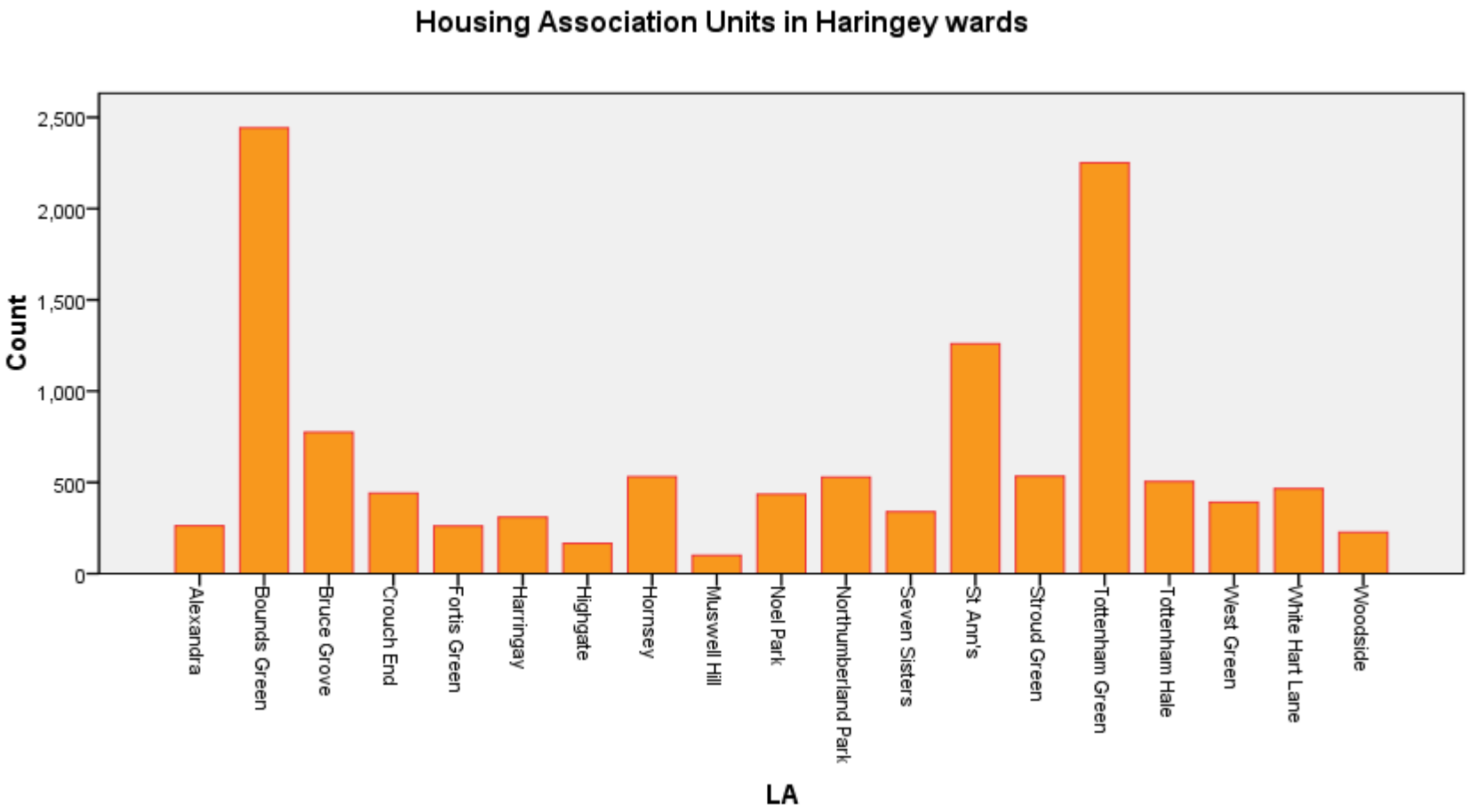


Figure 9 - Housing Association units in Haringey by Local Authority Ward (2010)



Figure

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

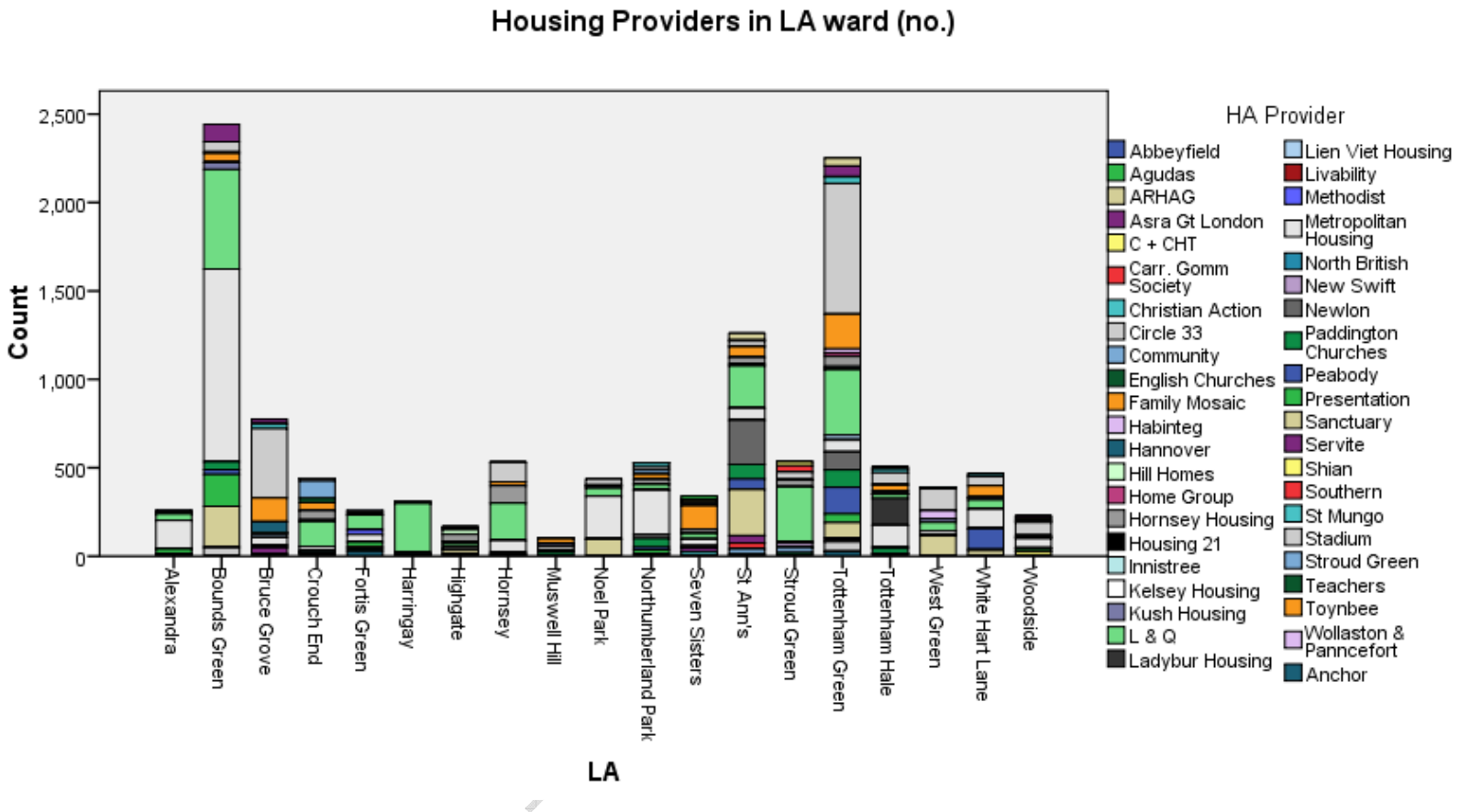


Table 1 – Tenant Services Authority National Standards (1.4.10)

Standard	Detail
Tenant involvement and empowerment	• Customer service, customer choice and complaints • Involvement and empowerment • Understanding and responding to diverse needs
Home	• Quality of accommodation: compliance with decent homes standard • Repairs and maintenance: cost effective service
Tenancy	• 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 • Fair rents • Tenure; offer and issue secure tenure compatible with the sustainability of the community
Neighbourhood and community	• 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: • consult with tenants in developing a policy for improving neighbourhoods • registered providers to cooperate with partners to help promote social, environmental and economic well being in the areas where they own properties • Anti-social behaviour: registered providers shall work in partnership with public agencies to prevent and tackle ASB in the neighborhoods
value for money	• value for money; managing resources in an cost effective way • how expenditure is prioritized in relation to each of the standards and in delivery of local offers • how VFM is secured and tested, plans and priorities for vfm in the year ahead
governance and financial viability	• Ensure standards of governance are maintained • Financial viability

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Table 2 – Proposed structure of review meetings

	Aims	Possible contributors
Meeting 1 **30/11/10**	**Initiation of the review** ▪ Receive scoping report ▪ Confirm review aims & objectives ▪ Agree dates of future meetings	▪ Scrutiny Officer ▪ Officers from strategic housing service
Meeting 2 **TBC**	**Evidence Session 1** ▪ The Council relationship with registered housing providers ▪ Effectiveness of current support structures ▪ Assessing the Partnership Contract	▪ Officers from strategic housing service ▪ National Housing Federation
Meeting 3 **TBC**	**Evidence session 2** ▪ The Council role in supporting the development of common standards ▪ The impact of TSA National Standards and local offers in developing common standards ▪ Local models of partnership/ collaboration	▪ Tenants Service Authority ▪ London Councils / GLA ▪ Homes for Haringey
Meeting 4 **TBC**	**Evidence session 3** ▪ How can the Council facilitate effective working among registered housing providers? ▪ Stock rationalisation v management rationalisation ▪ Management options for multi-landlord estates	▪ TSA/ London Councils ▪ Other local authorities ▪ Officers from strategic housing service
Workshop **TBC**	**Dedicated session for a focus group / workshop with local registered housing providers**	▪ Registered housing providers
Meeting 5 **TBC**	**Formulation of conclusions and recommendations** ▪ Collate evidence from review ▪ Consider draft report	▪ Scrutiny Officer ▪ Officers from strategic housing service

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