

Enfield's Tenancy Strategy 2013-2018

January 2013

www.enfield.gov.uk



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Foreword from Cllr Ahmet Oyken, Lead Member for Housing and Area Improvement

Welcome to Enfield's Tenancy Strategy. It complements our Allocations Scheme developed in 2012 and our Homelessness Strategy which has a strong focus on homelessness prevention.



When compared with other London boroughs Enfield has a severe shortage of social rented homes to let to those in the greatest housing need each year and to support our ambitious estate regeneration programme which will transform our neighbourhoods and improve the quality of life for many local residents.

Many of our local residents needing social rented homes have high care and support needs and need the longer term security provided by a Council or Housing Association home, together with sustainable support. For this reason our Tenancy Strategy strongly reflects the Council's position that longer term tenancies are the best approach for addressing housing need and building strong neighbourhoods. I would strongly urge our partner Registered Providers to have regard to this when developing their Tenancy Policies.

In our Housing Strategy we have set out our commitment to increasing the supply of affordable housing in the borough but this is not without its challenges with much less government subsidy for new homes in the borough and a new way of funding these homes using a new Affordable Rent Tenancy. We will continue to work with our Registered Providers to maximise homes of the right type and the right size in Enfield as well as make best use of all our housing stock to address local housing need.

January 2013

Executive Summary

Introduction

Enfield's Tenancy Strategy for 2013-2018 sets out a range of issues that Registered Housing Providers should have regard to when formulating their Tenancy Policies. It strongly reflects the Council's position that longer term tenancies are the best approach for addressing housing need and building strong neighbourhoods.

This Tenancy Strategy also reflects Enfield Council's corporate aims and objectives:

- fairness for all
- growth and sustainability
- strong communities.

Who are the Registered Housing Providers in Enfield?

A list of Registered Housing Providers operating in Enfield can be found in Appendix 1. They include Housing Associations operating in Enfield and Enfield Homes, the Council's Arms Length management Organisation.

The legal and regulatory context for Enfield's Tenancy Strategy

The requirement to develop a Tenancy Strategy is in response to the new Affordable Rent Tenancy model which enables new tenancies to be granted on fixed terms with some rents up to 80% of market rents. It is also a response to the new Flexible Tenancy introduced under the Localism Act for a minimum fixed term of two years.

The Localism Act requires Enfield Council to publish a Tenancy Strategy that identifies the **matters** which housing providers working in the borough **must have regard to**, when writing their Tenancy Policies in relation to:

- The kinds of tenancy they grant
- The circumstances in which they will grant a tenancy of a particular kind
- Where tenancies are for a fixed term, the length of the term
- The circumstances in which they will grant a further tenancy when the existing tenancy comes to an end

Registered Housing Providers also have obligations they must meet in relation to tenure under the terms of the Housing and Community Agency's Tenancy Standard. They must offer tenancies that are:

- Compatible with the purpose of the accommodation.
- Meet the needs of individual households
- Ensure sustainability of the community
- Ensure efficient use of their housing stock

The legislation does not change the security of tenure of existing social rented tenants. Existing tenants will not be affected by the new types of tenancies introduced by Localism Act, unless they choose to move to a home which is offered on the basis of an Affordable Rent Tenancy (ART) or a Flexible Tenancy (FT).

Enfield's objectives for Council and Housing Association Homes

Enfield's Tenancy Strategy encourages Registered Housing Providers to maximise the supply of good quality Council and Housing Association homes in the borough to meet local housing need, local housing priorities and to provide homes which are affordable and within average or median income levels of Enfield's residents

Local Context for Allocating Social Housing in Enfield

When compared with other London boroughs, Enfield has a severe shortage of Council and Housing Association homes, to help those in the greatest housing need. Over the next few years, less than 650 general needs homes are expected to be available for letting per year. Homes with 3 or more bedrooms are in very short supply. Levels of deprivation in the borough are rising which means increased demand for these homes. Making best use of all homes that become available for letting and working with our development partners to increase the supply of new homes are important local priorities.

Who are Enfield's Council and Housing Association Homes for?

Enfield's social rented homes are for existing tenants and new applicants on Enfield's Housing Register who have been awarded priority for housing under Enfield's Allocation Scheme.

Many existing social rented tenants have an urgent need to move because their home has been assessed as unsuitable for their needs. Many will be living in a home that is too big for their needs (under-occupying), or severely overcrowded, have a high health and well being need or need to move because their home is included in Enfield Council's estate regeneration programme.

New applicants will include those who are legally owed a full housing duty under the homelessness law and living in homes provided by Enfield Council. Prior to the enactment of the Homelessness (Suitability of Accommodation) Order 2012 on 9 November 2012, 1861 households fell into this category. This number includes applicants assessed with high care and support needs, including those with assessed physical difficulties, mental health issues, learning difficulties and older people. New Applicants will also include those who are not homeless who have been assessed as having high care and support needs including young care leavers and armed services personnel.

Many applicants assessed with high care and support needs will need the longer term security provided by a Council or Housing Association home, together with sustainable support. Many will require life time tenancies.

Enfield's expectations regarding Registered Providers when developing Tenancy Policies

Registered Providers are legally required to put in place a Tenancy Policy that has regard to Enfield Council's Tenancy Strategy.

Enfield's expects Registered Providers letting homes in Enfield to:

- Put in place clear communications plans to ensure the terms of their Tenancy Policy are clear to prospective and existing tenants and the wider community
- Produce an Equalities Impact Assessment

Enfield's Tenancy Strategy sets out Enfield's expectations regarding

- Length of tenancy granted
- Renewing a fixed term tenancy
- Bringing a fixed term tenancy to an end

It also provides advice on preventing homelessness and ensuring accurate information is reported on lettings, which ensures that Enfield can develop appropriate housing policies to address local housing need and report accurate outcomes to government.

Links Between Tenancy Policies and Rent Levels

Government subsidy for managing and maintaining social housing is reducing which means Registered Providers must find new ways to fund good quality management and maintenance of their existing stock from rental streams and other income, in line with government regulations, guidelines, standards and local priorities.

New types of tenancies and flexibilities, including the new Affordable Rent Tenancy - which allows Registered Providers to set rents up to 80% of market rents to support the development of new homes in line with national, regional and local priorities - brings challenges with regard to balancing scheme viability with ensuring homes are affordable for local residents. The Council expects all housing providers to have regard to the average or median incomes in Enfield when setting their rent levels, and to any requirements set out in the Council's Homelessness Strategy and its' Allocation Scheme.

Feedback on Enfield's draft Tenancy Strategy

Enfield's Tenancy Strategy was developed in consultation with a wide range of Partners. Copies of the draft Tenancy Strategy together with a short survey were sent to key stakeholders including Registered Providers operating in Enfield, Enfield Homes, statutory and voluntary sector partners, Senior

Housing Council Officers Members, the Mayor of London, and resident and tenant associations in Enfield. Outcomes from the consultation have informed the development of this Tenancy Strategy

Reviewing this Tenancy Strategy and Tenancy Policies

Enfield's Tenancy Strategy will be kept under review and will be added to and amended through consultation with stakeholders over the coming years.

All Registered Providers are expected to review their existing Tenancy Policies in light of this Tenancy Strategy and where a Policy has not been written, develop one in light of this Strategy. Registered Providers operating in Enfield are expected to review their Tenancy Policies at 5 year intervals, and have regard to Enfield's current or refreshed Tenancy Strategy.

1. Introduction

This is Enfield's Tenancy Strategy for 2013-2018. It sets out a range of issues that Registered Providers (RPs) should have regard to when formulating their Tenancy Policies. This Strategy is relevant to the management and letting of homes let by Enfield Council and housing associations operating in Enfield¹.

Enfield's Tenancy Strategy:

- strongly reflects the Council's position that longer term tenancies are the best approach for addressing housing need and building strong neighbourhoods.
- recognises that there could be a place for longer term fixed term tenancies in addressing housing need and local priorities and which complies with the Homes and Community Agency's Tenancy Standard.

A list of Registered Housing Providers operating in Enfield can be found in Appendix 1.

2. Strategic Links

Enfield's Tenancy Strategy contributes towards fulfilling the Council's corporate objectives of:

- Fairness for All
- Growth and Sustainability
- Strong Communities

It is important for registered housing providers working within Enfield, including the Council, to consider the broad strategic direction provided by the Council's Housing and Homelessness Strategies when developing their Tenancy Policies and in particular their partnership responsibilities in the development and delivery of these.

Enfield's Tenancy Strategy contributes to the vision of Enfield Council's Housing Strategy which is to 'increase the supply of well-managed, good quality and affordable homes; promote housing choices and build strong neighbourhoods'. Its key aims are:

- to address need and promote choice and options,
- to increase supply, making the best use of stock
- to improve the quality of homes and neighbourhoods.

¹ Information on the registered providers with housing in Enfield is provided in Appendix 4

Enfield's Tenancy Strategy should also be considered alongside the Council's Scheme for the allocation of Council and housing association homes which is set within a wider housing options approach.

3. The legal and regulatory context

This section provides information about the legal and regulatory context for Enfield's Tenancy Strategy.

Localism Act 2011

The requirement to develop a Tenancy Strategy is in response to the new Affordable Rent Tenancy model which enables new tenancies to be granted on fixed terms with some rents up to 80% market rents. It is also a response to the new flexible Tenancy introduced under the Localism Act for a minimum fixed term of two years.

The Localism Act 2011² sets out the legal requirement for all local housing authorities in England to prepare and publish a Tenancy Strategy which sets out the **matters** to which registered providers of social housing in its area **must have regard to** when formulating their tenancy policies in relation to:

- The kinds of tenancy they grant
- The circumstances in which they will grant a tenancy of a particular kind
- Where tenancies are for a fixed term, the length of the term
- The circumstances in which they will grant a further tenancy when the existing tenancy comes to an end

Enfield's Tenancy Strategy complies with the Localism Act by:

- Summarising the policies (ie, matters) which are relevant to social landlords³ when drafting their Tenancy Policies. These are described throughout this strategy
- Ensuring a Tenancy Policy is in place for letting and managing Council owned homes which has regard to Enfield's Tenancy Strategy

Homes and Community Agency's Tenancy Standard

All Registered Providers (RPs) of social housing are required to meet outcomes⁴ and expectations⁵ in the Housing and Community Agency's

² S.150 Localism Act 2011

³ The term 'social landlord' includes housing associations and Enfield Council and is used interchangeably with the term Registered Providers in this document

⁴ Homes and Communities Agency, The Regulatory Framework for Social Housing In England From April 2012, Page 22

⁵ *Ibid*, Pages 23-25

Tenancy Standard. The Tenancy Standard sets out the required outcomes in relation to tenure, which are:

- “2.1 Registered providers shall offer tenancies or terms of occupation which are compatible with the purpose of the accommodation, the needs of individual households, the sustainability of the community, and the efficient use of their housing stock.
- 2.2 They shall meet all applicable statutory and legal requirements in relation to the form and use of tenancy agreements or terms of occupation”

Specific expectations on tenure include the following:

- “2.8 Registered providers shall grant those who were social housing tenants⁶ on the day on which section 154 of the Localism Act 2011 comes into force, and have remained social housing tenants since that date, a tenancy with no less security where they choose to move to another social rented home, whether the same or another landlord. (This requirement does not apply where tenants choose to move to accommodation let on Affordable Rent terms).
- 2.9 Registered providers shall grant tenants who have been moved into alternative accommodation during any redevelopment or other works a tenancy with no less security of tenure on their return to settled accommodation.”

4. Enfield’s objectives for social housing

This section sets out Enfield’s key objectives for Council and housing association homes (social housing) in the borough and its out of borough estates.

Enfield’s Tenancy Strategy encourages local registered providers to continue to maximise the provision of good quality social rented homes at rent levels, through new supply and re-letting of existing social rented homes, which:

- are within the price range of low income housing applicants so benefits-reliance is reduced and work is enabled as a viable option
- provide realistic financial returns for investment in current and new social rented homes.

⁶ The term ‘social housing tenant’ means an assured tenant of a housing association or a secure tenant of a local authority. It does not include households placed in accommodation by the Council under the homelessness legislation.

Appropriate tenancy policies will also help to meet other priorities identified as part of the review of Enfield's new Allocations Scheme including:

- Assisting with the regeneration of Enfield Council's estates
- Enabling mobility within the social rented sector to address
 - Working age under-occupation, that is, priority for those hit by government reductions in their housing benefit payments
 - Retirement age under-occupation, that is, priority for those struggling to live in homes too large for their needs
- Enable those moving on from Enfield's Supported Housing Schemes to move to affordable, secure homes
- Provide security of tenure for people who have assessed care and support needs who have limited or no prospect of improving their economic circumstances or have no or limited ability to negotiate in the housing market on an equal level without support. These include older people, those with learning difficulties, mental illness or physical disability, and injured armed and reserve forces personnel.
- Fulfilling Enfield Council's legal obligation to house households owed a housing duty under the homelessness law prior to the 9 November 2012⁷.

5. Local Context for Allocating Social Housing in Enfield

This section provides information about the local context for allocating Enfield's Council and Housing Associations homes. Key facts about social rented homes in Enfield which have informed the development of this Tenancy Strategy can be found in Appendix 2.

5.1 A severe shortage of Council and housing association homes for letting in Enfield

Enfield has a severe shortage of Council and Housing Association homes for meeting the needs of everyone who wants one in Enfield.

The tables below show that over the past five years less than 900 homes became available for letting each year to applicants on Enfield's Housing Register.

⁷ The Homelessness (Suitability of Accommodation) Order 2012

Lettings of social rented homes over the last 5 years

Size of homes	2007/08	2008/09	2009/10	2010/11	2011/12
One bedroom homes	390	380	409	354	410
Two bedroom homes	338	312	283	307	274
Three bedroom + homes	127	177	139	209	200
Total number of homes let	855	869	831	870	884

The table below provides a breakdown of lettings by bedroom size over the last five years. Homes with three or more bedrooms are in very short supply.

Demand Group to whom social rented homes were let	Average number of social rented homes let per year during 2007-2012						Average of all size homes	
	Homes with 1 bedroom		Homes with 2 bedrooms		Homes with 3 or more bedrooms		Average number let per year	%
Transfers of Enfield's existing Council and housing association tenants	88	23%	49	16%	62	36%	199	23%
Households accepted as homeless by Enfield Council under the homelessness legislation before 9 November 2012	103	26%	221	73%	96	56%	420	49%
All other housing needs	197	51%	32	11%	12	7%	242	28%
Total Average number of homes let	388	100%	303	100%	170	100%	861	100%

Enfield's New Allocations Scheme

Enfield's revised Allocations Scheme was agreed by Council in November 2012 and operates from February 2013. The new scheme supports the Council's priorities of meeting the needs of local people and regenerating Enfield's Council owned estates. The new scheme is set within a wider housing options approach for addressing housing need. The private rented sector plays an important role in addressing housing need

During **2013/14** general needs Council and housing association homes will be shared out in the following way reflecting the Council's new local priorities:

Demand Group to whom social rented homes will be let	Number of Council and housing association <i>general needs</i> homes estimated to become available for letting during 2013-14 (622 homes)					
	Homes with 1 bedroom		Homes with 2 bedrooms		Homes with 3+ bedrooms	
Existing Council and some housing association tenants	26	10%	30	15%	33	20%
Tenants of Enfield Council living on estates that are going to be regenerated and rebuilt	28	11%	49	11%	43	26%
Specialist Applications and quotas	140	55%	25	12%	13	8%
Households in Accommodation provided by Enfield Council under the Homelessness Law n (pre 9.11.12)	62	24%	98	48%	75	46%
Total number of homes to be let	256	100%	202	100%	164	100%

Enfield's Letting Forecast for the next two years has identified that there will be a reduction in the number of vacant council and housing association homes becoming available for letting. There will be 743 lettings in 2012/13 and 732 homes for letting in 2013/14. These figures include 120 homes for older persons on an annual basis.

5.2 Increasing levels of deprivation in Enfield

Enfield faces particular challenges with increasing levels of relative deprivation, a widening gap between the more deprived east and less deprived west of the borough and a substantial increase in the percentage of households claiming housing benefit (up 44% in the last 6 years). This has contributed to an increase in demand for social rented homes in Enfield.

Appendix 3 provides more detailed information on the on the social, economic and demographic profile of Enfield which is relevant to the development of Enfield's Tenancy Strategy

6. Who is Social housing for?

Enfield's Social rented homes are for existing tenants and new applicants on Enfield's Housing Register who have been awarded priority for housing under Enfield's Allocations Scheme. Many applicants will be homeless or living in unsuitable homes. A high number of applicants will have been assessed as having high care and support needs and in need of the longer term security provided by a Council or Housing Association home, together with sustainable support. Many will require a life time tenancy.

6.1 Existing social rented tenants

The circumstances of existing social rented tenants who need to move to alternative social rented homes include those who:

- Live in a home which is too big for their needs (under-occupying) and need to move for financial or other reasons including a need to improve their independence or health and well being,
- Are severely overcrowded and lack two or more bedrooms
- Have been assessed as having an emergency or exceptional need to move, for example due to proven claims of severe harassment.
- Have an assessed high health and well-being need to move which makes their homes unsuitable for them to live in
- Are required to move because their existing Council homes are included in the Council's estate regeneration programme
- Would like to move to take up offers of work or to provide or receive care.

Existing tenants will not be affected by the new types of tenancies introduced by Localism Act unless they choose to move to a home which is offered on the basis of an Affordable Rent Tenancy (ART) or a Flexible Tenancy (FT).

6.2 New social housing applicants

6.2.1 Enfield's households owed a full housing duty by the Council under the homelessness law prior to 9 November 2012

The Council has a legal duty to house applicants owed a full housing duty under the homelessness law prior to implementation of the Homeless (Suitability of Accommodation) Order 2012 on 9 November 2012. At this date Enfield owed a full housing duty to 1861 households. This number includes applicants assessed with high care and support needs, including those with assessed physical difficulties, mental health issues, learning difficulties and older people.

Most of these households will choose to continue to live in accommodation provided to them by Enfield Council until the homelessness duty is discharged with an offer of a permanent Council or housing association home. It is expected that it will take several years to clear this backlog, with waiting times approaching 10 or more years, for larger families as shown in the table below.



Homeless households approaching the Council for help after the Homelessness (Suitability of Accommodation) Order 2012 came into force on 9 November 2012 and who have not been assessed as having high care and support needs, will increasingly be offered homes in the private housing sector as a full discharge of the Council’s duty to them under the homelessness legislation.

6.2.2 Applicants assessed with high care and support needs who are not homeless

New Applicants will also include those who are not homeless with high care and support that may be living in unsuitable homes. This group will include older people, those with physical difficulties, learning difficulties, mental health issues, young care leavers and armed services personnel.

7. Enfield’s expectations regarding Tenancy Policies

7.1 Compliance with the Legal and regulatory framework

All Registered Providers operating in Enfield are legally required to have regard to Enfield Council’s Tenancy Strategy and expectations when developing or reviewing their Tenancy Policies and letting homes in Enfield.

Each Registered Provider (RPs) should make clear within their Tenancy Policy how their policy helps to make the best use of their housing stock, are compatible with the purpose of social housing and, as described earlier, make a positive contribution to Enfield’s strategic housing objectives.

7.2 Requirement for Clear Communication Plans

Registered Providers (RPs) are expected to put in place clear communications plans to ensure the terms of their Tenancy Policy are clear to

prospective and existing tenants and the wider community. This policy statement should make clear the statutory right⁸ to a review of decisions made concerning the length of the tenancy, its termination and a tenant's or prospective tenant's right to seek independent legal advice. The statement should include information as to how this right to a review is to be exercised.

7.3 Requirement for an Equalities Impact Assessment

The Council expects that, in advance of setting or refreshing their Tenancy Policy, Registered Providers (RPs) should conduct an Equalities Impact Assessment (or its equivalent) to identify any groups who may be disadvantaged by its implementation. If any are identified the Council expects the RP to take steps to demonstrate how these effects will be mitigated for the group/s concerned.

Appendix 3 provides a summary of information on equality and diversity in Enfield. A more detailed picture can be obtained from Enfield Council's website at www.enfield.gov.uk (go to the Housing pages, then look under Housing strategy, policy and performance).

A copy of Enfield's Equalities Impact Assessment for its Allocations Scheme can be found on the Council's website and will be helpful in undertaking an Equalities Impact Assessment.

7.4 Enfield's Expectations on length of tenancy

Section 4 of this Strategy outlined the Council's objectives for social rented housing and Section 6 outlined who social rented housing is for. Therefore, Enfield regards longer term tenancies as the best approach for addressing local housing need and creating sustainable neighbourhoods and communities in the borough. The Council considers that fixed term tenancies should not be the default form of tenancy for prospective Council or housing association tenants in Enfield. However, there may be merits in considering tenancies with fixed terms to meet clearly defined local need and local priorities which complies with the Homes and Community Agency's Tenancy Standard.

Where Registered Providers (RPs) decide to use fixed term tenancies, Enfield expects:

- A minimum fixed term of 5 years and preferably longer to be granted, where exceptions do not apply
- In line with the requirements of the Homes and Community Agency (the Social Housing Regulator), any minimum fixed term should not be less than 2 years.

⁸ Section 150 Localism 2011

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- Where a Registered provider decides to make use of short fixed term tenancies with a term of 2 years, to respond to exceptional circumstances or to assist in the effective management of the housing stock, the rationale for their use and the relevant procedures involved for issuing these tenancies, managing them and bringing them to an end should be clearly communicated to all prospective tenants.
 - All properties where a fixed term tenancy applies must be clearly advertised as such when made available for letting.

At the time of writing this Tenancy Strategy, a survey of 7 London local authorities identified only 2 London boroughs who had decided to make use of the flexibilities offered by the legislation by offering fixed term tenancies in some cases. More detailed information about this is provided in our Consultation Report for this Tenancy Strategy available on Enfield Council's website.

7.5 Expectations on Renewing a Fixed Term Tenancy

Enfield's expectation is that a fixed term tenancy will be automatically renewed, for a time equivalent to the fixed term which is coming to an end, assuming there has been no breach of tenancy conditions or change in household circumstances.

This information should be made clear to tenants at the outset of the tenancy and the decision that a tenancy is to be renewed for a further fixed term should be communicated to them in a clear, timely and accessible way.

7.6 Requirements for Bringing a Fixed Term Tenancy to an End

Where a Registered provider is minded not to renew a fixed term tenancy, the provider should provide the tenant concerned with clear and evidenced reasons for this decision.

A decision made not to renew a fixed term should comply with:

- The Registered Provider's own published Tenancy Policy
- Article 8 of the European Convention of Human Rights. The decision made must be proportionate with the individual circumstances of the tenant whose fixed term tenancy may be brought to an end

Where a fixed term tenancy is being brought to an end because the tenant's home is too large for them (under occupying), the bedroom standard to be used in determining the level of under occupation is set out in Enfield's Allocations Scheme 2012-2017 which will ensure consistency across the social housing sector in Enfield .

Registered Providers should consider each case individually in coming to a decision not to renew a fixed term tenancy and not operate 'blanket' policies

or procedures in reaching decision. For example they should:

- not use rent arrears as an automatic reason for not renewing a fixed term tenancy. Registered Providers are expected to consider why arrears have accrued, for example due to unforeseen unavoidable expenditure such as funeral expenses, and the tenant's record on repaying rent arrears
- use robust assessments and evidence to justify 'anti-social behaviour' as a reason not to renew the tenancy. It is recommended that the standard of evidence required should be the same as that required by the Courts for pursuing an action for possession of the property on the grounds of anti social behaviour. Registered providers should continue to take into account the particular needs of tenants whose circumstances involve community care issues, for example, mental ill health or learning disabilities
- have regard to data or requirements in Enfield's Housing Strategies including its Homelessness Strategy and Housing Allocations Scheme or base means test thresholds, on average or median incomes in Enfield when using means testing as a reason
- take into consideration the impact of such a decision on tenants with support needs, including age, learning difficulties, mental or physical illness or disability
- consider the positive community contribution being made or expected to be made, by the household through employment or volunteering

7.7 Additional Expectations on Tenure

- Registered Providers should not allow a fixed term tenancy to go beyond its fixed term without taking positive action to renew it or bring it properly to an end. Allowing a fixed term tenancy to run into a non-secure periodic tenancy is inconsistent with clause 2.1 of the Homes and Community Agency's Tenancy Standard (in Section 3 above).
- Where a fixed term tenancy is not being renewed, Registered Providers are expected to provide the tenant with appropriate and adequate advice and assistance to find suitable alternative accommodation in order to prevent homelessness. This is in line with their responsibilities to prevent homelessness and the Council's Homelessness Strategy. The test of what is suitable alternative accommodation is set out in the Community and Local Government's Statutory Guidance on Homelessness 2006 and includes considerations of affordability, availability, location and support needs.
- Where Registered Providers have a policy of issuing a Starter or Introductory Tenancy, these should last no longer than 12 months. Where the tenant has conducted their Introductory Tenancy period satisfactorily, they should be immediately issued with an appropriate longer term tenancy of not less than 5 years and preferably longer.

- Where Registered Providers agree to move an existing tenant to an alternative social rented home, because of proven, actual or threatened violence which is based on the protected characteristics set out in the Equality Act 2010 (examples include domestic violence or racial harassment), then the RP must offer the same tenancy terms to the tenant, as they had before they had to move.
- Registered Providers should accurately report and record all lettings information, including tenure, on the Government's agreed tenancy data recording system (e.g., CORE) to enable efficient monitoring and review of lettings and tenancy issues.

8. Links between Tenancies and Rent Setting

There are important links between tenancies and rent setting.

Government subsidy for managing and maintaining social housing is reducing which means Registered Providers, including those that manage Council owned homes, must find new ways to fund good quality management and maintenance of their existing stock from rental streams and other income, in line with government regulations, guidelines, standards and local priorities.

Government subsidy for developing affordable social homes has also been substantially reduced under the Government's Affordable Housing Programme 2011- 2015. Under the new programme a new type of tenancy was created called the Affordable Rent Tenancy was created which allows Registered Providers to set rents up to 80% of market rents to support the development of new homes in line with national, regional and local priorities. Homes may also be re-let by Registered Providers under the term of an Affordable Rent Tenancy.

The table below provides an overview of rent levels in Enfield for different types of social rented homes for 2011/2012:

Enfield Rents per week	1 bed	2 bed	3 bed
Market Rents	£185	£242	£300
80% Market Rents*	£148	£194	£240
Local Authority Rents	£81	£92	£109
% of Market Rents	44%	38%	36%
RSL Re-let Rents	£87	£104	£128
% of Market Rents	47%	43%	43%
RSL New Let Rents	£92	£110	£128

% of Market Rents	50%	45%	43%
All Social Rents	£82	£98	£116
% of Market Rents	44%	40%	39%

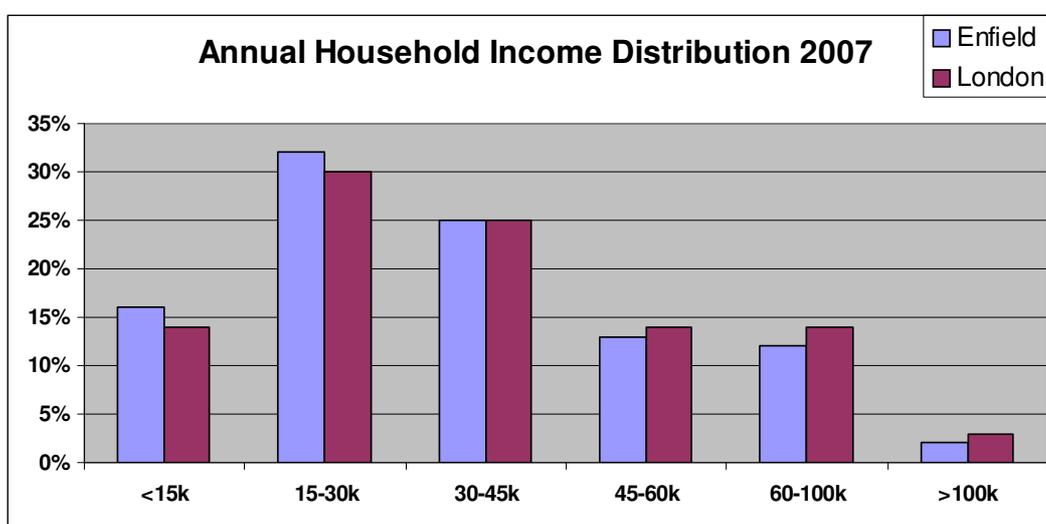
Information source: Local Authority and RSL rents: Government's CORE data

Appendix 2 provides information on rent levels for previous years.

In line with the Council's overall objectives for social housing outlined in Section 4, the Council expects that in setting their rent levels, Registered Providers should have regard to the average or median incomes in Enfield and to any specific requirements in the Council's Housing Strategy, Homelessness Strategy and /or its Allocation Scheme.

The Council will support housing schemes which are affordable with incomes above the average or median income levels in the borough where they support the delivery of schemes aimed at producing homes which will be made available on long-term, social rent terms.

The table below provides information about household income levels in Enfield compared with London.



Data Source: PayCheck 2007, Data Management and Analysis Group, GLA

Overall the Council expects that Registered Providers, in determining levels of rent charged to tenants, will maximise the supply of affordable homes in the borough, taking into consideration relevant demographic trends and local incomes. Where it is decided to make use of affordable rents⁹ for any or all of their housing stock, Registered Providers should publicise how this additional income will be used to assist in addressing local housing need.

⁹ Localism Act 2011, up to 80 % of local market rents.

9. Consultation

Enfield's Tenancy Strategy was developed in consultation with a wide range of Partners.

Copies of the draft Tenancy Strategy together with a short survey were sent to key stakeholders including Registered Providers operating in Enfield, Enfield Homes, statutory and voluntary sector partners, Members, the Mayor of London, and resident and tenant associations in Enfield. In addition, between 21 August 2012 and 15 October 2012, the Council's website contained the following:

- Information explaining what the Tenancy Strategy was about and why it was needed including the full text of the questions in the survey
- Downloadable versions in pdf format of the survey and draft Tenancy Strategy

In addition to website information, the opportunity presented by 2 community events was used to discuss the draft Tenancy Strategy with residents and complete the survey.

The survey questions and outcomes from the consultation used to shape this Tenancy Strategy can be found on Enfield Council's website.

10. Reviewing this Tenancy Strategy and Tenancy Policies

This Tenancy Strategy covers the period 2013-2018. It will be kept under review and adjusted as required to take into account Enfield's Housing Strategy, implementation of the Council's new Housing Allocations Scheme, the Council's Homelessness Strategy, the Council's own substantial regeneration plans and other relevant housing strategies and policies.

These adjustments will include take into consideration:

- demand for social rented homes
- who has been let social rented homes in Enfield and the type of tenancies granted
- how much social rented housing remains in the borough
- rent levels in the borough
- turnover of fixed and long-term social rented tenancies (including affordable rent and flexible tenancies)
- any changes in legislation or statutory or regulatory guidance on tenure

With regard to Tenancy Policies, Enfield expects that Registered Providers:

- who have already written their Tenancy Policy in advance of Enfield's Tenancy Strategy, review them in the light of this Tenancy Strategy and confirm to us in writing that this has been done by 30 June 2013.
- who have not written their Tenancy Policy to have regard to Enfield's Tenancy Strategy as required by the Localism Act 2011 and to confirm in writing to the local authority this has been done by 14 January 2014.
- review their Tenancy Policy at 5 year intervals, having regard to Enfield's current or refreshed Tenancy Strategy

Your views are important to us – let us know what you think of Enfield’s first Tenancy Strategy

You can contact us in the following ways:

-  you can **email** us at: ets@enfield.gov.uk
-  you can **phone** and leave a message on 020 8379 1000
-  you can **write** to us at

Strategic Development Team,
Community Housing Services,
Health, Housing and Adult Social Care,
Enfield Council,
FREEPOST NW5036,
9th Floor,
Civic Centre,
Enfield EN1 3BR

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Appendices

Appendix 1 – Registered Social Housing Providers in Enfield

Appendix 2 – Key facts about social rented housing in Enfield

Appendix 3 – Social, economic and demographic data for Enfield

Appendix 1 – Registered Social Housing Providers in Enfield 2012

Registered Providers	Supported Housing Units	Wheelchair Units	Rented Units	Total Units
Housing Associations				
ABBNEYFIELD SOCIETY			15	15
ALDWYCK HOUSING ASSOCIATION			11	11
ANCHOR TRUST		12	163	175
BAIRD MEMORIAL HOMES			6	6
CARR GOMM SOCIETY LTD	8	1	16	25
CATALYST HOUSING GROUP		1		1
CHRISTIAN ACTION HOUSING ASSOCIATION	120	61	676	857
CIRCLE ANGLIA	45	10	142	197
DIMENSIONS UK	2		2	4
DOMINION		5	106	111
EAST THAMES HOUSING ASSOCIATION				
EDMONTON UNITED CHARITIES			10	10
FAMILY MOSAIC			1	1
GENESIS HOUSING GROUP		18	66	84
GUINNESS TRUST			1	1
HABINTEG		9	39	48
HANOVER HOUSING	48	48	48	144
HOME GROUP LTD		40	15	55
HOUSING 21			48	48
INNISFREE		2	23	25
JOHN GROOMS HOUSING ASSOCIATION		1	1	2
L&Q	9	22	1789	1820
LEE HOUSING ASSOCIATION		3	126	129
METROPOLITAN HOUSING TRUST	7	58	1286	1351
NETWORK HOUSING ASSOCIATION			2	2
NEWLON HOUSING TRUST	7	55	301	363
NORTH LONDON MUSLIM		1	2	3
NOTTING HILL HOME OWNERSHIP			99	99
NOTTING HILL HOUSING TRUST		5	483	488
ONE HOUSING ASSOCIATION	34	22	289	345
ORIGIN	4		650	654

Registered Providers	Supported Housing Units	Wheelchair Units	Rented Units	Total Units
PARADIGM		59	55	114
PEABODY TRUST			85	85
PLACES FOR PEOPLE		2	50	52
PRESENTATION HOUSING ASSOCIATION			1	1
RIVERSIDE HOUSING GROUP			154	154
SANCTUARY HOUSING ASSOCIATION	1	63	259	323
SOUTHERN HOUSING HOME OWNERSHIP		8		8
ST MUNGOS	1	1	1	3
STONHAM HOUSING ASSOCIATION			10	10
TOWER HOMES		70		70
TOYNBEE HOUSING ASSOCIATION			1	1
UNRECORDED			34	34
VIRIDIAN HOUSING		69	413	482
Housing Association Totals	286	646	7479	8411
Enfield Council	862¹⁰			11302

Housing association data is as at 4 November 2012
 Enfield Council data is as at 1 April 2012

¹⁰ Sheltered homes

Appendix 2 – Key facts about social rented housing in Enfield

Housing Applications

Enfield's Housing Register had 7,899 applicants for social rented homes as at the end of March 2012.

Lettings

Lettings of social rented homes over the last 5 years are summarized below:

Size of homes	2007/08	2008/09	2009/10	2010/11	2011/12
One bedroom homes	390	380	409	354	410
Two bedroom homes	338	312	283	307	274
Three bedroom + homes	127	177	139	209	200
Total number of homes let	855	869	831	870	884

Demand Group to whom social rented homes were let	Average number of social rented homes let per year during 2007-2012						Average of all size homes	
	Homes with 1 bedroom		Homes with 2 bedrooms		Homes with 3 or more bedrooms		Average number let per year	%
Transfers	88	23%	49	16%	62	36%	199	23%
Housing Needs	197	51%	32	11%	12	7%	242	28%
Homeless	103	26%	221	73%	96	56%	420	49%
Total Average number of homes let	388	100%	303	100%	170	100%	861	100%

Around one third¹¹ of the social rented homes let are owned by housing associations working in Enfield with the rest owned by Enfield Council.

Between 10-15% of all Housing Register applicants are likely to be housed in a council and housing association home. Eighty-five to ninety per cent of Housing Register applicants will need to consider other housing options.

¹¹ 34% in 2011/12 and 31% in 2010/11

Appendix 3 - Social, economic and demographic data for Enfield

Overview

Key overview facts about Enfield are summarised below:

1. The population of Enfield at the time of the 2011 census was 312,500 which is a significant increase on the 300,170 estimated by the GLA prior to the release of the census results. The Office of National Statistics projects that the population will increase to 366,000 by 2021¹².
2. While the population of Enfield is projected to increase by 17% from 2011 to 2021, the number of those aged 80 and over is expected to increase by 29%. Those aged under 20 are also predicted to have above average growth of 20%.¹³
3. Levels of migration cause high population churn with over 3,000 people moving to Enfield from outside the UK over the last 5 years¹⁴
4. Overall deprivation has increased; Enfield was the 64th most deprived borough in 2010 compared to 104th most deprived in 2004 out of 326 local authorities
5. The gap between the more deprived East and less deprived West of the borough has increased between 2007 and 2010 according to the indices of Multiple Deprivation
6. According to Department of Works and Pension data, the percentage of households claiming housing benefit is 28.7%, with a claimant count that has increased 30% over the last four years to stand at 34,370 in August 2012.
7. Enfield has the second highest private tenant caseload of housing benefit claimants in London with over 18,000 claims at August 2012

¹² www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/Interim-2011-based/index.html

¹³ www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/Interim-2011-based/index.html

¹⁴ Enfield's Local Economic Assessment Feb 2011

8. The number of Job Seekers Allowance claimants has increased by 91% over the last four years to 10,100¹⁵
9. The proportion of homes rented privately has increased to over 22% of the housing stock according to the 2011 census results, from 12% in 2001
10. The proportion of homes that are social rented is 17.6% and has increased from 18,800 in 2001 to over 21,000 according to the 2011 Census results..
11. The average Enfield house price was £260,846 in October 2012, and the average in London was £364,574 according to the Land Registry.
12. House price affordability had decreased to 8.8 times the median income in 2011, from 4.25 in 1997¹⁶
13. Enfield had the 8th highest level of households in temporary accommodation in England at the end of September 2012 with 1,988.

Levels of Deprivation in Enfield

The information below is sourced from Enfield's Housing Strategy 2012-27. Social and demographic data for Enfield show high and worsening levels of housing need:

Local Authority	IMD 2004	National Rank	IMD 2010	National Rank
Enfield	23.05	104 th	26.06	64 th
Barnet	16.09	193 rd	16.64	176 th
Redbridge	17.77	163 rd	20.37	134 th
Waltham Forest	30.24	47 th	35.44	15 th
Camden	34.71	19 th	25.43	74 th
Westminster	31.68	39 th	24.59	87 th
Islington	42.65	6 th	35.87	14 th

Indices of Deprivation 2004 and 2010, DCLG

¹⁵ <https://www.nomisweb.co.uk/Default.asp>

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/10732/322286.xls

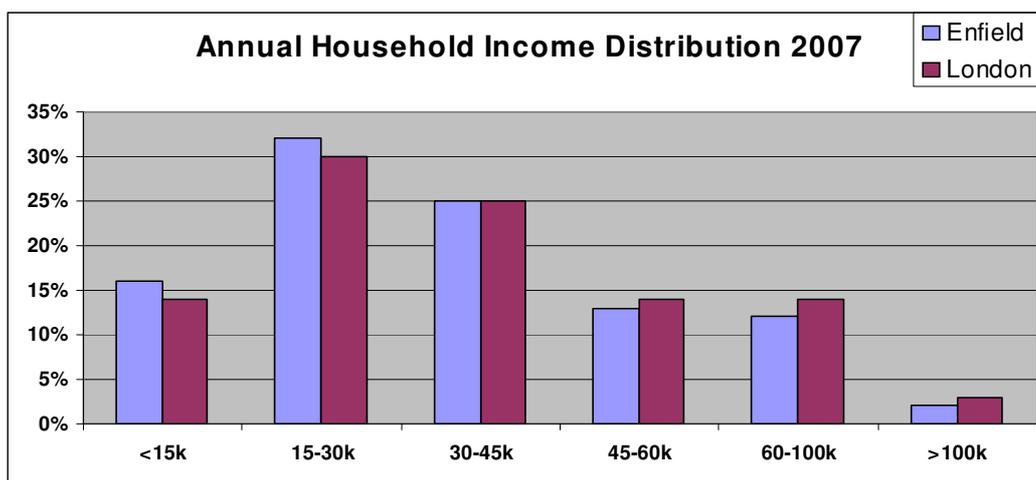
Enfield, as well as other Outer London boroughs such as Redbridge and Waltham Forest, has seen a marked increase in relative deprivation from 2004 to 2010. This contrasts with the improvement seen in many Inner London authorities with Camden and Westminster being among the most notable.

% Change in Benefit Claimants 2001-2011			
	Enfield	London	Enfield Rank
Total Working Age Claimants	25.5%	8.1%	1 st of 33
Lone Parent Benefit Claimants	-0.6%	-33.2%	1 st of 33
Total Female Claimants	31.4%	7.2%	1 st of 33
Incapacity Benefit Claimants	16.0%	5.5%	4 th of 33

Working Age Client Group data, Department of Welfare and Pensions, <http://83.244.183.180/NESS/WACG/wacg.htm>

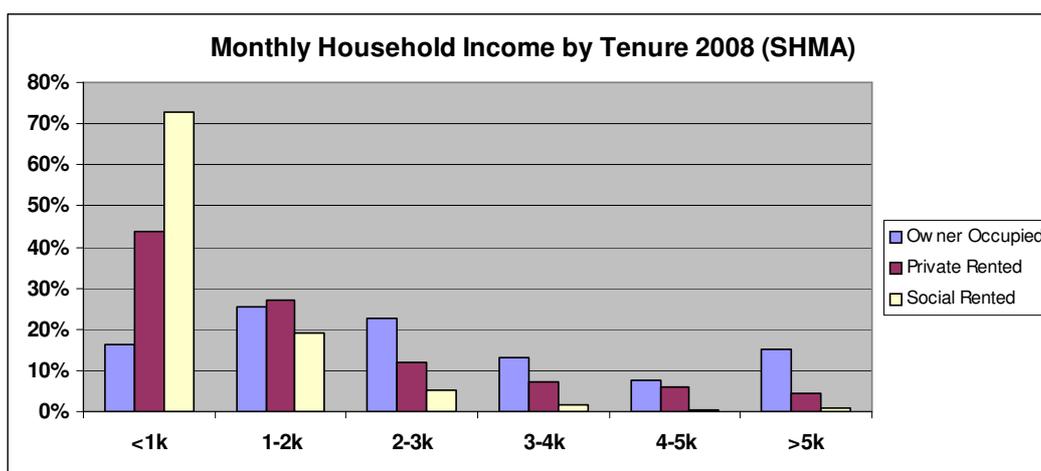
The extent of the worsening in deprivation within Enfield can be seen in the large increase in benefit claimants over the last decade. Over the period 2001 to 2011 when the number of working age benefit claimants increased 8.1% across London, Enfield had a gain of 25.5%. Particularly stark was the change in the number claiming lone parent benefit with a massive 32% relative worsening compared to London over the 10 year period.

Income Levels in Enfield



PayCheck 2007, Data Management and Analysis Group, GLA

Household income in Enfield is skewed slightly towards the lower income groups as compared to London as a whole. In 2010, the median household income in Enfield was £31,557 - nearly 6% lower than the London median at £33,441, and actually lower than the 2009 figure of £31,955.



Enfield Housing Market Assessment, August 2008, ECOTEC

The Survey from the 2008 Strategic Housing Market Assessment demonstrates that household income is highest among owner occupiers and lowest among social renting households. Over 70% of the latter have incomes of less than £1,000 per month.

Diversity data for Enfield

The information set out below is derived from Enfield's Annual Housing Equalities Report 2011/12 and the Equalities Impact Assessment for Enfield's 2012-2027 Housing Strategy

Ethnicity

Equalities monitoring¹⁷ shows that compared to population estimates, black and minority ethnic (BME) households are over-represented on the Council's Housing Register. 82.3% of applicants on the Housing Register are from a non-white UK ethnic group. This compares with the lower figure of 55.3% of people in Enfield's population.

Equalities monitoring also shows that some BME households require larger properties and as they are in short supply have to wait longer to be housed. For example, 61% of Turkish households and 66% of Somali households have to wait more than 5 years to be housed (compared to 25% of White UK households).

Disability

Ten per cent of all new homes built in the borough are required to be wheelchair accessible. Enfield Council works with housing associations to develop adaptable and wheelchair accessible affordable homes to meet the needs of disabled people. In 2010/11 53 wheelchair accessible units were delivered by housing associations in the borough.

¹⁷ Equalities Monitoring is set out in the Annual Housing Equalities Report 2011/12

Gender

More women experience domestic violence (DV) than men. Enfield's Housing Strategy seeks to support those who would like help to find alternative safe accommodation and to work with partners to support the survivor and their family. In 2010/11 36 women experiencing DV were supported by the Council to find alternative accommodation. However, this figure represents a small proportion of the total who received support as Enfield Homes, Housing Associations and community groups also provide services for this group.

Age

Most of the people on Enfield's Housing Register are between the ages of 25 to 35 (35%) and 36 to and 49 (36%). A smaller proportion are aged under 25 (12%) or over 50 (17%).

Rent levels in the borough

The following tables show average market rents in the private rented sector in Enfield together with average local authority rents, and average rents for housing association (RSL) new lets and relets¹⁸ for the years 2010/11¹⁹ and 2011/12.

2011/12

Enfield Rents per week	1 bed	2 bed	3 bed
Market Rents	£185	£242	£300
80% Market Rents*	£148	£194	£240
Local Authority Rents	£81	£92	£109
% of Market Rents	44%	38%	36%
RSL Re-let Rents	£87	£104	£128
% of Market Rents	47%	43%	43%
RSL New Let Rents	£92	£110	£128
% of Market Rents	50%	45%	43%
All Social Rents	£82	£98	£116
% of Market Rents	44%	40%	39%

Data source Government's CORE data base

2010/11

¹⁸ These are homes that have been let before

¹⁹ Local authority and housing association (RSL) rents for 2010/11 and 2011/12 are taken from a small sample of CORE data as at 16 November 2012.

Enfield Rents per week	1 bed	2 bed	3 bed
Market Rents	£174	£231	£288
80% Market Rents*	£139	£185	£230
Local Authority Rents	£74	£83	£95
% of Market Rents	43%	36%	33%
RSL Re-let Rents	£85	£100	£123
% of Market Rents	49%	43%	43%
RSL New Let Rents	£93	£113	£127
% of Market Rents	54%	49%	44%
All Social Rents	£80	£91	£109
% of Market Rents	46%	39%	38%

Data source: Government's CORE data base

*Rounded up/down figures throughout