

Title: Housing Benefit – uprating local housing allowance rates by CPI from April 2013 Lead department or agency: Department for Work and Pensions Other departments or agencies:	Impact Assessment (IA)
	IA No:
	Date: 16 February 2011
	Stage: Final
	Source of intervention: Domestic
	Type of measure: Primary Legislation
Contact for enquiries:	

Summary: Intervention and Options

What is the problem under consideration? Why is government intervention necessary?

Expenditure on Housing Benefit in cash terms has increased significantly from £11 billion in 1999/2000 (£14bn in today's prices) to £21.5 billion this year. In particular, under the Local Housing Allowance arrangements which were introduced in April 2008, the average Housing Benefit award is over £9 per week more than for customers on previous schemes. The changes to be introduced in 2011 to the Local Housing Allowance arrangements will both contain the levels of rents met by Housing Benefit in expensive areas and apply downward pressure on expenditure more generally. The overall cost of Housing Benefit must be controlled and reduced, particularly given the budget deficit and the need for fiscal consolidation. Currently Local Housing Allowance rates are set at the median of data on achieved rents collected by Rent Officers, this will reduce to the 30th percentile from April 2011. Rates are currently reviewed on a monthly basis. This measure will set rates annually and restrict the increase in expenditure on Housing Benefit under Local Housing Allowance rules to the maximum of the change in the consumer price index from April 2013.

What are the policy objectives and the intended effects?

The 2013 changes to the Local Housing Allowance arrangements are intended to build on the measures being introduced in 2011 to bring the cost of Housing Benefit under control and exert downward pressure on rents. Restricting the increase in Local Housing Allowance rates to the Consumer Price Index would mean that the setting of rates would be carried out in a similar way to the uprating of other social security benefits. The change would simplify the process of setting rates and can be incorporated with longer term welfare reform measures. Initial estimates show that this measure could save £300 million per annum although actual saving would be dependent on actual changes in the Consumer Price Index

What policy options have been considered? Please justify preferred option (further details in Evidence Base)

The alternative option is to keep the current system of monthly rent calculations. However this will not exert any downward pressure on rents charged to Local Housing Allowance recipients and costs will continue to increase.

When will the policy be reviewed to establish its impact and the extent to which the policy objectives have been achieved?	It will be reviewed from 2014
Are there arrangements in place that will allow a systematic collection of monitoring information for future policy review?	Yes, see Annex 1

Summary: Analysis and Evidence

Price Base Year 10/11	PV Base Year 10/11	Time Period Years 2	Net Benefit (Present Value (PV)) (£m)		
			Low: –	High: –	Best Estimate: 0

COSTS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Cost (Present Value)
Low	–	–	–
High	–	–	–
Best Estimate	–	–	£225m

Description and scale of key monetised costs by 'main affected groups'

Cost relate to the notional reduction in benefit income received by these households. It is estimated that there would be around 1.4 million HB recipients on the Local Housing Allowance in 2013 and they may experience a notional loss in their benefit due to it being uprated by the Consumer Prices Index rather than market rents. This is based on the current trends in LHA rates and forecasts of the Consumer Price Index.

Other key non-monetised costs by 'main affected groups'

In the longer term, landlords may receive less income than they would have otherwise received if they agree to match the growth in Local Housing Allowance rates by raising their rents in line with the Consumer Price Index.

BENEFITS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Benefit (Present Value)
Low	–	–	–
High	–	–	–
Best Estimate	–	–	£225m

Description and scale of key monetised benefits by 'main affected groups'

Monetised benefits relate to Exchequer savings due to reduced benefit spend.

Other key non-monetised benefits by 'main affected groups'

In the longer term rents for housing benefit tenants may increase less steeply, especially in areas where Housing Benefit tenants comprise a large proportion of the private rented sector. Administration costs may reduce, however, any savings relate to overall changes in the role of rent officers.

Key assumptions/sensitivities/risks	Discount rate	3.5%
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Present values were considered over a 5-year period. Impacts are based on notional losses calculated on current awards of Housing Benefit, and projected forward in line with Departmental forecasts. Savings or costs are subject to the assumptions on the future increases in rents of 4% per year; and the CPI of 2% per year. The extent of notional losses will in practice depend on movements in local rental markets.

Impact on admin burden (AB) (£m):		Impact on policy cost savings		In
New AB:	AB savings:	Net:	Policy cost savings:	

Enforcement, Implementation and Wider Impacts

What is the geographic coverage of the policy/option?			Great Britain		
From what date will the policy be implemented?			April 2013		
Which organisation(s) will enforce the policy?			DWP		
What is the annual change in enforcement cost (£m)?					
Does enforcement comply with Hampton principles?			YES		
Does implementation go beyond minimum EU requirements?			NO		
What is the CO ₂ equivalent change in greenhouse gas emissions? (Million tonnes CO ₂ equivalent)			Traded:		Non-traded:
Does the proposal have an impact on competition?					
What proportion (%) of Total PV costs/benefits is directly attributable to primary legislation, if applicable?			Costs:		Benefits:
Annual cost (£m) per organisation (excl. Transition) (Constant Price)	Micro	< 20	Small	Medium	Large
Are any of these organisations exempt?					

Specific Impact Tests: Checklist

Set out in the table below where information on any SITs undertaken as part of the analysis of the policy options can be found in the evidence base. For guidance on how to complete each test, double-click on the link for the guidance provided by the relevant department.

Please note this checklist is not intended to list each and every statutory consideration that departments should take into account when deciding which policy option to follow. It is the responsibility of departments to make sure that their duties are complied with.

Does your policy option/proposal have an impact on...?	Impact	Page ref within IA
Statutory equality duties ¹	YES	Separate Publication
Economic impacts		
Competition	NO	
Small firms	NO	
Environmental impacts		
Greenhouse gas assessment	NO	
Wider environmental issues	NO	
Social impacts		
Health and well-being	NO	
Human rights	NO	
Justice system	NO	
Rural proofing	NO	
Sustainable development	NO	

¹ Race, disability and gender Impact assessments are statutory requirements for relevant policies. Equality statutory requirements will be expanded 2011, once the Equality Bill comes into force. Statutory equality duties part of the Equality Bill apply to GB only. The Toolkit provides advice on statutory equality duties for public authorities with a remit in Northern Ireland.

Evidence Base –

Annual profile of monetised costs and benefits* - (£m) constant prices

	2010/11	2011/12	2012/13	2013/14	2014/15
Transition costs			0	0	0
Annual recurring cost			0	40	215
Total annual costs			0	40	215
Transition benefits			0	0	0
Annual recurring			0	40	215
Total annual benefits			0	40	215

* For non-monetised benefits please see summary pages and main evidence base section

Evidence Base

Policy Rationale

1. The background to the changes to the Local Housing Allowance arrangements is the budget deficit and the reductions in public expenditure that the Government is making to tackle it. A key part of the Government's strategy is a programme of reforms that shifts the focus of state support away from cash transfers to the services that deliver opportunities for social mobility in the longer-term. The welfare reforms announced in the June 2010 Budget and the 2010 Spending review will enable a greater proportion of expenditure to be spent on services and ensure that the poorest families are not trapped in a cycle of dependency.
2. Currently Local Housing Allowance rates are set at the median of data on achieved rents collected by Rent Officers; this will reduce to the 30th percentile of achieved rates from April 2011. Rates are currently reviewed on a monthly basis. Restricting the annual increase in expenditure on Housing Benefit to a maximum of the Consumer Price Index will build on the reforms being introduced in 2011 to ensure that Local Housing Allowance rates cannot continue to rise without restraint. Under the proposed changes all Local Housing Allowance rates in GB will be set annually on a common date and that will apply for the following year.
3. The proposed changes will move toward providing a fairer and more sustainable Housing Benefit scheme which will help address the disincentives to work inherent in the current system.

Estimating Costs and Benefits

Fiscal impacts

4. The benefits relate to the estimated savings to the Exchequer arising from reduced housing benefit spending.
5. The estimates are based on the forecast HB LHA caseload for 2013 of around 1.4 million, and the difference between the forecast growth in LHA rates and the CPI from 2013/14. LHA rates are assumed to rise by 4% per annum; and the CPI is assumed rise at an average annual rate of 2% post-implementation.
6. The scale of realised savings will be sensitive to any variations in the actual growth in LHA rates and the CPI. In some local areas, the extent of notional losses will in practice depend on movements in local rental markets.
7. No behavioural impact is assumed over the forecast period as differences in rents will be small in the early years compared to the transaction costs of moving. The current estimate of the anticipated reduction in benefit expenditure is in the order of £215m in 2014/15 (real terms).

Impacts on individuals

8. As a result of this measure individuals would notionally lose out as they would see increases in their LHA awards that are likely to be less than under the current scheme.
9. The precise impact depends on the behavioural response on the choice of accommodation made by LHA recipients and on whether landlords would restrict their rent increases.
10. The static impact is sensitive to trends in rent levels and the CPI. For this reason it is not possible to provide estimates on the distribution of losses. The illustrative average notional loss of £5.50 per week however the precise figure is sensitive to trends in rent levels and the CPI.
11. In financial terms the cost to individuals is equivalent to the benefit to the taxpayer set out in paragraph 7 above.

Impact on landlords

12. Up-rating the Local Housing Allowance rates by CPI places no direct burdens on landlords. Indirectly, by restricting rent rises would result in a reduced income from their property, than they would have otherwise done under the existing Housing Benefit scheme. They could also experience greater numbers of tenants with arrears if they increase rents above inflation and therefore incur additional costs in rent collection and managing tenancies. In the longer term some landlords could choose not to continue renting to Housing Benefit tenants if the rate of return is not sufficiently advantageous. Particularly, in those areas where landlords let predominantly to Housing Benefit tenants and other demand is not high, landlords may accept lower rent increases in line with CPI. .

Mitigation

13. Separate changes to the Local Housing Allowance will allow landlords to receive payment of housing benefit directly to them if they are willing to reduce their rents to levels affordable to housing benefit recipients. This change is likely to provide an incentive to landlords to provide accommodation at the level of the Local Housing Allowance rate to Housing Benefit tenants.
14. There is evidence collected for Wave 20 of the Local Authority Omnibus survey that Housing Benefit managers say that some landlords are using the transparency of the arrangements to raise rents to the Local Housing Allowance level. Awards of Housing Benefit for tenants assessed under the Local Housing Allowance arrangements bear this out as they are, on average, over £9 per week higher than awards made under the previous scheme for private rented sector tenants².

² <http://statistics.dwp.gov.uk/asd/asd5/rports2009-2010/rrep671.pdf>

Annex 1: Post Implementation Review (PIR) Plan

A PIR should be undertaken, usually three to five years after implementation of the policy, but exceptionally a longer period may be more appropriate. A PIR should examine the extent to which the implemented regulations have achieved their objectives, assess their costs and benefits and identify whether they are having any unintended consequences. Please set out the PIR Plan as detailed below. If there is no plan to do a PIR please provide reasons below.

<p>.Basis of the review:</p> <p>The impact of the policy changes will be reviewed and monitored regularly as roll out takes place. All analysis in the review will be subject to the ongoing availability of the underlying datasets.</p>
<p>Review objective:</p> <p>To assess whether the CPI measure the broad objectives set out in the Impact Assessment and the scale of the potential knock on impacts.</p>
<p>Review approach and rationale:</p> <p>A mixture of approaches will be used including a range internal data analysis and work with external organisations.</p>
<p>Baseline :</p> <p>Projected trends in caseload, expenditure, rents and other key variables under the benefit and tax credit system in the absence of the change.</p>
<p>Success criteria :</p> <p>Criteria will include indicators such as Housing Benefit expenditure, rent and caseload trends, work incentives, homelessness as well as wider economic impacts outlined in this document.</p>
<p>Monitoring information arrangements:</p> <p>Single Housing Benefit Extract (SHBE) is the Department's main source of real time data on Housing Benefit and is collected on a monthly basis. This will contain information on caseloads, expenditure and rents. The review will assess impacts on work incentives from survey data such as the Family Resources Survey, and will collect other information through existing stakeholder engagement arrangements ; these networks will be used to gather qualitative evidence on the impact on work incentives and employment, benefit receipt, and landlords.</p>
<p>Reasons for not planning a PIR:</p> <p>n/a</p>