

Appendix A

The council's statutory duties in relation to overcrowding

- Housing
- HMOs and Private Renting



The council's statutory duties in relation to overcrowding



Housing

- The council's Allocations Scheme uses the bedroom standard as the measure of overcrowding for allocation purposes.
- Even if a household is overcrowded according to the bedroom standard measure, this **will not give rise to an automatic duty on the council** to provide the household with larger accommodation.
- It does, however, impose a duty on the council to give a household **reasonable preference** in the allocation of larger social housing. The council's scheme does this with overcrowded households in Band 2A. The highest band is Band 1A.
- There is scope within housing legislation to give additional preference to overcrowded households, where overcrowding is very severe but, the council's Allocations Scheme maintains treating all overcrowded households with the same level of priority.
- The council allocated 1,222 homes last year and **617** were to those who were overcrowded 50.5%. The annual target is 50%.



The council's statutory duties in relation to overcrowding



HMOs and private renting

- The Housing Health and Safety Rating System is a hazard-based assessment for homes in the private sector. There are 29 hazards and overcrowding is one.
- The most effective way to remove hazards and control occupation is through Mandatory Licensing which applies to all shared homes with 5 or more people from 2 or more households, and to flats above and below shops and other business premises.
- A licensable HMO must be free of category 1 (serious) hazards and address category 2 (other) hazards under Part 1 of the Housing Act 2004.
- Flats in purpose-built blocks, consisting of three or more flats, with at least five occupants from two or more households require an Additional licence.
- It is a criminal offence to operate a licensable property, where these are unlicensed, penalties include a criminal conviction and an unlimited fine or a financial penalty of up to £30,000.
- The council can also take over the management of a property by issuing an Interim and/or Final Management Order for serious breach of the rating system.



Appendix B

Overcrowding Insight

- Census
- Tower Hamlets Common Housing Register



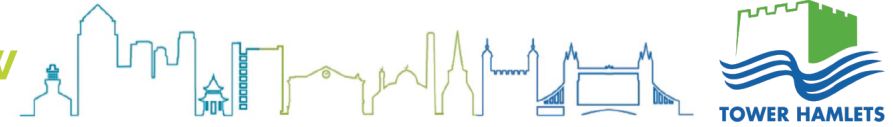
Common Housing Register (May 2024)



- **24,954** applications on the Common Housing Register
- Eligibility criteria includes:
 - To be over 18 years of age
 - Have a local connection via living in the borough for the last 3 years
 - Not be subject to immigration control and have recourse to public funds
 - Joint or sole income not exceeding £90,000
- It is not the only indicator of housing need but it the Common Housing Register is a key source of information to understand critical housing need in the borough.
- **Applicants on Register; 54%** housing association tenants, **34%** rent privately or live with relatives/friends and **12%** council tenants.



Households on the Common Register - Overview



Households on the Common Housing Register
24,954

Common Housing Register excl Current Social Housing Residents
11,383

Households on the Common Housing Register (Band 1 + Band 2)
14,604

2,828	11,776	10,350
Band 1	Band 2	Band 3
11%	47%	41%
Band 1	Band 2	Band 3

Figure 1: Map showing current applicants

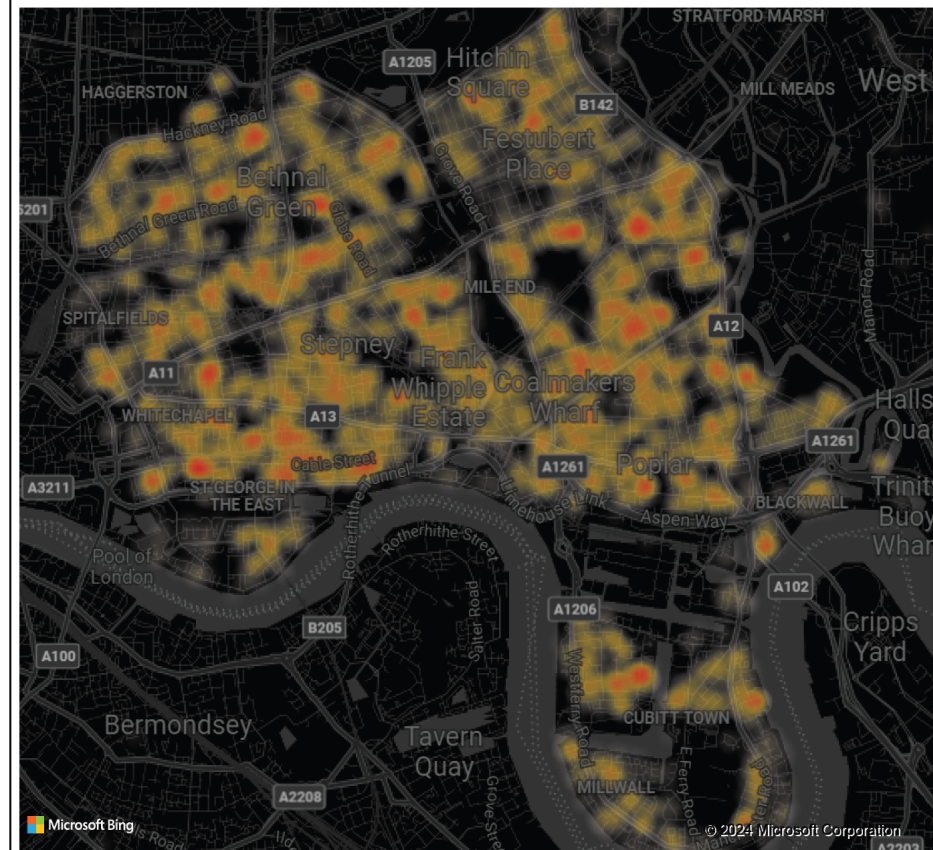


Table 1: Top 10 Demand by Ward

Ward	1	2	Total
Lansbury	345	832	1177
Mile End	190	921	1111
Bethnal Green	193	872	1065
St. Peter's	212	790	1002
Shadwell	158	716	874
St. Dunstan's	123	661	784
Bromley South	153	619	772
Stepney Green	127	630	757
Whitechapel	114	634	748
Bow East	162	516	678

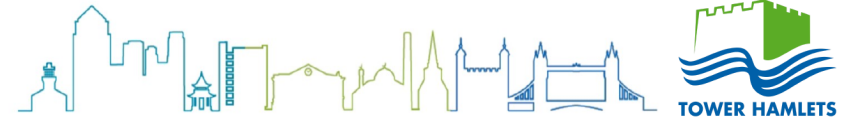
Table 2: Total Households by Application Type

Rehousing List Code	%	Total
HPERM	7.42%	1,852
TRANSFER	38.19%	9,531
SHR	54.38%	13,571
Total	100.00%	24,954

Table 3: Top 10 Total Demand by Housing Association and Bands

Registered Provider	1	2	Total
Single Housing Register	418	5732	6150
LBTH Council	686	1305	1991
Poplar HARCA	376	497	873
One Housing	178	370	548
Clarion Housing Group	191	355	546
Eastend Homes	144	303	447
Tower Hamlets Community Housing	136	211	347
Swan Housing Association	62	233	295
Gateway Housing Association	116	174	290
London and Quadrant	91	157	248

Housing Overcrowding - Beds Lacking



Total Overcrowded	Total Overcrowded %	Total Overcrowded 2+
10,907	44%	2,243
Total No. of Beds Lacking	Average Years Waiting	
11,570	5.55	

Table 2: Top 10 Overcrowded by RP

Registered Provider	Total
Single Housing Register	5937
LBTH Council	1482
Poplar HARCA	593
One Housng	413
Clarion Housing Group	399
Eastend Homes	345
Swan Housing Association	255
Tower Hamlets Community Housing	234
Peabody	203
Gateway Housing Association	197



Table 1: Overcrowded by Bands & Beds Lacking

Band	Band 1		Band 2		Total	
	%	No.	%	No.	%	No.
1	5.07%	553	74.37%	8111	79.44%	8664
2	1.85%	202	15.36%	1675	17.21%	1877
3	0.29%	32	2.69%	293	2.98%	325
4	0.12%	13	0.25%	27	0.37%	40
5			0.01%	1	0.01%	1
Total	7.33%	800	92.67%	10107	100.00%	10907

Table 3: Top 10 Overcrowded by Ward

Ward	Total	%
Mile End	1017	8.64%
Bethnal Green	942	8.00%
Lansbury	930	7.90%
St. Peter's	841	7.14%
Shadwell	772	6.56%
St. Dunstan's	705	5.99%
Bromley South	684	5.81%
Stepney Green	681	5.78%
Whitechapel	678	5.76%
Bromley North	597	5.07%
Bow East	560	4.76%

Household Size for Overcrowding



Total Overcrowded	Total No. of Beds Required	Total No. of Beds Lacking	Total Beds Surplus	Average Years Waiting
10,907	26,428	11,570	1,988	5.55

Table 1: Beds Required by Waiting Time

Beds Required	Average of Years	Total Households	% of Total
3	6.27	4,773	43.76%
1	4.30	2,846	26.09%
2	4.17	2,002	18.36%
4	7.69	1,181	10.83%
5	8.30	95	0.87%
6	7.65	10	0.09%

Figure 1: Map showing the Bedrooms Required



Figure 2: Overcrowded Households by Beds Lacking

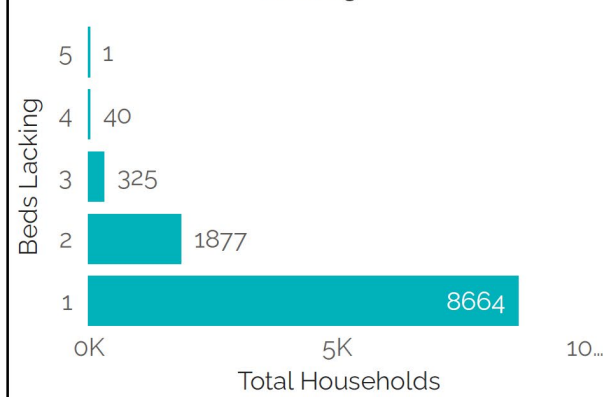


Table 2: Top 10 Beds Required by Ward

Ward	Beds Required
Mile End	2,178
Bethnal Green	2,152
Lansbury	2,038
St. Peter's	1,860
Shadwell	1,736
Whitechapel	1,642
Stepney Green	1,512
Bromley South	1,492
St. Dunstan's	1,492
Bow East	1,306

Appendix C

Tower Hamlets Research- Preliminary Findings



Building on Previous Projects - Overcrowding and Family Wellbeing in Tower Hamlets



15.8%
of households in Tower Hamlets
overcrowded in 2021

Figure 1: Percentage of households that met the overcrowding criteria as per 2021 census

About **half** of all responses to a survey of 620 families during the pandemic said they didn't have enough space. **Lack of space** is more prevalent for **low-income households** (see Figure 2).

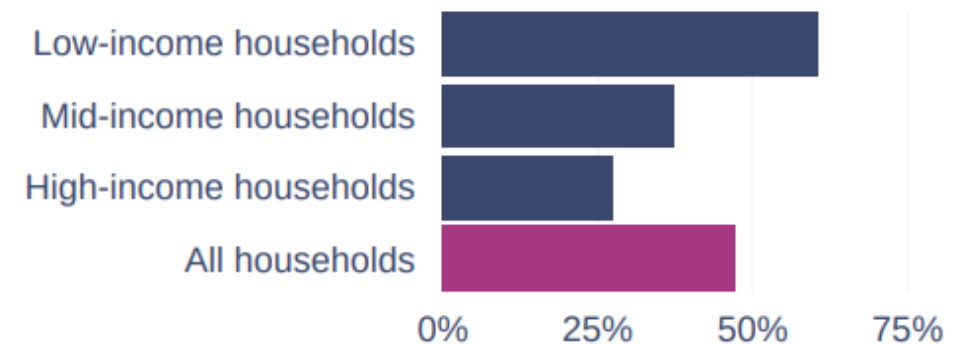


Figure 2: Percentage of households who reported not having enough space in their homes in a survey of 620 parents of children aged 0-4 and parents to be living in Tower Hamlets

NB: Preliminary findings



Methods

- 2 x 1.5-hour focus groups with people who work with families affected by overcrowding (henceforth, "professionals")
- 2 x 1.5-hour focus groups with residents

Session structure:

- What does overcrowding mean to you?
- Lived experiences and impacts
- Vignettes (ordering priorities)

Inclusion criteria:

Residents:

- 18+
- Self-define as living in overcrowded housing with their family (min 1 non-adult)
- Live in Tower Hamlets

Professionals:

- Work with families living in overcrowded housing in Tower Hamlets, either directly or indirectly

NB: Preliminary findings



Building on Previous Projects - Overcrowding and Family Wellbeing in Tower Hamlets



The usual indicators of overcrowding miss many of the ways in which lack of space affects families and children

Overcrowding generates many impacts that are not accounted for with current indicators. The impacts mentioned by the participants in the survey are captured in Figure 3.

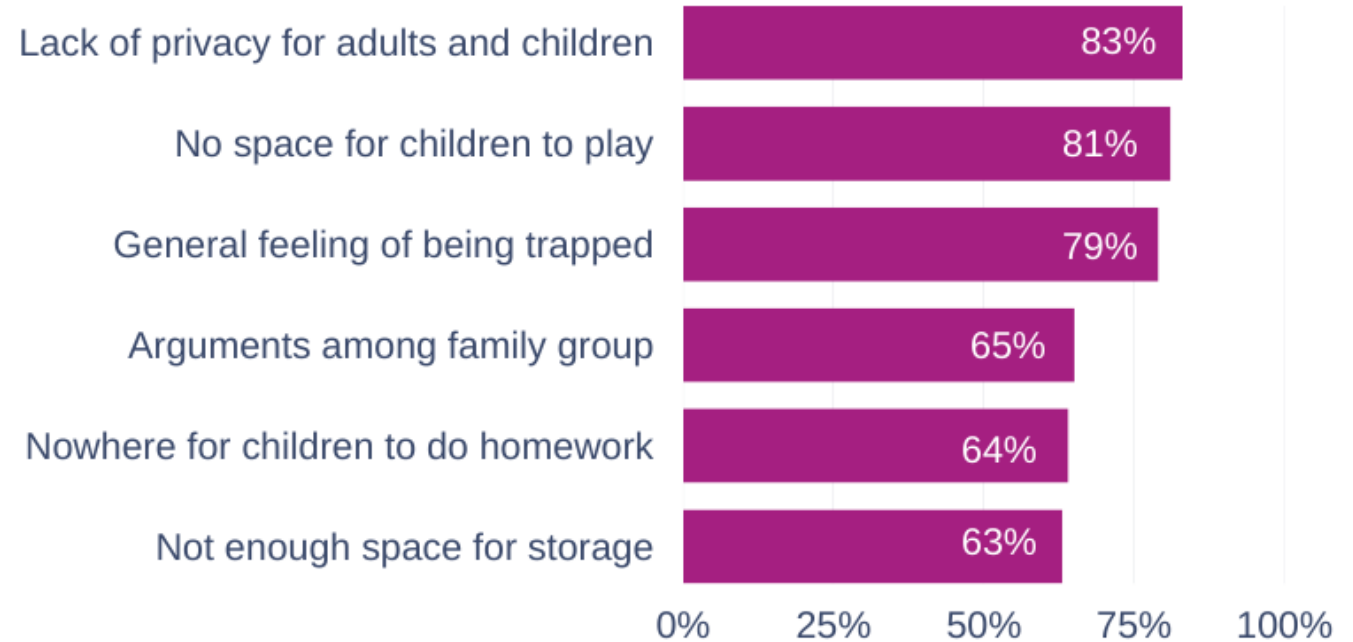


Figure 3: Impacts of lack of space, for respondents who reported this problem

NB: Preliminary findings



Priorities

Ideal solution: more housing with space that was built with families in mind.

Other aspects of living in overcrowded housing that could be improved to support their health and wellbeing:

- **Safety/Built environment**
- **Communication**
- **Accommodating health needs**



NB: Preliminary findings

NB: These are preliminary findings, pending formal analysis

