

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 27 July 2022	<b>Decision Taker:</b> Cabinet Member for Council Homes and Homelessness
<b>Report title:</b>		Aylesbury Over 55s Discretionary payment package for Homeloss and Disturbance	
<b>Ward(s) or groups affected:</b>		Faraday	
<b>From</b>		Director of Housing and Modernisation	

## RECOMMENDATION(S)

That the Cabinet Member for Council Homes and Homelessness

1. Approve under delegated authority to award a Discretionary Payment package for Homeloss and Disturbance to eligible residents moving from non-activated phases within the Aylesbury redevelopment area to the new Over 55s homes on Plot 18 of the Aylesbury redevelopment area.

## BACKGROUND INFORMATION

2. The wider background to the redevelopment of the Aylesbury Estate has been covered extensively in previous reports.
3. The Over 55s dwellings are located on Plot 18 (Development Phase 2a of the Aylesbury redevelopment area). This phase delivers a high-quality neighbourhood hub development which includes a number of key council-funded community facilities – Health Centre, Library, Early Years facility and a public square – as well as first new homes by the council’s development partner Notting Hill Genesis (NHG). The development will be completed in 3 tranches, with the Over 55s completion at the end of 2022.
4. Of the total 122 new NHG homes on that site, 23 flats are to be delivered as social rent (SR) ‘Over 55s’ accommodation. ‘Over 55s’ accommodation is distinguished from general-needs housing by the eligibility criteria, which is that all members of the applicant household are required to be over 55 years of age.
5. ‘Over 55s’ accommodation is a recognised successful model of specialist housing and, where delivered in other parts of London and the country, has proven to foster neighbourliness, combat loneliness and engender strong community links. The provision this specialist accommodation represents an inclusive approach to the new housing being delivered across the Aylesbury redevelopment area, alongside the Extra Care facility and the facility for people with Learning Difficulties on the First Development site (FDS).
6. Its delivery for the Aylesbury redevelopment comes directly out of dialogue

with the middle-aged and elderly residents of the estate, who wanted to stay in the locality, down-size from the larger family homes they currently occupy, and were seeking a more intimate community within the wider redevelopment area.

7. The Plot 18 'Over 55s' accommodation is located in a building set within a perimeter block, served by a single front door (accessing only those 23 flats) as well as a communal rooftop garden. Of the 23 Over 55 flats, 17 are 2-bed 3-person flats and 6 are 1-bed 2-person flats. The detail of the design and layout of the flats was developed through regular meetings with a representative residents' group.
8. A Local Lettings Policy sets out the priority cascade for applicants to the 'Over 55s', which facilitates eligible Aylesbury residents to apply from across the whole remaining estate, including both active and non-active phases.
9. Bidding opened in November 2021; to date there is full take-up on the 1-bed flats and all but 7 of the 2-bed flats have been allocated; the remaining flats are currently being offered to Aylesbury option-to-returnees who adhere to the eligibility criteria.
10. In January 2022, Cabinet approved an overall budget of £165,000 to cover discretionary payments in relation to residents moving to the Over 55s accommodation. (This would cover £7100 in relation to the 23 flats).

## **KEY ISSUES FOR CONSIDERATION**

11. A key part of the council's objective in undertaking phased rehousing approach for the Aylesbury redevelopment area is to retain as much of the existing community as possible. However, in the case of the Over 55s accommodation, the narrow eligibility criteria necessitates a need to open up applications across the whole of the estate, not just the next rehousing phase. Therefore residents in 'active' phases (Band 1) as well as 'non active' phases are applying for the Over 55s dwellings.
12. Further, the Local lettings policy places non-active phases (4a, 4b, 4c) at the top of the allocations priority cascade. This is in recognition that the release of these homes can be made available for new tenancies. Many of the residents applying to the Over 55s homes are under-occupying larger homes on the estate, due to their adult offspring having moved out or their partner passing away. Once vacated, these larger homes will be available for new families to occupy and benefit from for a sizable period of time as secure tenancies (in contrast to the homes in 'active' phases 2b, 2c and 3, which are now only let as Temporary Accommodation in anticipation of the shorter timescales to demolition).
13. The current Homeloss and Disturbance Payments policy criteria pertains to general needs housing across the borough and is applicable only to residents in active phases. It does not address the issues of a bespoke housing offer such as the Aylesbury Over 55s accommodation, nor the specific priorities of

an estate regeneration programme such as the Aylesbury redevelopment. As the position currently stands, residents applying to the Over 55s accommodation from 'non-active' phases do not qualify for the Homeloss and Disturbance Payment.

14. The Homeloss and Disturbance package represents payment of upwards of £7000 per household, including the Homeloss payment itself @ £7100 plus a Disturbance allowance for carpets and curtains (C&C) @ circa £100 plus other items such as post redirecting. The affordability profile of the estate is such that for most of the residents eligible for the Over 55s accommodation, the Homeloss and Disturbance package is the critical deciding factor of whether or not to move. A potential outcome of the currently policy criteria is that a portion of the Over 55s dwellings will not be taken up by Aylesbury residents and/or may remain vacant.

### **Policy framework implications**

15. A Local Lettings policy for the Aylesbury Over 55s is in place; this sets out specific eligibility criteria, which is age related and across the estate; the allocation cascade prioritises residents in non-active phases (Phases 4a,4b,4c).
16. The current Homeloss and Disturbance policy sets out that the package is only applicable to residents in an active rehousing band (Band 1). An approval to Homeloss and Disturbance payments, specifically for the Aylesbury Over 55s dwellings, would be ring-fenced for this specific housing need profile only and would therefore not present a wider reaching precedent with respect to general needs housing across the borough.

### **Community, equalities (including socio-economic) and health impacts**

#### **Community impact statement**

17. As set out above, the proposed Over 55s housing within the Plot 18 development brings about significant benefits for the community both in terms of retaining long-standing community members on the footprint of the estate as well as delivering a housing model that engenders community living and well-being.

#### **Equalities (including socio-economic) impact statement**

18. When considering the recommendations in this report, due regard should be given to the continuing public sector equality duty (PSED) contained within the Equality Act 2010. That is, the need to eliminate discrimination, harassment, victimisation or other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and those who do not; and foster good relations between those who share a relevant characteristic and those that do not share it. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

19. With respect to the Aylesbury Estate, a number of equalities impact assessments (EqIA) have been carried out since the Aylesbury Area Action EqIA itself: regarding the FDS CPO (2017), Plot 18 CPO report (2018), and most recently regarding the Local Lettings policies for new homes on the FDS and Plot 18 (August 2020). These studies show that the estate is an area of low income and inequality, with incomes on average similar to the national average, (much lower than averages for Southwark and London where living costs are much higher); that there is a higher than average share of children living in low income households; that there is a young population and a high BAME population. The studies show a range of risks and opportunities in relation to the regeneration and set out mitigation measures. On the basis of these EqIAs previously undertaken, the public sector equality duty can be said to be met with respect to the proposed award of Homeloss payments.
20. Specifically, the EqIA findings regarding income support the proposal to award Homeloss payments to all Over 55s-eligible residents – whether in ‘active’ or ‘non-active’ phases, enabling some of the most vulnerable residents to access accommodation that best suits them.

#### **Health impact statement**

21. The health and well-being benefits of the Over 55s residential model has been set out above.

#### **Climate change implications**

22. The under-occupancy profile of many of the residents eligible of the Over 55s accommodation has been set out above. Under-occupancy of dwellings presents an inefficient carbon usage, including disproportionate heating and building fabric maintenance i.e. where a single person is heating a larger volume of space and requiring a greater extent of maintenance than she/he requires. Bringing these larger units back into use for the appropriate housing need addresses positively the climate change agenda.

#### **Resource implications**

23. There are no additional resource implications as a result of this report.

#### **Legal implications**

24. There are no legal implications as a result of this report

#### **Financial implications**

25. The cost of applying the Homeloss and Disburbance payments to all Over 55s-eligible residents are minor. There are only 23 dwellings in total within this facility and the facility represents a unique housing offer for the Aylesbury redevelopment. As the application of the payments would be ring-fenced to this specific housing offer, it would be a contained cost. The cost would be

met from the approved allocation of £165,000 for Discretionary payments from the Aylesbury HRA capital budget allocation and will be financed from resources available to support the Housing Investment Programme.

26. The savings to the council of releasing the under-occupied dwellings for reallocation to the right occupancy level is a consequential cost benefit to the council in terms of management and maintenance.

### **Consultation**

27. There has been extensive consultation on the overall regeneration programme for the Aylesbury estate, which has been set out in detail within previous reports. This includes extensive consultation on the formation of the Aylesbury Area Action Plan (AAP), non-statutory and statutory consultation undertaken in relation to planning applications: for the outline masterplan scheme, the detailed FDS scheme and the reserved matters Plot 18 scheme.
28. Consultation on this specific issue has taken place with the two chairs of the relevant Tenants and Residents Associations (TRAs) and at the Residents' Project Group (RPG).

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Head of Procurement**

n/a

#### **Director of Law and Governance**

n/a

#### **Strategic Director of Finance and Governance**

29. This report seeks the approval of the Cabinet Member for Council Homes and Homelessness to award Discretionary Payment packages for Homeloss and Disturbance to eligible residents moving from non-activated phases within the Aylesbury redevelopment area to the new Over 55s homes on Plot 18 of the Aylesbury redevelopment area. As outlined in the financial implications section of the report, the total cost which is estimated not exceed £165,000, will be met from resources supporting the Housing Investment Programme.

#### **Head of Housing Supply**

30. Developing a financial package for residents from Phase 4 will help to incentivise tenants to downsize and free up much needed council homes for families. Currently we have over 3,000 households on the council's housing register in a housing need requiring 3 and 4 bedroom homes. This includes homeless housings placed in temporary accommodation outside of the borough. The vacated homes on phase 4 will be advertised through the council's Choice based lettings system and allow families in a housing need to occupy these homes.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Aylesbury Area Action Plan	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="http://www.2.southwark.gov.uk/downloads/download/4444/adopted_area_action_plans">http://www.2.southwark.gov.uk/downloads/download/4444/adopted_area_action_plans</a>		
Aylesbury Regeneration Programme Delivery (Cabinet, 24 July 2018, agenda item 9) ( <i>FDS A appropriation</i> )	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=50196">http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=50196</a>		
Aylesbury Regeneration Programme Delivery (Cabinet, 24 July 2018, agenda item 10) ( <i>Plot 18 CPO update and Plot 18 appropriation</i> )	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=50197">http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=50197</a>		
Aylesbury Regeneration Programme Delivery (Cabinet, 14 July 2020. agenda item 19) ( <i>FDS transfer of homes to Council</i> )	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=57412">http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=57412</a>		
Local Letting Policy Aylesbury Over-55s - decision	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=7370">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=7370</a>		
Future of the Aylesbury (Cabinet 18 January 2022, Agenda Item 10)	Regeneration South Chief Executives' 160 Tooley Street London SE1 2QH	Catherine Brownell 020 7525 3625
<a href="https://moderngov.southwark.gov.uk/documents/b50013899/Supplemental%20Agenda%20No.%201%20Tuesday%2018-Jan-2022%2011.00%20Cabinet.pdf?T=9">https://moderngov.southwark.gov.uk/documents/b50013899/Supplemental%20Agenda%20No.%201%20Tuesday%2018-Jan-2022%2011.00%20Cabinet.pdf?T=9</a>		

## APPENDICES

No.	Title
none	

## AUDIT TRAIL

<b>Cabinet Member</b>	Cabinet Member for Council Homes and Homelessness	
<b>Lead Officer</b>	Michael Scorer, Strategic Director of Housing and Modernisation	
<b>Report Author</b>	Catherine Brownell, Principal Design and Technical Lead Aylesbury Regeneration	
<b>Version</b>	Final	
<b>Dated</b>	27 July 2022	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Head of Procurement	No	No
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	Yes	Yes
List other officers here: - Head of Housing Supply	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		15 September 2022