ITEM NO: 11



# Executive 18th March 2008

# Report from the Director of Housing and Community Care

Wards Affected: None

### **Supply and Demand and Temporary Accommodation**

Forward Plan Ref: H&CC-07/08-32

#### 1.0 Summary

1.1 This report seeks Members' approval of the lettings projections for 2008/09, and provides Members with an updated supply and demand analysis for housing, including lettings performance in 2007/08 and progress against Temporary Accommodation reduction targets.

#### 2.0 Recommendations

- 2.1 That Members note the updated supply and demand analysis for housing, including lettings performance in 2007/08, as given in Appendix A.
- 2.2 That Members approve the lettings projections for 2008/09, as detailed in paragraph 3.8 and in Appendix E.
- 2.3 That Members approve the implementation of the Emerging Households Scheme as a pilot scheme, as detailed in paragraphs 3.8.8 to 3.8.10 of this report.
- 2.4 That Members approve the lettings plan for the first phase of the Quintain development (W01 scheme Wembley Regeneration Scheme) which is due to complete in August 2008, as detailed in paragraph 3.9. Also, to delegate authority to the Director of Housing and Community Care to make revisions to the proposed lettings approach for the W01 scheme in respect

of initial lettings and relets, following a review of the lettings approach being undertaken.

#### 3.0 Detail

#### 3.1 Supply & Demand Projection

3.1.1 A summary of the Supply and Demand projection for social housing is provided in the table below, with a full version provided in Appendix A.

	00000007	000710000	00000000	00000040	00400044
	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
DEMAND FROM ALL GROUPS	19138	19189	19604	19940	19968
PERMANENT SUPPLY (RSL's & Brent)	964	1030	1043	980	920
ALL LETTINGS (Incl Private Sector)	1015	1150	1518	1595	1620
UNMET DEMAND (After Lettings)	18167	18772	18369	18355	18318

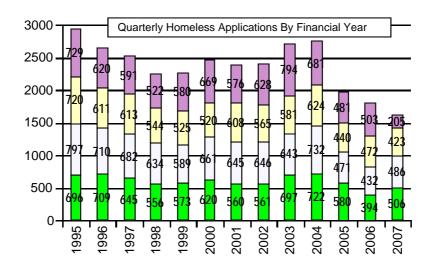
- 3.1.2 This model brings together information regarding the demand for housing from the homeless, Council tenants seeking a transfer and applicants to the Housing Register. This demand is mapped against expected supply levels.
- 3.1.3 As the table shows, the level of unmet demand in the Borough is expected to remain at just over 18,000 households over the next three years.

#### 3.2 Housing Register and Transfer Demand

- 3.2.1 Appendix B provides a breakdown of live applications on the Housing Register and Transfer list by demand group and the number of bedrooms needed.
- 3.2.2 Total demand on these lists is currently just under 22,000 households. Given the high level of demand within the borough and the limited supply of housing, it is likely that a large number of these households will never be rehoused, and those that are assisted with rehousing face lengthy waits in many cases.

#### 3.3 Homeless Applications and Decisions

3.3.1 The Temporary Accommodation Update report, presented to the Executive in January 2008, provided members with a detailed analysis of trends in homeless applications and decisions. Since then, the position has remained largely the same, as the chart and following paragraphs explain. The graph below shows homeless applications received per quarter by financial year up to the end of January 2008.



- 3.3.2 There has been an increase in homeless applications in the current financial year and a corresponding increase in the number of acceptances. Although there was a slight decrease in the number of homeless applications received in quarter 3 compared to the previous quarters this financial year, this reduction can largely be attributed to seasonal trends.
- 3.3.3 It is expected that around 2,000 applications will be received this financial year, an increase of around 11% compared to the previous year.
- 3.3.4 Members will recall that the Temporary Accommodation Update report presented in January 2008 explained the overall positive performance on homeless prevention and some of the key supply and demand factors which had resulted in an increase in homeless applications. Part of the reason for the increase in homeless applications, and acceptances, has been a general downturn in the supply of private rented sector properties in the borough and across West London in general. This is due to a number of factors including changes in the market and competing demands for available properties.
- 3.3.5 The shortfall in the supply of private sector properties has meant that many households threatened with homelessness who have expressed an interest in taking an offer in the private rented sector therefore end up making a homeless approach.
- 3.3.6 In addition it should be noted that some households exercise their legal right to make a homeless application, and that there is no penalty if a household chooses to refuse an offer of accommodation in the private rented sector, and then makes a homeless application.
- 3.3.7 Significant progress has been made in reducing TA and managing homelessness as the next section outlines. However further work is needed to address the increase in homeless applications, and support further reductions in TA use.

Officers are looking at other ways of reducing acceptances through more proactive prevention work and a number of projects and cross-cutting initiatives are currently being progressed, some of which are outlined below.

#### 3.4 Housing Advice Service Review

A review of the advice and homeless assessment service is underway and should be completed shortly. This review forms part of a wider service development plan, which also includes reviews of the reception service and private sector procurement. This will determine whether the current structures and processes in place are the most appropriate in terms of meeting the Council's aim of providing an efficient service to all users, whilst ensuring maximum effectiveness in terms of preventing homelessness.

3.4.1 Detailed work has been carried out, including a wide-ranging process review exercise of the advice and assessment functions. The outcomes of this process review will inform both the review of the Housing Advice service and the complementary project which aims to improve our reception service, both in terms of physical lay-out but also the quality of advice and assistance that customers receive. The review has included detailed benchmarking, research and consultation with stakeholders and staff. A separate report will be presented to members in due course on the outcome of the review and changes planned.

#### 3.4.2 Single Homeless Surgery Pilot

A pilot single homelessness surgery is currently being planned, specifically to improve services for applicants who are in housing need or at the risk of homelessness, and who do not have a priority need under the homelessness legislation. Currently these applicants will be given an appointment with an officer, but there are limitations as to the practical help which can be provided, given that the Council does not have a statutory duty to assist these customers.

- 3.4.3 With the introduction of the pilot, these customers will be signposted to a Single Homeless Surgery which will take place one half day a week at Cricklewood Homeless Concern's premises. Various statutory and voluntary agencies will be present, and it is intended that this surgery approach will bring together existing services for this client group, and deliver a better service to users from a single point of access. The surgery will be run on a pilot basis, for six months with a full evaluation being carried out at the end of the period to assess effectiveness and the benefits to service users.
- 3.4.4 At the time of writing, the surgery is expected to go live in early March 2008.

#### 3.4.5 Young People and Homelessness

A review of services provided for homeless 16/17 year olds (who have a priority need under the homeless legislation) is also underway. This is linked to the wider service development plan Outlined in paragraph 3.4.1.

- 3.4.6 A "crash pad" facility for 16/17 year olds threatened with homelessness was launched in October 2007, supported by some CLG funding. This provides emergency accommodation for 16/17 year olds at risk of becoming homeless for a period of up to six weeks, whilst intensive work is carried out with the young person and their family to assess whether they can return to the family home, and also to enable them to access appropriate training and educational opportunities.
- 3.4.7 The crash pad has contributed to a reduction of young people being placed in hotel accommodation from 38 at the end of quarter 1 to 23 at present. However, it is increasingly clear that the Council needs to take a wider strategic approach to dealing with this client group. An away day was held in December which initiated this discussion and a follow-up meeting is being planned which will include Children and Families, Supporting People and other key stakeholders.

#### 3.4.8 Private Sector Procurement Review

A review of the existing private sector procurement processes and structures has also been initiated. One of the key areas that has already been identified is that existing resources working on procurement are spread across various service areas. It would clearly be logical to bring these resources into a unified team, to increase the efficiency of both the procurement and lettings functions. A consultation paper has been issued which will be followed by detailed proposals, with a final structure and any associated changes expected to be complete by summer 2008.

#### 3.5 Temporary Accommodation

#### 3.5.1 <u>Temporary Accommodation Numbers and Reduction Plan</u>

The Temporary Accommodation Update report in January 2008 provided an update to Members on progress against the Government's target to halve the number of homeless households in temporary accommodation by 2010. A summary of the revised target figures is provided below.

	Current figure	Ta	rget Figur	es	
Date	01/01/05	31/12/07	31/03/08	31/03/09	31/03/10
No in TA	4,466	3,953	3,882	3,239	2,243
Cumulative Reduction	-	513	584	1,227	2,223
%age Reduction	-	11%	13%	27%	50%

3.5.2 Members will note that as at the end of December 2007 an 11% reduction in the numbers in temporary accommodation had been achieved

- since January 2005. This reduction is significant, given the context of the previous ten years, which had seen a steady increase in the usage of temporary accommodation.
- 3.5.3 This is the first time that the number in Temporary Accommodation has been below 4,000 since June 2003. It should also be noted that as at the end of quarter 2, Brent had achieved the 8th highest numeric reduction in London, and across the country as a whole.
- 3.5.4 Officers forecast that the additional reduction required to meet the target of a 13% reduction by the end of 2007/08 is possible, and are working towards achieving this. However, it is clear that the following two years' targets present a significant challenge, with nearly three-quarters of our total reduction target still to be achieved.
- 3.5.5 Clearly there remain substantial risks involved in achieving the revised targets. In particular the revised action plan places a heavy reliance on there being a readily available supply of private rented properties. We have previously outlined in paragraph 3.3.4 how our available supply has reduced. In addition, the action plan continues to assume that we will be able to achieve a successful TA conversion scheme, and slippage on either the Temporary To Permanent (TTP) or Private Finance Initiative (PFI) Schemes could have a significant impact on the borough's ability to meet the 2010 target.
- 3.5.6 Conversion of temporary accommodation to settled accommodation

  A large part of our original strategy to reduce TA numbers by 50% was based on the Council being able to successfully implement a scheme to convert temporary accommodation leases into settled accommodation.
- 3.5.7 Previous reports have outlined some of the issues around setting up a conversion scheme for homeless households in either self-contained temporary accommodation managed by Registered Social Landlords (RSLs) under our Housing Association Leasing Scheme (HALs) or those provided via the Assured Lettings Scheme (ALS) operated by the Council's Private Housing Information Unit. However, we are still pursuing this and hope to implement a smaller scheme for conversions that will now account for around 27% of the total reduction target.
- 3.5.8 Previous exercises have shown little interest in this type of scheme reasons commonly expressed include a stated desire to wait for a permanent property and issues around disrepair in their existing accommodation.
- 3.5.9 Households accommodated under the Council's Assured Lettings Scheme (ALS) were targeted for a project whereby Brent received additional funding until the end of 2007/08. This project provided additional resources for the supply of private rented properties and to carry out some targeted work around increasing the number of qualifying offers we are able to

achieve.

3.5.10 Around a third of the clients contacted have indicated a willingness to the Council discharging its homeless duty to them, and work is in progress to achieve this. With the progress made so far, officers will continue to explore and develop this option.

#### 3.5.11 Hotel Numbers

There has been a slight reduction week to week in the number of homeless households accommodated in hotels (both en-suite rooms and those with shared facilities) this financial year. There has a been a reduction of around forty households in hotels between the end of quarters 1 and 3 which represents a 12% reduction. Managers are continuing to explore ways of making best use of hotel accommodation and reducing the hotel figures further, and are particularly focussing on the highest cost placements.

- 3.5.12 There is a statutory requirement that households with dependent children do not remain in hotels for longer than six weeks (six week rule for families in hotel). In addition to compliance with this statutory requirement, keeping the numbers of households in hotels to a manageable level will in turn have a cost reduction impact on the Temporary Accommodation budget due to the reduced loss of Housing Benefits subsidy.
- 3.5.13 A separate report is being presented to this Executive on plans to use the void properties arising from the Regeneration project in South Kilburn as temporary accommodation until the blocks are demolished, on a short-term basis for homeless households. This scheme should help to reduce overall numbers in hotel accommodation and will also provide a better standard of accommodation for homeless households.

#### 3.7 Permanent Lettings against Projections 2007/08

3.7.1 At the time of writing, lettings figures for performance up to the end of December are available. The table below summarises actual lettings performance to the end of December against the projections set at the beginning of the financial year.

#### Lettings Variance from Targets -To Month = 9

427	45	12%
		1270
216	53	32%
142	-3	-2%
785	94	14%
	142	142 -3

Lettings	Council	442	332	393	62	19%	
Source	RSL	479	359	392	33	9%	
	Total	921	691	785	94	14%	

- 3.7.2 Overall, lettings are currently 14% above pro rata projections. This is partially as a result of some slippage in the 2006/07 programme. Based on these figures, officers forecast that overall lettings to all demand groups will be above the original projection made. It is expected that about 1030 lettings will be made in 2007/08 in both the Council's own stock and permanent RSL lettings.
- 3.7.3 At the time of writing, lettings to homeless households and those on the Housing Register are above the original forecast. Officers anticipate that the projected lettings for transfer applicants will be achieved by the end of the financial year.
- 3.7.4 It is worth noting that lettings to date have been above target for some of the different demand groups. For example, we have made good use of transfers through moving under-occupiers, thereby freeing up larger properties for households and supporting a reasonable percentage of all households in need. Single people or couples referred from a number of voluntary organisations have also been helped to move on and Management Transfers have been used for urgent rehousing of council tenants in exceptional circumstances.
- 3.7.5 A detailed analysis of lettings performance to the end of December 2007, including a breakdown by bedsize and category, is provided in Appendices C and D.

#### 3.8 Lettings Projections 2008/09

- 3.8.1 From an analysis of the trend in local authority and RSL lettings, it is anticipated that there will be 1043 lettings made in 2008/09.
- 3.8.2 For the RSL lettings, there is a decrease of about 8% compared to last year's. This is as a result of a significant drop in new build development due to delays in some of the schemes. However there is a projected 5%

increase in RSL relets.

- 3.8.3 It is projected that there will be a growth of around 15% in Council relets in comparison to the projected performance at the end of 2007/08. The assumption is that by achieving more transfers to tenants who are overcrowded, this will in turn give rise to more Council relets. In addition we are expecting 85 properties from the Granville New Homes Scheme in South Kilburn. These properties are for households decanted due to the Regeneration project in South Kilburn.
- 3.8.4 The table below summarises the distribution of these lettings across the different bedroom categories.

#### **BRENT AND HOUSING ASSOCIATION - Projected Lettings 2008/09**

	BSR	1 BED	2 BED	3BED	4 BED+	Total
Brent	50	228	178	97	49	602
RSL	8	206	178	46	3	441
Total	58	434	356	143	52	1043

In addition officers expect to make over 200 lettings directly into the private rented sector.

- 3.8.5 Projected lettings, despite an increase on 2007/08, will only be able to meet a small proportion of the total housing need in the Borough. In 2008/09, we will be able to provide lettings to less than 5% of current applicants on the Housing Register and Transfer List.
- 3.8.6 Members will recall that, in previous years, a detailed set of lettings targets for each demand group has been agreed. Before the introduction of the choice based lettings scheme, officers were able to directly allocate properties to ensure that individual targets or criteria were met.
- 3.8.7 However the implementation of Locata, a choice based allocation scheme, working in partnership with other local authorities and RSLs in the West London Alliance, gives choice to applicants on the Housing Register about where they want to live. Officers therefore have less control over lettings, which are driven by demand as applicants bid for their choice of properties.
- 3.8.8 However, the different demand groups reflect priorities as set out in the allocations scheme, and officers therefore consider it appropriate to provide a detailed set of projections based on these demand groups. In addition, specific quotas have been set for a small number of high priority groups-Children in Need, Adults Social Care, and Former Service Tenants.
- 3.8.9 As projected lettings can only meet a small proportion of the housing need in the borough, it is therefore important that prioritisation of lettings is considered in line with the allocations scheme. Members are therefore asked to approve the lettings projections set out in Appendix E. This lettings scheme is similar to 2007/08 and supports a number of policy,

strategic objectives and new initiatives, including the following:

- 40 lettings are projected to deal with urgent management transfers for council tenants. This gives the flexibility to move Council tenants where there is a need, due to exceptional circumstances.
- 90 lettings are projected to deal with transfers required due to major works and to take account of the South Kilburn Regeneration Scheme decant programme. As mentioned earlier, the 85 properties from the Granville New Homes Scheme in South Kilburn will be for households decanted due to the Regeneration project.
- 10 lettings are projected for the Intra-Estate transfer scheme. This
  figure includes transfers to deal with very occasional incidents of anti
  social behaviour. For the good management of an area/estate it is
  occasionally necessary to move a household to a similar property
  within the same area.
- 55 lettings are projected for the Underoccupation Scheme. Brent has had an effective and well developed under-occupation scheme in place for years. This allows tenants who are under-occupying properties to move to a property more suitable to their current needs much quicker. This in turn frees up a larger property earlier than might be otherwise expected for an overcrowded household. Tackling overcrowding is a key part of the government's agenda and having an under-occupation scheme is one way in which some of these households' problems can be addressed. The scheme makes a significant contribution to the available pool of larger properties available for letting.
- 50% of the available lettings are targeted to the homeless in order to support our Temporary Accommodation plans. Even though good progress has been made so far regarding the Temporary Accommodation reduction plan, the borough still has a high number of homeless households in temporary accommodation. The Department of Communities & Local Government has set a target for all local authorities to reduce temporary accommodation usage by 50% by 2010, as detailed in paragraph 3.5.

#### 3.8.10 Emerging Households Scheme

Members are asked to note this new demand group which caters for households at risk of becoming homeless. This is a homeless prevention initiative, offering an increased priority for social housing for applicants who are at risk of being asked to leave overcrowded family homes, often because they have a family of their own. Statistics show that 38% of homeless acceptances in 2006/07 were due to family exclusions.

3.8.11 The aim of the scheme is to provide an alternative to going down the route of presenting themselves to the Council as homeless. Often applicants see this as the only route into a secure tenancy. This scheme will recognise the housing need of these applicants, but will work with them to ensure that they can remain in the home until permanently rehoused, so preventing the need for temporary accommodation. Potential applicants will be identified

through the Welfare Panel route and the scheme will be carefully monitored to ensure that it is fair and transparent.

3.8.12 Thirty five lettings are projected under this scheme, which will be aimed at households with dependent children (including pregnant women) who are overcrowded in their family home (defined as lacking at least one bedroom) and have a strong local connection. The scheme will be reviewed after a year as it is being run on a pilot basis. As stated in paragraph 2.3 of this report, Members are asked to approve the implementation of this Emerging Households Scheme on a pilot basis.

#### 3.8.13 Children Leaving Care

Forty five lettings from the Housing Register are targeted for Children Leaving Care, to assist the Children and Families department in rehousing young adults. In 2007/08 this target was increased to 55, as the cost of funding placements for children leaving care, including unaccompanied asylum seeking children, was a significant pressure on the Children and Families budget. The provision of these additional units enabled some of the backlog of placements of children leaving care to be addressed and the target has therefore reverted to 45 for 2008/09. However this area will continue to be monitored closely.

#### 3.8.14 Move-on Accommodation

Sixty five lettings are projected for move-on accommodation for voluntary organisations. This projection has been reduced from 75 in 2007/08 because of the planned closure of Pound Lane hostel for refurbishment purposes. Decant arrangements are being finalised at the time of writing.

- 3.8.15 A "Move on Move in" project commenced early in January 2008. The focus of the project is the development and implementation of a centralised team in Brent that will act as a single point of contact for all referrals to supported accommodation in the borough.
- 3.8.16 One of the primary tasks of developing the project is mapping of the supply and demand of services and unmet need. This will be collated through a variety of sources including demand from Supporting People projects, residential care and hostels, mapping links with projects within the Adult Social Care transformation process, and mapping of existing services, projects and housing options for the client group.
- 3.8.17 A flow-through of applicants in this type of accommodation is essential, to provide better housing solutions when people are ready for independent living and to ensure services funded through the Council's Supporting People Programme are effectively used. This is a key theme in both our Homelessness Strategy and our Supporting People Strategy.

#### 3.8.18 Adults Social Care

Housing and Community Care are currently reviewing the departmental approach to move-on accommodation as mentioned above, particularly for adults leaving residential care placements. This is an area where further

work is needed; in order to understand the level of demand, and ensure that best use is made of Supporting People funded accommodation, as well as permanent social housing. This specific quota of twenty properties will continue to give this part of the department access to much needed properties, and provide housing solutions for a vulnerable client group.

#### 3.8.19 Tackling Overcrowding

Members will be aware that there are high levels of overcrowding in the borough, the fourth highest level of overcrowded households in the country according to census data. Approximately 45% of households on the Housing Register and Transfer list are currently living in overcrowded conditions. As this report has previously outlined, only a small proportion of the current demand for housing will be met through permanent lettings.

- 3.8.20 Of the total lettings made so far in 2007/08 to applicants on both the Transfer Scheme and other Housing Register demand groups, about 50% have been offered to overcrowded households.
- 3.8.21 The department of Communities and Local Government published "Tackling Overcrowding in England an Action Plan" in December 2007. This included an expectation that local authorities would develop housing options and advice services specifically targeted at overcrowded households...
- 3.8.22 Brent in addition to the other 37 Pathfinders local authorities have been awarded some funding by the CLG in 2008/09 to tackle overcrowding. This funding is to be used for developing strategies to tackle overcrowding; including partnership working with planners, RSLs and developers, a more proactive approach especially within housing options, and further innovative measures. An Action plan is currently being developed and a specialist advisor from CLG will be visiting Brent in due course to discuss our plans.

#### 3.9 Letting Plan

Lettings plan act as a guide to the proposed allocation of lettings for a particular scheme which is also the case with the first phase of the Quintain development (W01 Scheme) outlined in the following paragraphs. The key aim of lettings plan is to contribute to the continuing sustainability of housing schemes; in this case by tackling overcrowding. This is by assisting future household growth and targeting under-occupiers to release family accommodation. Officers have more control on the allocation of these housing schemes.

3.9.1 Lettings plan for the first phase of the Quintain development (W01 scheme) As part of the regeneration of the area surrounding Wembley Stadium (the Quintain Development) approximately 3,700 new homes will be built. Of these, section 106 planning agreement requires 35% of these to be affordable housing for rent and shared ownership. The Council, the Housing Associations involved and the developer wish to ensure that these schemes are successful, sustainable and provide good quality housing that

is a positive place to live. To assist in this process, the S106 agreement requires the Council to agree a Lettings Plan for the various parts of the scheme.

3.9.2 The first phase of the Quinitan development, the W01 scheme, is to complete in August 2008. In total there are 283 dwellings with the W01 scheme. The properties are spread across seven floors. The split between the various tenures is 133 (47%) private sale, 98 (35%) intermediate and key worker homes and 52 (18%) social renting. There is no social renting on the ground or first floors; however all of the three bedroom properties will be used for social renting. There are five units designed for wheelchair users and all of these are for social renting. The full size and type breakdown is outlined below:-

Floor	Private			Interme	diate	!	Social				Total
	Studio	1	2	Studio	1	2	studio	1	2	3	
GF	1	6	2	-	3	-	-	-	-	-	12
1F	1	10	4	-	2	2	-	6	1	-	26
2F	2	11	8	-	14	5	-	4*	3	2	49
3F	2	12	8	-	13	5	-	4*	3	2	49
4F	2	12	8	-	13	5	-	3	4*	2	49
5F	2	12	8	-	13	5	-	3	4*	2	49
6F	2	12	8	-	13	5	-	3	4*	2	49
	12	75	46	-	71	27	-	23	19	10	
	133			98			52				283
	47%			35%			18%				

<sup>\* 1</sup> flat is designed for wheelchair use

- 3.9.3 In terms of the social rented housing the split between the bedsizes is unusual for a new build scheme within Brent. There is a very high proportion of one bedroom units within the overall scheme, around 44%. The properties are being built to a relatively high standard and there will be added facilities such as a concierge. However, car parking will be limited to the disabled units only. In developing proposals for the lettings plan to be adopted for the W01 scheme, officers have referred to the pilot sustainable lettings plan adopted for the Donnington Court scheme.
- 3.9.4 The Executive approved a pilot sustainable lettings plan for the Donnington Court development in April 2006. The lettings scheme was treated as a pilot project to test an approach to sustainable high density development by agreeing a lettings plan. Members were advised that the lettings approach for the Donnington Court scheme would not be used to set a precedent for lettings schemes on other high density developments, but would be used to test the validity of sustainable lettings agreements and establish the principles under which any future arrangements on individual schemes would be negotiated.
- 3.9.5 The Donnington Court lettings scheme allowed for a limited level of underoccupation and increased the number of new lettings to the development for transfers from existing social housing. The aim of this approach was to

assist in alleviating the high levels of overcrowding in Brent's own permanent housing stock. Flats on the ground and first floors were let at full occupation. However, rented flats above the first floor were let as follows:

- 2 bed flats normally allocated to 4 person households were let to 3 person households
- 3 bed flats normally allocated to 5 person households were let to 4 person households
- 3.9.6 Lettings to the Donnington Court development were completed in January 2007. A review of the lettings plan is currently being undertaken by the Council and Paddington Churches Housing Association. The review will be completed by the end of April 2008 and a further report on the findings of this review will be presented to Members shortly afterwards.
- 3.9.7 Members are asked to approve a lettings plan for the W01 development which incorporates the following elements:
  - Targeted lettings to underoccupiers
  - Increased proportion of lettings to existing Council and Social Housing tenants
  - Under-occupation of the three bedroom dwellings above the fifth floor

#### 3.9.8 Targeted lettings to Under occupiers

At present Brent has 155 tenants who are living in family sized accommodation who have expressed an interest in moving to smaller one or two bedroom properties. The resulting vacancies could then be used to house families. The Council will provide free removal for such tenants and pay up to £4000 as an incentive.

## 3.9.9 <u>Increased proportion of lettings to existing Council and Social Housing tenants.</u>

The proposed mix between existing Council or Housing Association tenants and Homeseekers, will result in the rehousing of a large proportion of under occupying tenants. This will result in a higher percentage when compared with the general lettings percentages. This will also affect the age range of those children within the scheme as children of under occupiers moving into two bedroom property are likely to be older than the general population. In terms of child densities it is not proposed to change the maximum occupation for the two bedroom properties, since letting to under occupiers will naturally reduce the density level. In relation to the three bedroom properties it is proposed to allocate 40% to existing Social tenants and 60% to new Homeseekers. The three bedroom properties on the fifth floor and above will be let one bedspace below the maximum to allow for natural growth within the scheme. A full breakdown of the proposed lettings is outlined below:-

	Underoccupiers	Other Tenants	Homeseekers	Wheelchair Users	Total
1 bed	14	-	7	2	23
2 bed	5	2	9	3	19

3 bed	-	4	6	-	10
	19	6	22	5	52

#### 3.9.10 <u>Underletting 3 Bedroom Properties Above The Third Floor.</u>

As regards the under letting of the three bedroom properties on or above the fifth floor the proposed adjustments are:-

Plot Number	Built Size	Maximum Proposed Lettings Size
5.19	3 bed 5 person	3 bed 4 person
5.23	3 bed 6 person	3 bed 5 person
6.19	3 bed 5 person	3 bed 4 person
6.23	3 bed 6 person	3 bed 5 person

#### 3.9.11 Wheelchair Properties

The properties designed for wheelchair users have been separated out as the priority will be to ensure that this accommodation is allocated to those who most need the facilities that are available. As such they may come from any of the other categories, but it would not be appropriate to try to direct the properties to one particular group.

3.9.12 The lettings plan will apply to all new lettings to the W01 development. It will be monitored and may have to be varied during the allocations process. This may be for example because the scheme does not prove popular with under-occupiers. In addition, a further review of the lettings approach will need to be undertaken after 12 months of the initial lettings, to determine whether further changes are required to be made before re-letting. The review will need to factor in the overall success in achieving a sustainable lettings approach within the development, and will need to consider the impact of lettings being made to the later phases, which may have different lettings plans, as the size, mix and other factors are likely to vary. Given this, the Executive is asked to authorise the Director of Housing and Community Care to make variations to the proposed lettings plan to the W01 development at the initial lettings stage and for subsequent relets, and to report any subsequent variations that have been made to the lettings approach for the W01 development to the Executive accordingly.

#### 4.0 Financial Implications

- 4.1 The total agreed budget for expenditure on Temporary Accommodation for 2007/08 is £3,840,000. This figure includes a Housing Benefit subsidy loss budget of £500,000. Officers are currently forecasting a break even budget for 2007/08.
- 4.2 The total agreed budget for expenditure on Temporary Accommodation for 2008/09 is £5,292,000. This figure includes a Housing Benefit subsidy loss budget of £500,000. There are wider supply and demand factors which could impact on the ability to control this budget, including the level of approaches from homeless households and our ability to successfully prevent homelessness where possible, and therefore reduce overall

temporary accommodation costs.

4.3 The DWP's recent announcement of a 10% reduction in the HB subsidy cap for 2008/09, the impact of which is a loss of income of £1.927m. This and a savings of £375,000, has been taken into account in the preparation of the Temporary Accommodation budget for 2008/09. A change in the way leased temporary accommodation rents are set from 2009/10 onwards was also announced by the DWP. It is expected that this will mean that a separate payment will be made for management costs, probably through a grant mechanism.

#### 5.0 Legal Implications

- 5.1 The primary legislation that governs the allocation of new secure tenancies is set out in Part VI of the Housing Act 1996 "the 1996 Act", as amended by the 2002 Act. As enacted, the 1996 Act introduced a single route into council housing, namely the Housing Register, with the intention that the homeless have no greater priority than other applicants for housing. Since the enactment of the 2002 Act, councils are required to adopt an allocations policy which ensures that "reasonable preference" is given to certain categories of applicants (which are set out in section 167 of the 1996 Act as amended by the 2002 Act and includes homeless households and persons living in overcrowded conditions), and to allocate strictly in accordance with that policy. An allocation which is not in accordance with the Council's own allocation policy will be "ultra vires" and deemed to be unlawful.
- 5.2 Brent has adopted Locata, a choice-based Allocations Scheme, working in partnership with other local authorities and RSLs in the West London Alliance. Locata applies to all categories of applicant, including those seeking a transfer within Council housing. Although an analysis of demand and lettings is made with reference to (i) homelessness, (ii) Housing Register and (iii) transfer demand; there is no legal difference in the duties owed to people in each of these categories.
- 5.3 The primary legislation governing decisions on homeless applications is the Housing Act 1996, Part VII, which is amended by the Homeless Act 2002. The Council is required to make decisions on homeless applications within the scope of the legislation bearing in mind local demand.
- 5.4 On 14 November 2006, Ruth Kelly MP, the Secretary of State for Communities and Local Government, announced that by 2010, hotel accommodation will no longer be used to accommodate homeless 16 and 17 year olds, except in emergencies.

#### 6.0 Diversity Implications

6.1 The most recent census data shows that Brent has the second highest ethnic minority population in London. The lettings targets, which are set annually, could potentially have a disproportionate impact on a particular

ethnic group or groups. It is important therefore that this area continues to be closely monitored. Previous impact assessments have not demonstrated any adverse impact as a result of the letting process.

- 6.2 With regard to the proposed Wembley Pilot pilot scheme, the decision to allow a limited degree of under-occupation will affect the size of households housed in the scheme. Although some BME communities have larger than average household sizes, it is not anticipated that there will be any adverse impact on the particular group, since these communities are over-represented on the housing register across all household sizes.
- 6.3 Following the review of the Donnington Court lettings pilot, a further impact needs requirement assessment will be carried out by officers to assess the success of the on the overall pilot lettings approach and a report will be presented to members on the review findings and any changes at are required to any subsequent lettings approaches for this scheme or other schemes.

#### 7.0 Staffing/Accommodation Implications (if appropriate)

7.1 None specific.

#### **Background Papers**

#### Executive

Sustainable Lettings – proposed pilot scheme at Donnington Court Report (04/06) Supply and Demand (07/06) Homelessness Strategy Update (03/07) Supply and Demand and Temporary Accommodation Report (04/07) Temporary Accommodation Update (01/08)

#### **Contact Officers**

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Martin Cheeseman
Director of Housing & Community Care

## Appendix A – Supply & Demand Model

	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
DEMAND					
Transfers	1982	2025	2100	2011	1953
Register (Non-horneless)	12096	12439	13030	14030	15192
Homeless Applications	1814	2000	1900	1850	1790
Homeless Acceptances	767	840	779	740	698
Fall Out Rate	-157	-197	-186	-162	-118
Total New Demand	610	643	593	578	580
Families in T.A. Brought Forward	4450	4082	3882	3322	2243
Net Homeless Demand	5060	4725	4475	3900	2823
DEMAND FROM ALL GROUPS	19138	19189	19604	19940	19968
ERMANENT SUPPLY					
Brent lets	456	442	602	550	500
Housing Association	508	479	441	430	420
PERMANENT SUPPLY (RSL's & Brent)	964	1030	1043	980	920
ETTINGS					
Chalkhill Decants	0	0	0	0	0
Transfers	206	212	185	151	142
Register (Non-homeless)	262	265	275	219	208
Homeless	496	510	500	600	600
ALL PERMANENT LETTINGS	964	1030	1043	980	920
Direct Lettings in the Private Sector	40	80	200	220	250
Out of Borough Lettings	11	35	75	80	100
Conversion of TA to Settled Accom	0	5	200	315	350
ALL LETTINGS (Incl Private Sector)	1015	1150	1518	1595	1620
RESIDUAL DEMAND					
Transfers	1776	1813	1915	1860	1811
Register (Non-homeless)	11845	12683	12755	13811	14984
Homeless (In T.A.)	4546	4276	3700	2685	1523
UNMET DEMAND (After Lettings)	18167	18772	18369	18355	18318
.A. BREAKDOWN					
AST/HALS/PSL	2690	2533	2163	1313	1279
B&B, incl. annexes	280	250	170	115	94
PLA	250	273	229	190	175
ALS	271	200	110	85	80
BDL	357	416	400	352	380
Hostel	48	80	75	48	62
Emergency RSL Hostel	30	30	30	30	30
Council Stock	0 6	0	0	0	0
Stonebridge HAT Short Life Lettings (Challetti Church End. South Kilburg etc.)	5 20	0	50	30	20
Short-Life Lettings (Chalkhill, Church End, South Kilburn etc)  Mother & Baby	130	100	95	30 80	83
Modifici de Buby				**	
	4082	3882	3322	2243	2203

Appendix B – Current Housing Demand – by list and bedrooms needed

Housing Register	Bedsit	1	2	3	4	5	6+	Total
Adult Social Care	2		1					3
CHILDREN LEAVING CARE	49		2					51
CHURCH END QUOTA (APPROVED)	2	1	2	1				6
CONTRIBUTION TO MOBILITY	1		6	2				9
HOUSING REGISTER	8,225	1,041	5,512	2,639	957	221	41	18,636
MEDICAL A (HOU REG)	46	30	52	31	16	3		178
OUT OF BOROUGH APPLICANTS	512	58	246	98	21	10	1	946
PROBATION SERVICE QUOTA	5							5
ROUGH SLEEPERS	1							1
SOCIAL SERVICES (HOU REG)			1	4				5
STONEBRIDGE HAT	1		2	1	1	1		6
SUCCESSION (UNDEROCCUPATION)	12	1	5					18
VOLUNTARY ORGANISATION QUOTA	89		1					90
Total	8945	1131	5830	2776	995	235	42	19,954
Transfer List	Bedsit	1	2	3	4	5	6+	Total
£4000 UNDER OCCUPATION	112	24	19					155
DECANT	6	1	5	2	1			15
INTRA-ESTATE TRANSFER	6	2	8	9				25
MANAGEMENT TRANSFER	25	2	22	28	11	3		91
MEDICAL A (TRANSFER)	22	7	16	12	3	1		61
TENANCY SEPARATION	3							3
TRANSFER LIST (APPROVED)	426	63	510	452	182	28	3	1,664
Total	600	99	580	503	197	32	3	2,014
Total Demand	9.545	1.230	6.410	3.279	1.192	267	45	21.968

## Appendix C - Lettings Performance 2006/07 (April – December)

#### BRENT LETS

	TOTAL	BSR	1 BED	2 BED	3BED	4 BED+
	ACT	ACT	ACT	ACT	ACT	ACT
HOUSING REGISTER						
HOUSING REGISTER (HMLSS)	175	7	70	71	20	7
CHILDREN LEAVING CARE (HMLSS)	12	5	6	1	0	0
MEDICAL 25 (HOMELESS)	5	0	2	1	1	1
SUB-TOTAL	192	12	78	73	21	8
MEDICAL 25 (REGISTER)	10	0	5	3	1	1
VOLUNTARY ORGANISATIONS	40	4	35	1	0	0
CONTRIBUTION TO MOBILITY	31	7	15	5	2	2
SOCIAL SERVICES/CHILDREN IN NEED	1	0	0	0	0	1
HOUSING REGISTER (OTHER)	22	12	5	3	2	0
ADULT SOCIAL CARE	2	1	0	1	0	0
STONEBRIDGE HAT	0	0	0	0	0	0
PROBATION SERVICE	0	0	0	0	0	0
FORMER SERVICE TENANTS	2	0	0	1	0	1
SUB-TOTAL	108	24	60	14	5	5
TRANSFERS						
DECANTS	6		3	2		1
TRANSFER LIST	25	0	3	14	5	3
MEDICAL 25 (TRANSFERS)	1	0	1	0	0	0
MANAGEMENT TRANSFER	19	0	3	2	6	8
INTRA-ESTATE TRANSFER	2	0	0	2	0	0
£1000 UNDER OCCUPATION	40	0	35	4	1	
SUB-TOTAL	93	0	45	24	12	12
TOTAL	393	36	183	111	38	25

#### HOUSING ASSOCIATION LETS

	TOTAL	BSR	1 BED	2 BED	3BED	4 BED+
	1017	DOIL	1 DED	2 DLD	JULU	TOLD.
	ACT	ACT	ACT	ACT	ACT	ACT
HOUSING REGISTER						
HOUSING REGISTER (HMLSS)	211	3	60	98	38	12
CHILDREN LEAVING CARE (HMLESS)	20	1	16	2	1	0
MEDICAL 25 (HOMELESS)	4	<u>i</u>	1	1	'n	1
media le co ( romeceso)	•	•	i i		Ť	
SUB-TOTAL	235	5	77	101	39	13
MEDICAL 25 (WAITING LIST)	7	0	4	3	0	0
VOLUNTARY ORGANISATIONS	28	2	25	1	0	0
CONTRIBUTION TO MOBILITY	13	0	3	4	5	1
SOCIAL SERVICES/CHILDREN IN NEED	0	0	0	0	0	0
HOUSING REGISTER (OTHER)	59	6	33	17	3	0
ADULT SOCIAL CARE	0	0	0	0	0	0
STONEBRIDGE HAT	1	0	0	0	1	0
PROBATION SERVICE	0	0	0	0	0	0
FORMER SERVICE TENANTS	0	0	0	0	0	0
SUB-TOTAL	108	8	65	25	9	1
TRANSFERS						
DECANTS	0	0	0	0	0	0
TRANSFER LIST	20	0	5	9	6	0
MEDICAL 25 (TRANSFERS)	5	0	2	1	1	1
MANAGEMENT TRANSFER	16	0	2	7	4	3
INTRA-ESTATE TRANSFER	0	0	0	0	0	0
£1000 UNDER OCCUPATION	8	0	6	2	0	0
SUB -TOTAL	49	0	15	19	11	4
TOTAL	392	13	157	145	59	18

## Appendix D – Lettings Performance 2006/07 (April – December)

#### BRENT AND HOUSING ASSOCIATION

Note: The monthly targets are calculated on a pro rata basis. Rounding errors may result on the 'TAR' and 'VAR' columns.

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	TARGET	ARGET   PRO RATA		ALS			BSR			l	1 BEC	)		1	2 BED	1			3BED			1	BED	+
					TAR	1			TAR	PR			TAR				TAR	1			TAR	1	Ĭ	
	P.A.	TAR	ACT	VAR	P.A.	TAR	ACT	VAR	P.A.	TAR	ACT	VAR	P.A.	TAR	ACT	VAR	P.A.	TAR	ACT	VAR	P.A.	TAR	ACT	VAR
HOUSING REGISTER																								
HOUSING REGISTER (HMLSS)	450	338	386	48	10	8	10	2	130	98	130	33	200	150	169	19	80	60	58	-2	30	23	19	-4
CHILDREN LEAVING CARE (HMLESS)	55	41	32	-9	8	6	6	ō	47	35	22	-13	0	0	3	3	0	0	1	1	0	0	0	0
MEDICAL 25 (HMLESS)	2	2	9	7	0	0	1	1	1 1	1	3	2	1	1	2	1	1 0	Ō	1	1	0	0	2	2
														0				<b></b>						
SUB-TOTAL	507	381	427	46	18	14	17	3	178	134	155	22	201	151	174	23	80	60	60	0	30	23	21	-2
MEDICAL 25 (REGISTER)	4	3	17	14	0	0	1	1	1	1	12	11	1	1	- 8	7	1	1	2	1	1	1	3	2
VOLUNTARY ORGANISATIONS	75	56	68	12	20	15	6	-9	55	41	60	19	0	0	2	2	0	0	0	0	0	0	0	0
CONTRIBUTION TO MOBILITY	40	30	44	14	0	0	7	7	17	13	18	5	20	15	9	-6	2	2	7	5	1	1	3	2
SOCIAL SERVICES/CHILDREN IN NEED	5	4	1	-3	0	0	0	0	0	0	0	0	2	2	0	-2	2	2	0	-2	1	1	1	0
HOUSING REGISTER (OTHER)	64	48	81	33	15	11	18	7	33	25	38	13	12	9	20	11	3	2	5	3	1	1	0	-1
ADULT SOCIAL CARE	20	15	2	-13	0	0	1	1	16	12	0	-12	3	2	1	-1	1	1	0	-1	0	0	0	
STONEBRIDGE HAT	2	2	1	-1	0	0	0	0	0	0	0	0	1	1	0	-1	1	1	1	0	0	0	0	0
PROBATION SERVICE	8	6	0	-6	4	3	0	-3	4	3	0	-3	0	0	0	0	0	0	0	0	0	0	0	0
FORMER SERVICE TENANTS	3	2	2	0	0	0	0	0	1	1	0	-1	1	1	1	0	1	1	0	-1	0	0	1	1
SUB-TOTAL	221	166	216	50	39	29	33	4	127	95	128	33	40	31	41	10	11	10	15	5	4	4	8	4
TRANSFERS																								
DECANTS	15	11	6	-5	0	0	0	0	7	5	3	-2	4	3	2	-1	3	2	0	-2	1	1	1	0
TRANSFER SCHEME	75	56	45	-11	1	1	0	-1	20	15	8	-7	36	27	23	-4	15	11	11	0	3	2	3	1
MEDICAL 25 (TRANSFERS)	7	5	6	1	0	0	0	0	2	2	3	2	2	2	1	-1	2	2	1	-1	1	1	1	0
MANAGEMENT TRANSFER	35	26	35	9	0	0	0	0	4	3	5	2	11	8	9	1	15	11	10	-1	5	4	11	7
INTRA-ESTATE TRANSFER	10	8	2	-6	0	0	0	0	2	2	0	-2	6	5	2	-3	2	2	0	-2	0	0	0	0
£1000 UNDER OCCUPATION	51	38	48	10	1	1	0	-1	47	35	41	6	3	2	6	4	0	0	1	1	0	0	0	0
SUB-TOTAL	193	145	142	-3	2	2	0	-2	82	62	60	-2	62	47	43	-4	37	28	23	-5	10	8	16	8
TOTAL	921	692	785	93	59	45	50	5	387	290	343	53	303	229	258	29	128	98	98	0	44	35	45	10

## Appendix E – Lettings Projections 2008/09

### BRENT AND HOUSING ASSOCIATION - Projected Lettings 2008/09

	BSR	1 BED	2 BED	3BED	4 BED+	Total
Brent	50	223	183	97	49	602
RSL	8	206	178	46	3	441
Total	58	429	361	143	52	1043

	BSR	1 BED	2 BED	3BED	4 BED+	TOTAL
HOUSING REGISTER (HOMELESS)						
HOUSING REGISTER (HMLSS)	10	145	200	70	25	450
EMERGING HOUSEHOLDS SCHEME	0	0	25	10	0	35
MEDICAL 25 (HMLSS)	0	2	1	1	1	5
CHILDREN LEAVING CARE	8	35	2	0	0	45
SUB-TOTAL	18	182	228	81	26	535
HOUSING REGISTER						
HOUSING REGISTER (OTHER)	20	40	15	5	1	81
MEDICAL 25 (REGISTER)	0	4	1	1	1	7
VOLUNTARY ORGANISATIONS	15	50	0	0	0	65
CONTRIBUTION TO MOBILITY	1	17	19	2	1	40
CHILDREN IN NEED	0	0	2	2	1	5
ADULTS SOCIAL CARE	0	16	3	1	0	20
STONEBRIDGE REGENERATION	0	0	1	1	0	2
PROBATION SERVICE	4	4	0	0	0	8
FORMER SERVICE TENANTS	0	1	1	1	0	3
SUB-TOTAL	40	132	42	13	4	231
TRANSFERS						
DECANTS	0	35	29	16	10	90
TRANSFER SCHEME	0	20	36	15	4	75
MEDICAL 25 (TRANSFERS)	0	3	2	1	1	7
MANAGEMENT TRANSFER	0	5	13	15	7	40
INTRA-ESTATE TRANSFER	0	2	6	2	0	10
£4000 UNDER OCCUPATION	0	50	5	0	0	55
SUB-TOTAL	0	115	91	49	22	277
TOTAL	58	429	361	143	52	1043

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