





**Brighton & Hove
City Council**

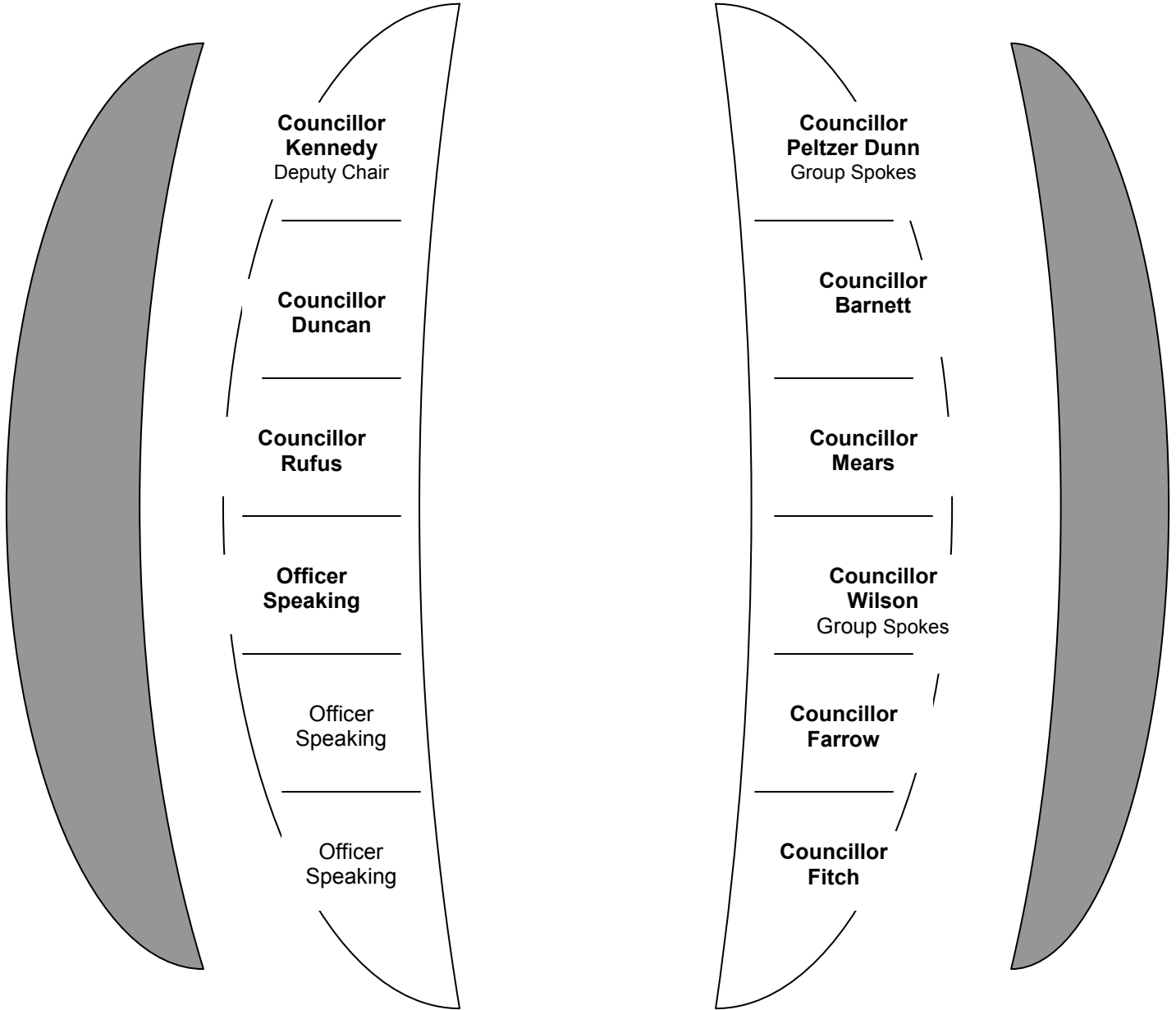
Housing Committee

Title:	Housing Committee
Date:	25 September 2013
Time:	4.00pm
Venue	Council Chamber, Hove Town Hall
Councillors:	Randall (Chair), Kennedy (Deputy Chair), Peltzer Dunn (Group Spokesperson), Wilson (Group Spokesperson), Barnett, Duncan, Farrow, Fitch, Mears and Rufus
Contact:	Lisa Johnson Senior Democratic Services Officer 01273 291228 lisa.johnson@brighton-hove.gcsx.gov.uk

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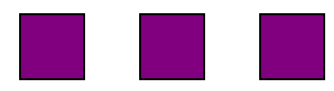
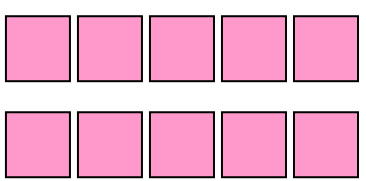
Democratic Services: Housing Committee

Head of Housing	Councillor Randall Chair	Executive Director of Environment, Development and Housing	Lawyer	Democratic Services Officer
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Public Speaker	Public Speaker
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Public Seating



Press

AGENDA

PART ONE

Page

14. PROCEDURAL BUSINESS

(a) Declaration of Substitutes: Where Councillors are unable to attend a meeting, a substitute Member from the same Political Group may attend, speak and vote in their place for that meeting.

(b) Declarations of Interest:

- (a) Disclosable pecuniary interests not registered on the register of interests;
- (b) Any other interests required to be registered under the local code;
- (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare

- (i) the item on the agenda the interest relates to;
- (ii) the nature of the interest; and
- (iii) whether it is a disclosable pecuniary interest or some other interest.

If unsure, Members should seek advice from the committee lawyer or administrator preferably before the meeting.

(c) Exclusion of Press and Public - To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

NOTE: *Any item appearing in Part Two of the Agenda states in its heading the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the public.*

A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls.

15. MINUTES

1 - 10

To consider the minutes of the meeting held on 19 June 2013 (copy attached).

Contact Officer: Lisa Johnson

Tel: 01273 291228

16. CHAIR'S COMMUNICATIONS

HOUSING COMMITTEE

17. CALL OVER

18. PUBLIC INVOLVEMENT

11 - 18

To consider the following matters raised by members of the public:

- (a) **Petitions:** to receive any petitions presented to the full council or at the meeting itself
 - (1) Storage at Poplars (copy attached)
- (b) **Written Questions:** to receive any questions submitted by the due date of 12 noon on the 18 September 2013
- (c) **Deputations:** to receive any deputations submitted by the due date of 12 noon on the 18 September 2013
 - (1) Houses in Multiple Occupancy (copy attached)

19. ISSUES RAISED BY COUNCILLORS

19 - 20

To consider the following matters raised by councillors:

- (a) **Petitions:** to receive any petitions submitted to the full Council or at the meeting itself
- (b) **Written Questions:** to consider any written questions submitted by the due date of 10.00 am on 13 September 2013
- (c) **Letters:** to consider any letters submitted by the due date of 10.00am on 13 September 2013
- (d) **Notices of Motion:** to consider any Notices of Motion referred from Council or submitted directly to the Committee
 - (1) Receive a Notice of Motion referred from Council meeting held on 18 July 2013 – Stimulating New House Building in Brighton & Hove (copy attached).

20. COST BENEFIT ANALYSIS FOR HOUSING RELATED SUPPORT

21 - 102

Report of the Executive Director Environment, Development & Housing

Contact Officer: Daniel Parsonage

Tel: 01273 293081

Ward Affected: All Wards

21. HOUSING AND SUPPORT FOR YOUNG PEOPLE AGED 16-25 JOINT COMMISSIONING STRATEGY

103 - 138

Report of the Executive Director Environment, Development & Housing

Contact Officer: Narinder Sundar

Tel: (01273) 293887

Ward Affected: All Wards

HOUSING COMMITTEE

22. HOMELESS STRATEGY REVIEW

Verbal Update

23. STIMULATING NEW HOUSE BUILDING IN BRIGHTON & HOVE

139 -
156

Report of the Executive Director Environment, Development & Housing

Contact Officer: Martin Reid

Tel: 01273 293321

Ward Affected: All Wards

24. BROOKE MEAD

Verbal Update

25. GARAGE SITES

Verbal Update

26. ITEMS REFERRED FOR COUNCIL

To consider items to be submitted to the 24 October 2013 Council meeting for information.

In accordance with Procedure Rule 24.3a, the Committee may determine that any item is to be included in its report to Council. In addition, any Group may specify one further item to be included by notifying the Chief Executive no later than 10am on the eighth working day before the Council meeting at which the report is to be made, or if the Committee meeting take place after this deadline, immediately at the conclusion of the Committee meeting.

The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

The closing date for receipt of public questions and deputations for the next meeting is 12 noon on the fifth working day before the meeting.

Agendas and minutes are published on the council's website www.brighton-hove.gov.uk. Agendas are available to view five working days prior to the meeting date.

Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

For further details and general enquiries about this meeting contact Lisa Johnson, (01273 291228, email lisa.johnson@brighton-hove.gcsx.gov.uk) or email

HOUSING COMMITTEE

democratic.services@brighton-hove.gov.uk

Date of Publication - Tuesday, 17 September 2013

BRIGHTON & HOVE CITY COUNCIL

HOUSING COMMITTEE

4.00pm 19 JUNE 2013

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillor Randall (Chair), Kennedy (Deputy Chair), Peltzer Dunn (Opposition Spokesperson), Wilson (Group Spokesperson), Barnett, Duncan, Farrow, Fitch, Mears and Rufus

PART ONE

1. PROCEDURAL BUSINESS

1A Declarations of Substitute Members

1.1 There were no substitutes

1B Declarations of Interests

1.2 Councillors Fitch, Peltzer Dunn and Rufus declared a Disclosable Pecuniary Interest in Item 9, as landlords of residential property within the City

1C Exclusion of the Press and Public

1.3 In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

1.4 **RESOLVED** - That the press and public not be excluded from the meeting.

2. MINUTES

2.1 Councillor Farrow referred to item 70, and understood that some tenants had received letters from the Council which they felt were intimidating. The Chair said that the letters were being reviewed and amended, and confirmed that a copy of the new wording would be sent to all members of the committee. The Chair said that 782 visits had been

made to those affected by the changes to Housing Benefit, and of those spoken to around half had said that they wanted to move to smaller accommodation. In 2012/2013 there had been 212 applications to move, and that figure was expected to increase significantly in 2013/2014; in the first two months there had been an increase of 39%. There were incentive schemes to move, and for those that did the Council would assist with all aspects of the move.

2.2 Councillor Mears referred to paragraph 64.2 and said that an update on the financial shortfall had not yet been provided. Mr Raw, Executive Director Environment, Development and Housing, said that officers were still undertaking the financial viability, and the information would be provided as soon as it was available. Councillor Mears asked if information on the garage sites could also be provided.

2.3 **RESOLVED:** That the Minutes be agreed as a correct record.

3. CHAIR'S COMMUNICATIONS

3.1 The Chair advised the Committee of a new policy for Care leavers which was being considered by the Children and Young People Team. It was a policy was set up by NACRO to assist Care leavers. Young people who had left care and needed accommodation would be matched with a sympathetic landlord/landlady who would be able to offer them a room and support. This policy could assist those who had a spare room and would be affected by the change in housing benefit.

3.2 New Homes

On the New Homes for Neighbourhoods programme to build more new homes on housing land, soft market testing has revealed that larger companies on various procurement frameworks had little interest in developing the nine garage sites. That was mainly due to the complex nature of the project, as well as its relative size and value. However, there was interest from local Registered Providers to manage development of the sites as the council's Development Agent. That would enable us to make the most of their development expertise while retaining ownership and management of the new homes. Officers were moving forward with this option quickly and papers would be released in the next few weeks. The project was therefore still on target to deliver new homes in 2015.

Officers also gave a presentation to residents at the City Assembly on 18 May 2013 about the New Homes for Neighbourhoods programme, which had been well received, and about 20 residents had spoken to the team on the day some suggesting other potential sites for new housing. The Estate Regeneration team welcomed all suggestions and were working their way through all suggested sites, identifying those most likely to be developable. They would be procuring some initial viability reports very shortly and would come back to Housing Committee to recommend procurement of development partners for more sites in the autumn.

3.2 Councillor Mears noted that Councillor Randall was Chair of the Housing Committee and a director of Seaside Home, and asked for confirmation of the legality of the same person holding both positions. The Chair said that the Head of Legal and Democratic

Services had provided written advice on that issue, and had agreed it was appropriate for the Chair of Housing Committee to also be a director of Seaside Homes.

- 3.3 Councillor Mears asked if information could be provided on the number of homes being transferred to Seaside Homes. The Chair said that a report would be provided at the next meeting, and regular updates would be provided at future meetings.

4. CALL OVER

- 4.1 It was agreed that all items be reserved for discussion.

5. PUBLIC INVOLVEMENT

- 5(a).1 An e-petition was presented to the Committee. The petitioner was not able to attend the meeting to present the petition. The petition, Bringing Empty Properties Back In to Use had the following wording:

"We the undersigned petition the council to bring the 867 long term empty properties in B&H shown in the 2012 Homes from Empty Properties report back into use. We call on the council to publish a list of these properties complete with a funded plan to bring them back in use.

Justification: *867 empty properties could be brought back in use for those in need under the powers that the council already holds. This should be funded by stopping all non essential projects (such as new signage, cycle paths, redevelopment vanity projects, the eye) until 90% of these properties are in use. Homes are far more important than many of the council's other expenditure. Any list of these properties should avoid giving exact addresses to reduce the risk of squatting. Empty Property Report at <http://www.emptyhomes.com/statistics-2/empty-homes-statistic-2011/12>."*

The petition had 34 signatures.

- 5(a).2 A written response to the petition was circulated at the meeting which stated:

The Council is committed to making best use of housing resources in the City and to ending the blight of long term empty homes on our neighbourhoods. Details of our strong track record in returning empty private sector and council homes back into use are outlined below. Brighton & Hove has a successful Empty Property Strategy. During 12/13 the Empty Property Team worked with owners to return 157 long term empty private sector homes back into use. The Empty Property Team have a strong track record as a sub-regional lead in delivering empty property services and investment across borough boundaries including Lewes DC & Horsham DC Brighton & Hove were sub-regional lead on a recent successful funding bid under the HCA Empty Homes Programme 2012–15 (Round 1) receiving an allocation of £900k to bring 60 long term empty homes back in use across Brighton & Hove and Lewes District. We have made an additional funding bid under Round 2 of the HCA Empty Homes programme consists of £620k to bring an additional 31 long term empty private sector homes back into before 31 March 2015. We work with owners to long term empty homes back into use but where advice and assistance fail we have a range of enforcements actions up to and including Compulsory Purchase Order reflected in revised Empty Property Strategy currently being finalised. Two of four CPOs approved remain outstanding, one expected

back into use, one remains subject to legal action in conjunction with Planning . Our average re-let time of 17 calendar days places us as the top performer within our Benchmarking group, we are also significantly above the median average for the group of 28.52 days. The further improvement we have seen in 2012/13 makes it likely that we shall retain this position next time round. (excludes properties whilst they are undergoing major works as well as mutual exchanges and properties that the council intends to sell or demolish). Year end performance on average re-let times has improved significantly, at 32 days for 2012/13 compared to 45 days for 2011/12. Long term empty council homes awaiting expensive works to bring them back into use have been leased to Brighton & Hove Seaside Community Homes. Up to 499 homes are to be leased to BHSCH enabling them to be refurbished and re-let while also providing £28m capital receipt to enable the council to bring other homes up to decent homes standard. To date 351 properties have been leased which comprise a mix of long term major voids, other void properties and some properties which had shared facilities and were no longer fit for purpose. 252 of these have been refurbished and re-let.

5(b).3 There were no written questions.

5(c).4 There were no deputations.

6. ISSUES RAISED BY COUNCILLORS

6(a).1 There were no petitions

6(b).2 There were no written questions

6(c).3 A Letter had been submitted by Councillor Farrow (copy of letter in agenda).

6 (c).4 The Chair gave the following response:

Here is an update from Mears on the current situation regarding the pay offer they were discussing with UNITE, UCATT & GMB.

Mears staff had given consideration to their suggestions, making one initial improvement and one further final improvement on 23 May 2013. The main emphasis had been on equalising pay differences created by TUPE transfers. In the offer Mears kept to three collective objectives. Everybody gained something. Mears worked towards equalising pay by giving more to lower paid staff. Mears made sure all operative rates exceeded the Union, JIB & CIJC rates by at least 5%. The union officials rejected the offer and informed Mears they would be balloting their members on it, with a view to industrial action. This ballot took place on Friday 7 June 2013 but there has been no update on the result yet. Mears presently have 157 directly employed staff, 27 are Senior Managers, Support Staff or BHCC Tupe transfers who are not related to this negotiation, 24 are apprentices covered by contractual rises or UK minimum wage. 67 have already accepted the new offer. This leaves 39 who have not yet accepted. Mears are confident that there will be minimal effect to the service they provide to BHCC. Within the gas contract, 20 staff (100%) have already accepted. Within the response & maintenance Mears have sufficient office and operational resources to maintain normal operations. While Mears are mindful that this may attract some adverse publicity, they are resolute in promoting equality and providing best value to the Housing Revenue Account as prime objectives for the partnership.

6(c).5 A representative from Mears attended the hearing. He said the situation was changing daily, and there were now 38 people who had not yet accepted the offer. Mears were confident that they would be able to maintain the service. Mr J Sharma, Head of Housing, said that a risk assessment had been carried out and the Authority was happy that there would be no impact on the service. Councillor Farrow thanked officers for the response, and asked if a copy of the risk assessment could be provided. Mr Sharma agreed to provide it.

6(d).6 There were no Notices of Motion

7. ANNUAL REPORT TO COUNCIL TENANTS AND LEASEHOLDERS 2013

7.1 The Committee considered the report of the Executive Director Environment Development and Housing regarding the Annual Report to council tenants and leaseholders. Ms Dafe, Head of Income Involvement & Improvement, presented the report. A colour copy of the draft Annual Report was provided at the meeting.

7.2 Councillor Farrow noted that under the heading 'What we have done', it said that there had been an increased use of social media to reply to enquiries, and he thought that that was a good way to interact with tenants and leaseholders. The Chair agreed and said that recently young people, who were being consulted about matters in the Whitehawk estate, had been asked to vote on issues via both Facebook and text message and it had proved very popular.

7.3 Councillor Peltzer Dunn said that there was an assumption that all leaseholders were council tenants, and asked if the next report could have a paragraph on the Authority's duty to leaseholders who weren't council tenants.

7.4 Councillor Kennedy thanked officers for the report and said that it was clear and easy to understand.

7.5 Councillor Barnett noted that the Authority were developing a pet policy in line with RSPCA advice on promoting responsible pet ownership in council properties, and asked if the policy would be rolled out across the city. Ms Dafe said that the policy was currently being consulted on, and an update would be provided to the committee in due course.

7.6 Councillor Mears referred to Mutual Exchange Criteria and asked if the Committee could have a briefing on the current criteria. The Chair agreed that would be provided.

7.7 Councillor Mears noted that the draft Annual Report was being considered by the Housing Management Consultative Sub Committee (HMCS) and the Housing Committee before being looked at by tenants, and said that that was wrong and tenants should see the draft report first. Councillor Kennedy said that the draft report had been thoroughly discussed at the HMCS meeting and all the tenants' views had been incorporated. Ms Dafe added that tenants were on the editorial board and had assisted in preparing the draft report.

7.8 RESOLVED –

That the Housing Committee approved the Annual Report to council tenants and leaseholders 2013 for publication and distribution to all council tenants and leaseholders in the summer edition of Homing In.

8. SELF BUILD HOUSING - RESPONSE TO LETTER FROM COUNCILLOR FARROW

8.1 The Committee considered the report of the Executive Director Environment Development and Housing regarding Self Build Housing. Mr Reid, Head of Housing Strategy, presented the report.

8.2 Councillor Farrow noted that one area which hadn't been addressed in the report was marginal land, and suggested that possible sites be identified. Councillor Farrow said he was a great supporter of co-operative groups and proposed that a joint meeting be held with them to discuss self builds. The Chair said that marginal land would be looked at as part of the City Plan, and confirmed that the Authority was already engaged in dialogue with co-operative groups.

8.3 Councillor Kennedy referred to marginal land and was concerned that a lot of work was being undertaken by the Planning Department which the committee weren't aware of, and asked that a presentation by planners be made to Housing Committee. The Chair agreed.

8.4 Councillor Mears suggested that the 29 garages identified for possible development could be used for self build and which could also provide an opportunity for young people to be involved and learn new skills. The Chair agreed and said that a report would be provided on all of the potential sites.

8.5 RESOLVED:

(1) That Housing Committee note the housing strategy context, aspiration and potential funding to support the work of housing co-ops and development of self build housing.

(2) That Housing Committee note proposals to work with partners to report back to Housing Committee on any opportunities available for community groups with plans for self build schemes in the City.

9. HMO LICENSING UPDATE: RESPONSE TO LETTER FROM COUNCILLOR FARROW

9.1 The Committee considered the report of the Executive Director Environment Development and Housing which provided an update on Houses in Multiple Occupation (HMO). Mr Reid, Head of Housing Strategy, presented the report.

9.2 Councillors Fitch, Peltzer Dunn and Rufus declared a Disclosable Pecuniary Interest in the matter and left the room whilst the report was discussed.

- 9.3 Councillor Farrow thanked officers for the report but felt that the proposals weren't robust enough and proposed an amendment to recommendation 2.2. Councillor Wilson seconded the amendment. The amendment read:
'That Housing Committee note the information on the Newham scheme and the legal parameters framing Additional Licensing and Selective Licensing schemes outlined in the report *and instruct officers to further investigate and report back on advantageous use of the schemes in other areas of the city*'.
- 9.4 Councillor Mears said that any amendment should be provided in writing prior to the meeting in order to allow members to consider it. Councillor Farrow apologised for not providing it prior to the meeting, but felt that it was important that officers investigate the matter further.
- 9.5 Councillor Wilson referred to paragraph 3.8 of the report and the Additional Licensing Scheme which was previously agreed by the Committee, and asked what the cost was to landlords and what was involved. Mr Reid said the cost was £640 per property for a five year licence. Once an application had been received the property was visited, and issues discussed with the landlord and a timetable set for those issues to be addressed.
- 9.6 Councillor Kennedy felt that there could be a case to implement the scheme across the city, but similar schemes in other parts of the country should be monitored first.
- 9.7 The Committee voted on the proposed amendment, but it was not agreed.
- 9.8 **RESOLVED:**
- (1) That Housing Committee note progress with implementation of the Additional Licensing scheme in the five Lewes Road wards since the commencement of designation on 5 November 2012.
 - (2) That Housing Committee note the information on the Newham scheme and the legal parameters framing Additional Licensing and Selective Licensing schemes outlined in the report.

10. HCA EMPTY PROPERTY FUNDING ROUND 2 BID

- 10.1 The Committee considered the report of the Executive Director Environment Development and Housing which provided an update on HCA empty property funding. Mr Reid, Head of Housing Strategy, and Emma Kumar (Empty Property Officer) presented the report.
- 10.2 Councillor Mears thanked officers for the report, and asked for a report on how the New Homes Bonus funding was being spent. The Chair agreed that a report would come to a future meeting of the committee.
- 10.3 Councillor Wilson asked why the amount awarded in Round 1 per property was a different ratio to the bid per property in Round 2. Ms Kumar said that Round 2 was for a loan scheme and so it was possible to bid for a higher amount. It was possible that the amount awarded would be less. Councillor Peltzer Dunn asked whether a reduction in

funding would lead to a reduction in the number of properties brought back into use. Ms Kumar confirmed it would, but added that funding was only one method used to bring properties back into use.

10.4 RESOLVED:

That the Housing Committee:

- (1) Note the bid to the Homes & Communities Agency for funding under the Empty Homes Programme Round 2 2013-15 (currently subject to contract).
- (2) [Subject to bid outcome] Delegate authority to Executive Director Environment Development & Housing to enter into the Empty Homes (Round 2) Agreement (2013-15 allocation (local authority)) with the HCA (Homes & Communities Agency), the key elements of which are set out in paragraphs 3.14 & 3.22 of the report.

11. HOME ENERGY EFFICIENCY UPDATE: PROCUREMENT OF SOLAR PHOTOVOLTAIC ARRAYS FOR HOUSING REVENUE ACCOUNT PROPERTY

- 11.1 The Committee considered the report of the Executive Director Environment Development and Housing which provided an update on home energy efficiency, and the procurement of solar photovoltaic arrays for Housing Revenue Account properties. Mr Reid, Head of Housing Strategy, presented the report.
- 11.2 The Chair thanked officers for the report, and noted that the cost of the installation seemed high. The Chair hoped that where possible local companies would be used.
- 11.3 Councillor Peltzer Dunn referred to the recommendations and asked whether the intention was to be a one year contract with an extension thereafter. Mr Reid confirmed that there would be a one year contract with a view to extending it for up to three years. Councillor Peltzer Dunn asked whether, after the contract was awarded, if any notice had to be given if the intention was to extend. The Chair said the officer who would be able to answer that was not at the meeting, and so a written response would be provided.
- 11.4 Councillor Mears referred to recommendation 2.3 and asked for confirmation that the Executive Director Environment Development and Housing had the authority to award the contract. The Chair confirmed he did.
- 11.5 Councillor Duncan referred to paragraph 4.2 of the report, and asked that leaseholders were consulted even though there was no requirement to.

11.6 RESOLVED:

That Housing Committee –

- (1) Notes an update of the option appraisal for a large scale installation of Solar PV's to housing stock.

(2) Approves the procurement of a contract for the supply and installation of Solar Photovoltaic Arrays to HRA owned dwellings for up to 12 months with two extensions of up to 12 months each if required, subject to satisfactory performance of the contractor.

(3) Grants delegated authority to the Executive Director Environment, Development & Housing, in consultation with Director of Finance & Resources, to award the contract for up to 12 months following the recommendations of the evaluation panel, and approve two extensions to the contract of up to 12 months each if required, subject to satisfactory performance of the contractor.

12. FIRE SAFETY

- 12.1 A presentation on Fire Safety was made to the Committee by Mr M Meik, Health and Safety Business Partner (Fire), Corporate Health and Safety Team. The presentations provide an overview of Councillor's responsibilities for fire safety in social housing. A copy of the slides was provided with the agenda.
- 12.2 Councillor Barnett said that she was aware that council run properties had regular inspections to ensure there were no hazards in communal areas, but properties run by other organisations such as the Guinness Trust didn't. Mr Meik said that the authority was not involved with that Trust and any risk assessment would be their responsibility.
- 12.3 Councillor Rufus asked if a report could be brought on the feasibility of installing sprinklers; they were effective, the cost would be relatively low and potential savings could be huge. Councillor Mears agreed and said that the authority should insist on developers installing sprinklers in new properties.
- 12.4 Councillor Peltzer Dunn asked what the outcome of the fire assessments had been. Mr Meik said the assessments were still being reviewed, but it had been noted that not all flat entrances had the correct standard front door, and there were often obstructions or combustible materials in communal ways. An action plan would be drawn up and passed to Mears.
- 12.5 Councillor Rufus noted that the Authority had a greater right of access to tenant's properties than leaseholder properties and so were able to carry out better risk assessments, and asked if that meant leaseholder's properties were more dangerous. Mr Meik said it could, and gave an example of front doors. There were different leases in operation, which put a different onus on who was responsible for replacing or updating doors. Where leaseholders themselves were responsible, the doors were sometimes replaced with cheaper plastic doors which weren't always up to the required standard.
- 12.6 The Chair thanked Mr Meik for the presentation.

13. ITEMS REFERRED FOR COUNCIL

- 13.1 It was agreed that the report, Home Energy Efficiency Update: Procurement of Solar Photovoltaic Arrays for Housing Revenue Account Properties be submitted to the Council meeting on 18 July 2013 for information.

The meeting concluded at 6.30pm

Signed

Chair

Dated this

day of

Subject: Petition
Date of Meeting: 25 September 2013
Report of: Head of Legal and Democratic Services
Contact Officer: Name: Lisa Johnson Tel: 29-1228
E-mail: lisa.johnson@brighton-hove.gcsx.gov.uk
Key Decision: No
Wards Affected: All

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

1.1 To receive any petitions presented at Council, any petitions submitted directly to Democratic Services or any e-Petition submitted via the council's website.

2. RECOMMENDATIONS:

2.2 That the Committee responds to the petition either by noting it or writing to the petition organiser setting out the Council's views, or where it is considered more appropriate, calls for an officer report on the matter which may give consideration to a range of options, including the following:

- § taking the action requested in the petition
- § considering the petition at a council meeting
- § holding an inquiry into the matter
- § undertaking research into the matter
- § holding a public meeting
- § holding a consultation
- § holding a meeting with petitioners
- § referring the petition for consideration by the council's Overview and Scrutiny Committee
- § calling a referendum

3. PETITIONS

3.1 Storage at the Poplars

To receive the following Petition signed by 4 people.

"We the undersigned petition the Council to:
Form an understanding with the tenants and leaseholders that occupy the poplars the block washroom on the second floor of the poplars block of flats to be used for storage of personal items. Whilst we the leaseholders and tenants agree to keep the space tidy and accessible. I also note reference to the lease held by three of the flats that states the

leaseholder has the right to use any part of the building so designated by the council for purpose of storage of articles or things.”

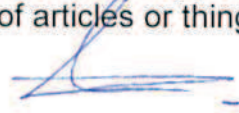
Petition to Brighton & Hove Council

From: Residents of The Poplars, Princes Crescent Brighton BN2 3RS

To use the block washroom in The Poplars for storage of articles or things

We the undersigned petition the council to:

Form an understanding with the tenants and leaseholders that occupy the poplars for the block washroom on the second floor of the poplars block of flats to be used for storage of personal items. Whilst we the leaseholders and tenants agree to keep the space tidy and accessible. I also note reference to the lease held by three of the flats that states the leaseholder has the right to use any part of the building so designated by the council for purpose of storage of articles or things.

Flat 1 *Laila Abaouss* 

Flat 2 *Mrs Phillip* *MRS MELISSA PHILLIPS*

Flat 3 *has not opposed the intent to petition*

Flat 4 *has not opposed the intent to petition*

Flat 5 *N. SIMMONDS* 

Flat 6 *L. BOLT* 

Total number of signatures: 84

Submission is made to:
Head of Democratic Services
Room 131, Kings House
Grand Avenue
BN3 2LS

cc: Paul Holden Neighbourhood Officer (Housing)
Dave Arthur Leasehold Manager

DEPUTATION FROM MR M BARRADELL AND MS G AHMADI

“As students of Brighton University and residents of private sector Houses of Multiple Occupancy, we are subject to any rent changes of HMOs in the city. We are bringing this deputation to clarify with the council the possible effects of Additional HMO Licensing on the following five wards; Hanover and Elm Grove, Moulsecoomb and Bevendean, St Peters and North Laine, Hollingdean & Stanmer and Queen’s Park.

In the Student Housing Strategy maps of student distribution in the city, it is shown that these 5 wards are home to the majority of students studying at Brighton or Sussex Universities and living in the city. Moulsecoomb and Bevendean are regarded as the most noticeable student areas in the city, along with Hanover and Elm Grove, which houses 4% of University students. St Peters and North Laine, Hollingdean and Stanmer and Queens Park wards also have high levels of student residence. Because of these high concentrations of students in the 5 wards affected by Additional HMO Licensing, it will greatly affect the student population of Brighton and Hove.

We appreciate that the decision to implement additional licensing onto smaller HMOs in the city was not a decision made lightly by the council, with an extensive consultation process preceding its implementation which included all relevant parties. Furthermore the student community recognises that such additional licensing can be justified. In the 5 wards affected there are between 1500 and 3000 small HMOs and 70% of the large HMOs in the city. Your own figures have shown that HMOs in these wards are subject to disproportionate complaints, interventions and substandard accommodation including lack of smoke detectors and gas/electricity certificates. The aim of the additional HMO licensing and standards is admirable and well-intentioned in its attempts to tackle these problems and is in the interest of many groupings in Brighton, as well as families and businesses and HMO residents like us.

However, as students, our main concern regarding the additional licensing scheme is the lack of consideration for the effect of the scheme on rents in the HMO sector. Although the average license fee amount for a property is £641 over 5 years, averaging at £2.46 per week, it is still not beyond the realms of possibility that landlords will use this fee as justification for raising rents on properties. In addition the majority of properties licensed under the new scheme, 1451 as of June this year, have been required to carry out maintenance and often improvement works as a condition to receiving their license. There is a real danger that these landlord costs, which for many houses will run into thousands of pounds, will be passed onto tenants. Furthermore, there is no restriction against landlords raising rents by an amount above the cost of work done, effectively profiting from the licensing programme at the expense of tenants.

Brighton already has amongst the highest house prices and rents in the country. Our concern is that if HMO rents in the city artificially increase as a result of the additional licensing of small HMOs it will hit the pockets of students like us. This will affect our quality of life, reduce our disposable income and possibly impact on student spending

in the city. In turn this would have a massive effect on Brighton and the Brighton economy as, according to a study by Sussex University, spending by Brighton and Sussex University students generates £151 million of output in the city and surrounding area. In particular students spend more money on entertainment and nightlife than other sections of the population, industries that contribute to the identity of Brighton and its appeal to tourists. These sections of the Brighton economy would be hard hit by a reduction in Student spending.

Such possible and unintended consequences of the Additional Licensing Program for small HMOs would be regrettable and not in the interests of anyone in Brighton, especially for something which is intended to improve quality of life for HMO tenants and the communities of these 5 wards. To this end, can we request that the council monitor rents for HMOs in the 5 wards as part of its assessment of the scheme? And that if this monitoring finds evidence that average rents in these wards have increased as a result of additional licensing that this is considered in the 2 year review of the scheme with the potential for council action to combat it.”

RESPONSE FROM COUNCILLOR BILL RANDALL

“Brighton and Hove has about 30% of it’s housing in the private rented sector, it has the 6th highest number of HMOs of any local authority in Britain and of course we should at this point say that not all are lived in by students. This is a problem for all tenants in HMOs not all students.

We felt it was necessary to have additional licensing to deal with the smaller houses that were moving into HMOs at some rapid pace. I think all of the Councillors in this room who represent those 5 wards and perhaps some of those in other wards have had complaints about the quality of standards and living in HMOs and as you rightly said, we’ve had 1525 applications for smaller HMO registration of which 1203 have been dealt with.

There is so far no evidence that this has put the rents up. I have to say rents are going up in this City in the private rented sector at an astonishing rate. I’m told by our Housing Department that already this year, they have gone up by 27% and the problem is every time a flat or a house changes hands, letting agents and landlords take the opportunity to put the rents up.

I’m glad to see that the government is apparently looking at a report produced by shelter recently which call for rent controls in the private rented sector and 5 year tenancies which I certainly support. We’ve had it in the social housing sector we should have it in the private rented sector as well.

I did meet the president of Brighton Students’ Union last week and the previous resident plus 2 other representatives and we did talk about this whole issue. Their main concern was not so much about the issue of the registration of smaller HMOs but about the article for declaration that we have which restricts the number of HMOs in some areas and although you’ve not mentioned it I will touch on that briefly because that too is an important subject.

There are streets in my ward which have been changed radically because of the increase in the number of HMOs. Small domestic house where conservatories built in the garden; the roof has turned into bedrooms and you end up with conservatories being a sitting room inside the house, only a kitchen and a bathroom plus all the rest

are bedrooms in fact I had some advice from a resident recently who pointed out that on Gumtree a small house of this nature is being advertised as space for 7 people.

We will take away what you say about the rents. We will monitor them but we do feel that we have a responsibility to maintain standards in the private rented sector after all landlords are making a great deal out of their tenants they should in turn provide a good standard of service.”

Subject:	‘Stimulating New House Building in Brighton & Hove – Notice of Motion Approved by Full Council on the 18th July 2013		
Date of Meeting:	25 September 2013		
Contact Officer:	Name:	Lisa Johnson	Tel: 291228
	Email:	lisa.johnson@brighton-hove.gcsx.gov.uk	
Ward(s) affected:	All		

NOTICE OF MOTION

STIMULATING NEW HOUSE BUILDING IN BRIGHTON & HOVE

“This Council welcomes progress with the regeneration of sites on council land and notes that an extra care scheme of 44 homes on the Brookmead site has been submitted for planning permission as the next stage of this work, which delivered 15 new council homes under the last administration.

This council recognizes it has been necessary to revisit the previous administration’s Estates Masterplan, which was optimistic in identifying land for a potential 800 new homes in the city. The revised figure is 500 homes, a substantial number, and a new house building programme of this scale would not only help to reduce the growing waiting list but would also benefit the local economy by creating local jobs and apprenticeships.

This Council notes the proactive and innovative approaches to financing new affordable housing being taken by other local authorities in recent years in response to the climate of reduced public funding. For example, The London Borough of Southwark, which has ambitious plans to build new council homes, Wealden District Council, directly funding new council housing; a growing number of councils – e.g. Thurrock and South Holland setting up stand alone housing companies; councils such as Hammersmith & Fulham who have made use of the value in their housing stock to lever in new funding; and councils such as Hastings and Warrington who have loaned money to Housing Associations to develop housing.

Furthermore, this Council notes:

- (a) The administration’s plans to continue to build new council homes and involve housing co-ops and self-build groups in the provision of new homes on the council’s own sites and on other sites across the city.

- (b) The Government's Affordable Rent model, which significantly reduces the amount of public subsidy required for new affordable housing. If adopted in Brighton & Hove, this could potentially increase the amount of affordable housing built by five and a half times.
- (c) The Government's Affordable Housing Guarantee Scheme, which will help to reduce borrowing costs thereby increasing the number of new affordable homes that can be built.

However, it expresses its deep concern on the question of affordability and believes that homes built under (b) and (c) will be beyond the pocket of many of those in the most critical housing need in the city.

Therefore, this council requests that a report be brought to the next Housing Committee to

- (a) Look at how best practice from other councils could be applied in Brighton and Hove;
- (b) Explore every housing avenue available to deal with the city's housing crisis; and
- (c) Ask for a report to be brought to the next Housing Committee looking at all the options for speeding up the Estate Regeneration programme to provide more homes.

HOUSING COMMITTEE MEETING

Agenda Item 20

Brighton & Hove City Council

Subject:	Cost Benefit Analysis for Housing Related Support Services	
Date of Meeting:	25th September 2013	
Report of:	Executive Director, Environment, Development and Housing	
Contact Officer:	Narinder Sundar, Head of Housing Support	
	Name:	Tel: 29-3887
	Daniel Parsonage, Commissioning Officer.	
	Email:	narinder.sundar@brighton-hove.gov.uk
Ward(s) affected:	All	

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 .A 'Cost Benefit Analysis' for housing-related support services in the city was undertaken in 2009 applying a methodology developed by Capgemini on behalf of the Department of Communities and Local Government and validated at a national level. This methodology is based on a 'predictive peer review' approach which assesses evidence from existing provision for housing-related support ('*Supporting People*' services) across different local authorities to compare costs. This report presents an overview of the updated 'Cost Benefit Analysis' for housing-related support services in 2013. The full document is attached as Appendix 1.
- 1.2 The 'predictive peer review' methodology involved 15 local authorities. Each local authority assessed their local levels of needs of housing-related support services and calculated costs of alternative service provision that would be required in the absence of housing-related support services. The costs of alternative provision are compared to calculate the cost benefit ratios for different vulnerable client groups. The cost benefit ratio is time-limited and only considers immediate or near immediate costs of alternative service provision.
- 1.3 This methodology enabled us to input our own local costs for housing-related support for Brighton and Hove. The cost-benefits are the likely costs incurred of alternative provision in the absence of housing-related support and outlines the implied savings achieved through investment in housing-related support services.
- 1.4 In 2009 the cost benefit for housing related support services indicated that for every £1 spent of housing related support (Supporting People) services, the city saved £3.24.

- 1.5 In 2013, applying the same methodology with updated costs, the cost benefit for housing related support (Supporting People) services indicated that for every £1 spent on housing related support the city saves £4.11.

2. RECOMMENDATIONS:

- 2.1 That the Housing Committee notes the report and attached Cost Benefit Analysis

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The initial Cost Benefit Analysis was first carried out locally in 2009 as part of reviewing the previous 'Supporting People' strategy to inform the current Commissioning Strategy for housing-related support 2011-2015 for Brighton and Hove.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 This is the recommended methodology from the Communities and Local Government and has been designed to undertake a cost benefit analysis specifically for housing related support services.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 There has been no community engagement in this cost benefit analysis, however, case studies from providers of housing-related support services have been described to illustrate cost benefits for different vulnerable client groups.

6. CONCLUSION

- 6.1 That the updated cost benefit analysis 2013 is noted and approved.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The current 2013/14 gross budget for Housing Related Support is £10.548million and helps the most vulnerable in the city to work towards achieving and sustaining a level of independence through housing-related support services funded by the programme.

The Cost Benefit Analysis work for 2013 has been completed within existing resources and will be used to inform the budget strategy for 2014/15 and to review the Housing Related Support Strategy from 2015/16

Finance Officer Consulted: Neil Smith

Date: 11/09/13

Legal Implications:

- 7.2 Since the report is for information only there are no significant legal implications to draw to Member's attention.

Equalities Implications:

- 7.3 There has not been an Equalities Impact Assessment carried out on this analysis as there is no change in service or delivery, however, the current Commissioning Strategy for housing-related support 2011-2015 has had a full Equalities Impact Assessment.

Sustainability Implications:

- 7.4 There are no sustainability implications.

Any Other Significant Implications:

- 7.5 None

SUPPORTING DOCUMENTATION

Appendix 1:

1. Cost Benefit Analysis 2013 – Full Report

Documents in Members' Rooms

None

Background Documents

1. Cost Benefit Analysis 2009



**Brighton & Hove
City Council**

Cost Benefit Analysis 2013

An update on the 2009 analysis including further analysis

Contents

- 1. Executive Summary**
- 2. Methodology & Background**
- 3. Introduction**
- 4. Performance & Cost Benefit**
- 5. Outcomes Framework**
- 6. JSNA & Health Needs Audit**
- 7. Client Groups Analysis**
- 8. Benchmarking**
- 9. Case Studies**

1. Executive Summary

Results from Refreshed CBA

The data shows that through the life of the existing strategy we have improved the cost benefit as shown below:

Client group	Cost (£m) 2009	Cost/Benefit ratio 2009	Net Financial Benefit 2009 (£m)	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)
Alcohol problems	0.1	12	1.2	0.1	10	1.0
Women at risk of DV	0.3	2	0.6	0.2	3.5	0.7
Drug problems	0.5	5.2	2.6	0.5	5.4	2.7
Single homeless	3.3	4.6	15.3	3.6	4.9	17.3
Learning disabilities	1.7	2.1	3.6	1.3	3.4	4.4
Mental health	2.3	2.8	6.5	1.5	4.3	6.5
Offenders	0.7	0.14	0.1	0.5	0.6	0.3
Older people	1.2	4.2	5.0	0.6	4.5	2.7
Physical or sensory	0.03	3.3	0.1	0.0	n/a	n/a
Teenage parents	0.1	0.0	0.0	0	n/a	n/a
Young People	1.2	1.3	1.6	1.1	1.64	1.8
Total	11.3	3.24	36.6	10.0	4.1	41.1

Table 1: List of client group comparing cost benefit From 2009 to 2012

The data shows that the greatest impact since 2009 has been for services for people with learning disabilities and services for people with mental health issues.

The only client group which shows a decrease in cost benefit are services for people with alcohol issues; however this was from an initially very high ratio.

We can evidence clearly the benefit of these services and having used updated costs we can show that the value for money has markedly improved in relation to the benefits to the city.

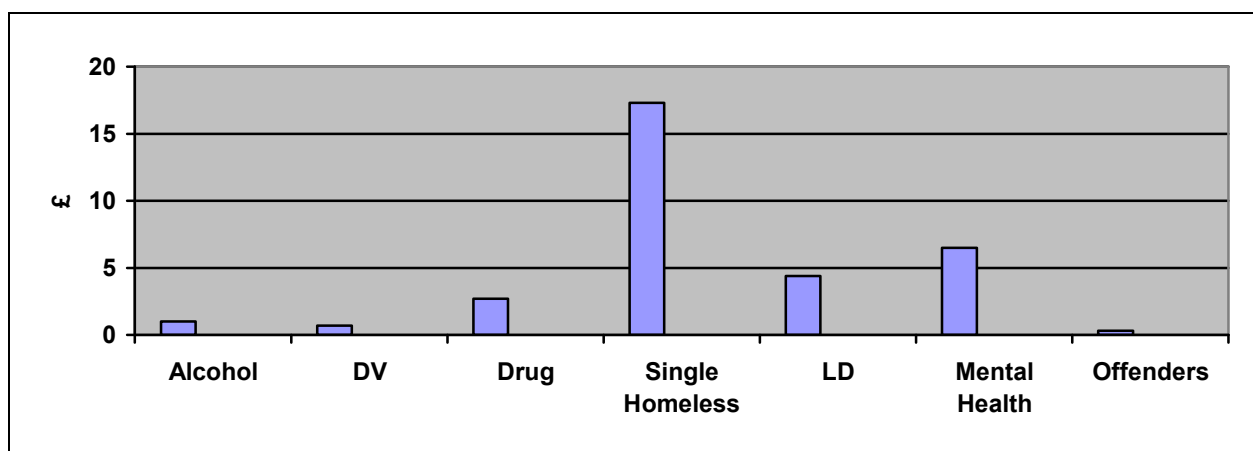


Table 2: Net cost benefit ratio by client group

We can state that for every £1 spent on housing related support services the city saves £4.11. This is 87p better than the analysis in 2009 which is equivalent to the life of the current strategy.

Rationale behind improved CBA

These are all explored in the main reports but the main explanations for improved or changed cost benefit ratios are:

- Ongoing efficiency savings made with the Integrated Support Pathway with year on year cuts
- Remodelling of services with previous accommodation or outreach services operating as floating support
- Decommissioning of services that were not value for money or delivered poor outcomes
- Increasing costs for comparison
- Lack of inflationary uplifts
- Newly commissioned services that deliver better value for money
- Change in the classification of older people alarm services
- Changed client group for major hostel
- Change in referral pathways
- Improved quality of existing services

Conclusion

The Cost Benefit Analysis is one way of examining the positive impacts of this programme but equally it shows the cost impacts if this programme was withdrawn. We can see from the model data the likely investments required to mitigate any

changes – this does not include more long term changes or immeasurable impacts such as the political impact of increase rough sleeping, the reduced provision of other services, the decreased life chances of young people etc.

This analysis shows the financial benefits of support services to the city of Brighton & Hove with clear evidence that the prevention agenda works in both achieving positive outcomes for vulnerable people and in delivering cost savings to the local authority.

Refer to main report for:

- *Analysis by client group of trends in cost benefit*
- *Financial benchmarking*
- *An in depth explanation of the methodology*

2. Methodology

The cost benefit analysis uses a method developed by Capgemini on behalf of the Department of Community and Local Government in 2009. This is a predictive peer review methodology which used evidence from existing SP programmes for the current costs plus in depth research with government experts and lead officers from representative authorities on comparable costs. This method has been validated nationally as robust and accurate.

It is predictive model which makes assumptions based on previous results about future results. This is the same way that the prescribing model used by GP's operates with likely outcomes being the guiding factor. Other models such as the negative costing tool involve looking at what has happened in a given test period and examining individual costs – this model is also valid but not practicable with a system in flux with multiple services, client groups and pathways.

How does the method work?

A good way to look at the CBA is to consider similar decision making processes.

For example, if a GP is deciding which of two drugs to prescribe then he would look at the evidence of peer reviews and clinical trials then make a professional judgment.

If you are looking at the effectiveness of one drug you would look at the outcomes in the past.

Option 1 is the CBA, option 2 is the negative costing tool. The problem with option 2 is that there is no control group so the impact is exaggerated, the problem with option 1 is that you are basing it on the evidence gathered by others.

Another way of looking at it is if you planning on employing a member of staff you would put a business case together on potential impact rather than employ them then see if it worked in retrospect.

3. Introduction

Changes in cost benefit since 2009

Client group	Cost/Benefit ratio 2009	Cost/Benefit Ratio 2012	Change in CBA
Alcohol problems	12	10	-2
Women at risk of DV	2	3.5	+1.5
Drug problems	5.2	5.4	+0.2
Single homeless	4.6	4.9	+0.3
Learning disabilities	2.1	3.4	+1.3
Mental health	2.8	4.3	+1.5
Offenders	0.14	0.6	0.46
Older people	4.2	4.5	+0.3
Physical or sensory	3.3	n/a	0
Teenage parents	0.0	n/a	0
Young People	1.3	1.64	+1.34
Total	3.24	4.10	+0.86

Table 3: Changes in cost benefit by client group

There have been some changes to the way we have classified services as well as significant cuts in funding. For example, the move from ‘floating’ to ‘drop in’ in band 4 services means that cost benefit has improved.

The move to ‘alarm based’ sheltered services has improved the cost benefit but does not have a clear data set so we cannot feed this into the methodology.

Whilst we still have physical disabilities services and teenage parents services the samples are too small to accurately gauge costs benefit.

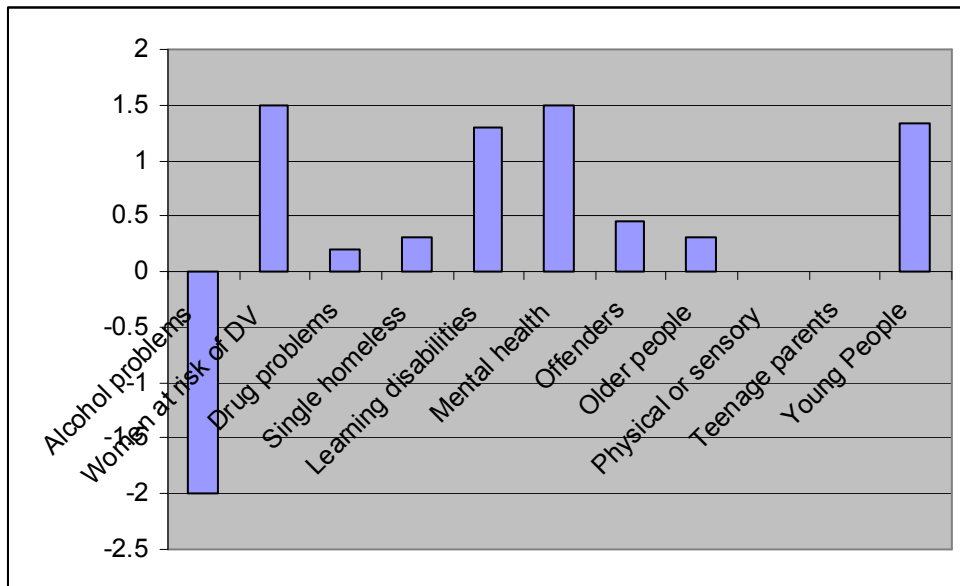


Table 4: Changes in cost benefit from 2009 to 2012

All but one client group have improved their cost benefit ratio – which given the reduction in funding of the services within the Integrated Support Pathway and the closure of other services presumes that services are operating more effectively. This is of course only a model and cannot be assumed to be completely ‘real life’ comparable there may be other factors not included in this study which have improved cost benefit

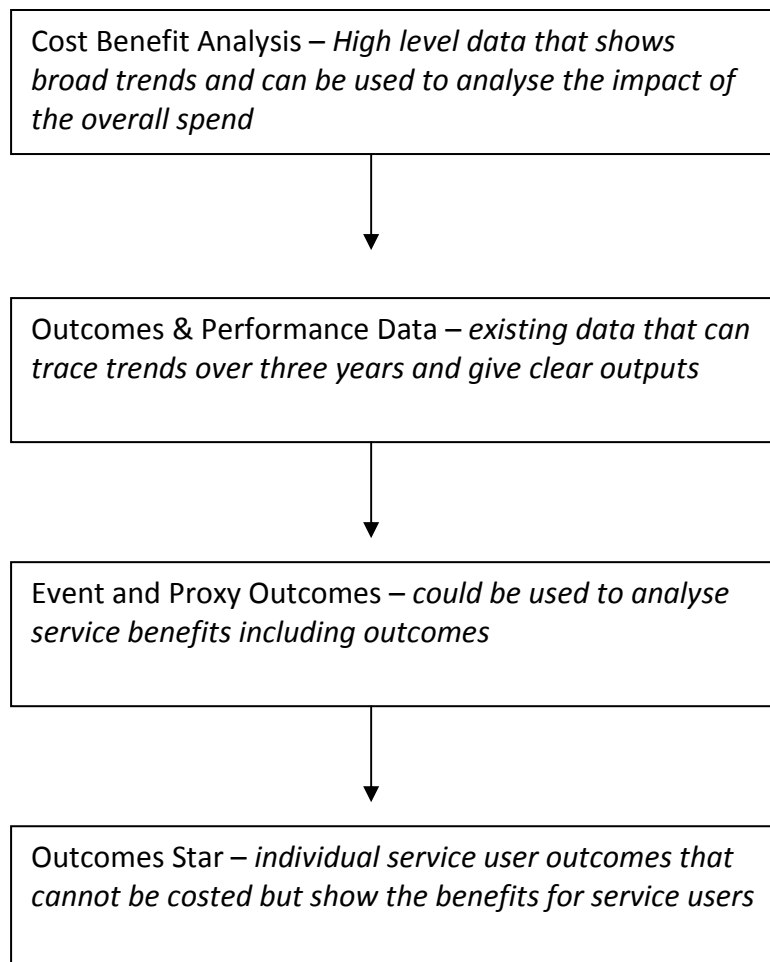
It is important to compare these outputs to the outcomes data we have collected and performance over the last three years.

It is noted that some of the perceived improvement comes from an increase in residential care costs – these were not easily obtained at the last cost benefit analysis but we now have 2012 data.

This shows the methodological flaws as we cannot see the longer term benefits of teenage parents or young people services. Thus as in 2009 we see little benefit from these services as it not certain they have prevented immediate alternative spend but there is plenty of qualitative evidence that these types of services have long term societal benefits.

This is an overview of the strategic impacts and benefits – if we want to look at service cost benefits then we will need to use another tool such as the Stronger Families Stronger Communities Costing Tool¹

Diagram showing the levels of cost benefit & outcomes analysis



The above diagram shows the qualities and flaws of each level of analysis including the cost benefit analysis. It also illustrates that if we are to quantify the impact of housing related support there is not a single method that covers all outcomes.

¹ This would involve looking at each and every client within the client group and completing a data set.

We cannot get any clear statement as to the ratios of benefits in the city at a strategic level i.e. although we can prove that being in a hostel prevents rough sleeping we cannot show how many would be able to make alternative arrangements. Nevertheless using the 2009 ratios but crucially using the 2012 costs we can gather a reasonable assessment of the high level cost benefit of housing related support in the city.

The Stronger Families Stronger Communities Costing Tool offers clear ratios for the impact of multi-agency work but cannot address the problem of allocating cost benefit to individual agencies or worker providing an intervention. Therefore, when we apply it to housing related support services rather than the integrated families teams then we cannot definitively allocate the whole benefit to the housing related support service nor the proportion of the benefit that should be allocated. However, with the above caveat we can state the overall benefit for each case and extrapolate for services though this is a highly time consuming method as it will involve providers looking at each case.

The Outcomes Star is being adopted across the Integrated Support Pathway and is already used by a number of mental health and substance misuse services (it is being adopted across the programme through working with the Outcomes Steering Group). It has been considered as unreliable because assessment is subjective as it is arrived at throughout relative assessments of change agreed by the support worker and the service user. The company that design the star state that with shared training then it can be harmonised across providers and services but this would need to be tested and validated. Providers are working together to ensure consistency of approach and assessment.

Currently we have data on the performance of our services over the lifetime of the existing strategy which helps us find out how good the services are in saving the city other costs :

- Utilisation – shows the difference between the units we pay for versus the number in use at any given time
- Throughput – a better measure of value as it show the number of people using the service each quarter rather than the units we pay for – this shows the efficiency of the service in supporting people to move on
- Move on – we can see where each service user has moved onto from our services – these can be designated as positive or negative depending on how you view the intention of the service – therefore given agreed criteria we can show the positive move on for each service²

There is also specific data based on client group, service type, or for specific services. As much of this is not comparable across the programme as it is applied within fixed

² Though given the scope of the cost benefit analysis being immediate or near immediate impacts it is worth noting that the move on data cannot track the success or failure of the move.

area then we cannot use it as part of a overall cost benefit analysis but we can use the supplementary data to add to our knowledge of services e.g. where one client group has improved cost benefit we can look at a criterion such as 'referrals refused' to see if intake has changed as more referrals refused might implied that the referrals they were receiving had a higher level of need.

Regarding the outcomes data we collect this is based on individual service user outcomes which are collated to show service outcomes. We have collected this since 2008 so we can show trends by programme, client group, provider, and service. From September 2013 we are asking provider to return service outcomes which are based on the outcomes star.

Below is an example of the data set used for short term services (note that this is similar to the outcomes star but more expansive). The data shows:

- a) Which needs were identified
- b) Of those which were met (split by departures and those with ongoing need)

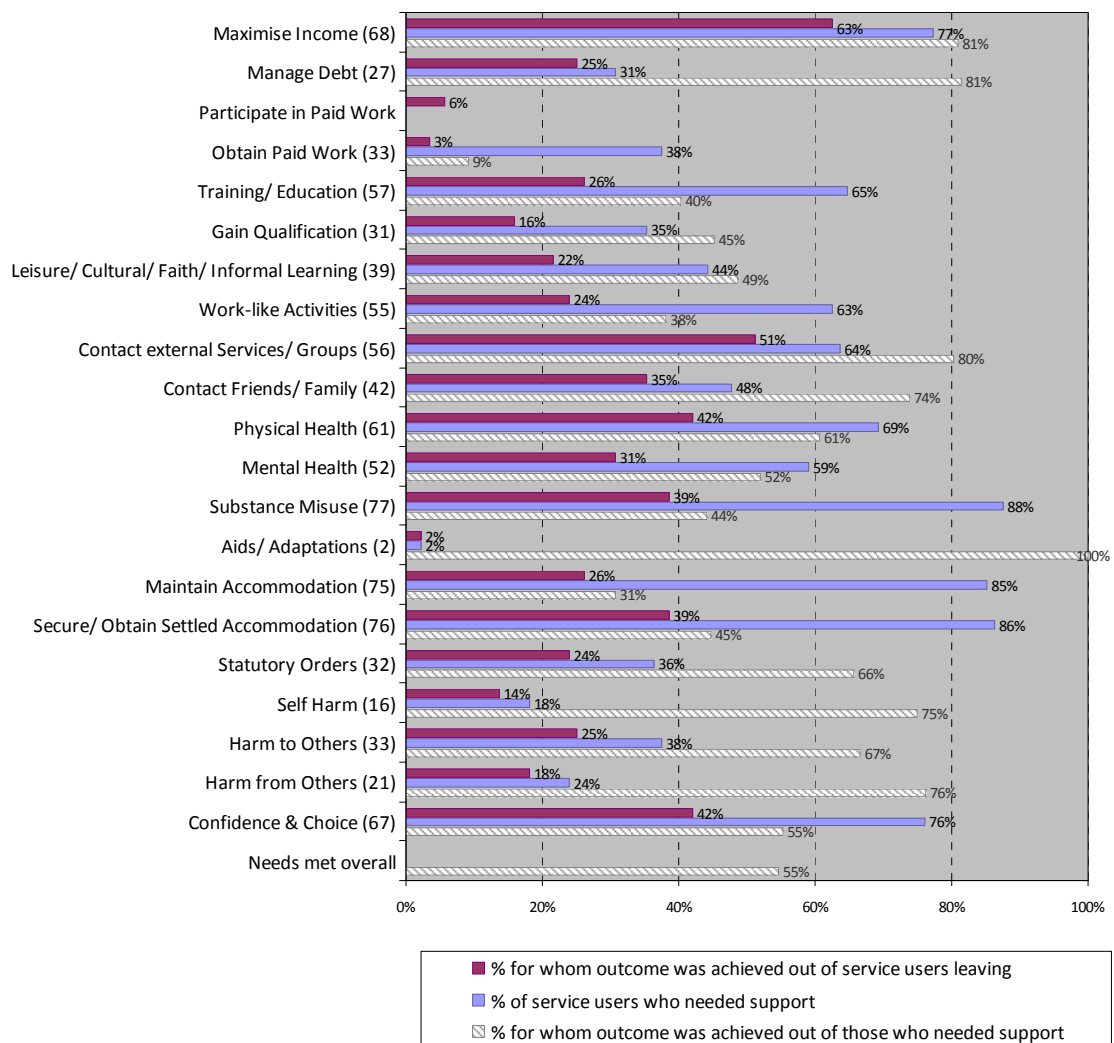


Table 5: Outcomes for a service showing those with identified need and of these if the need was met

The needs listed in the left hand column can easily be re-phrased as outcomes e.g. 'need to maximise income' = 'income maximised'.

Thus based on national guidance the needs/outcomes are categorised under strategic priorities:

- i. Achieve economic independence
- ii. Enjoy and achieve (ETE)
- iii. Be healthy
- iv. Stay safe
- v. Make a positive contribution

For each category the question is asked of each client as to whether they need help in each area, and whether this was a successful outcome. If the outcome was not successful then the service is required to provide an explanation.

Example for short term services – Achieve Economic independence

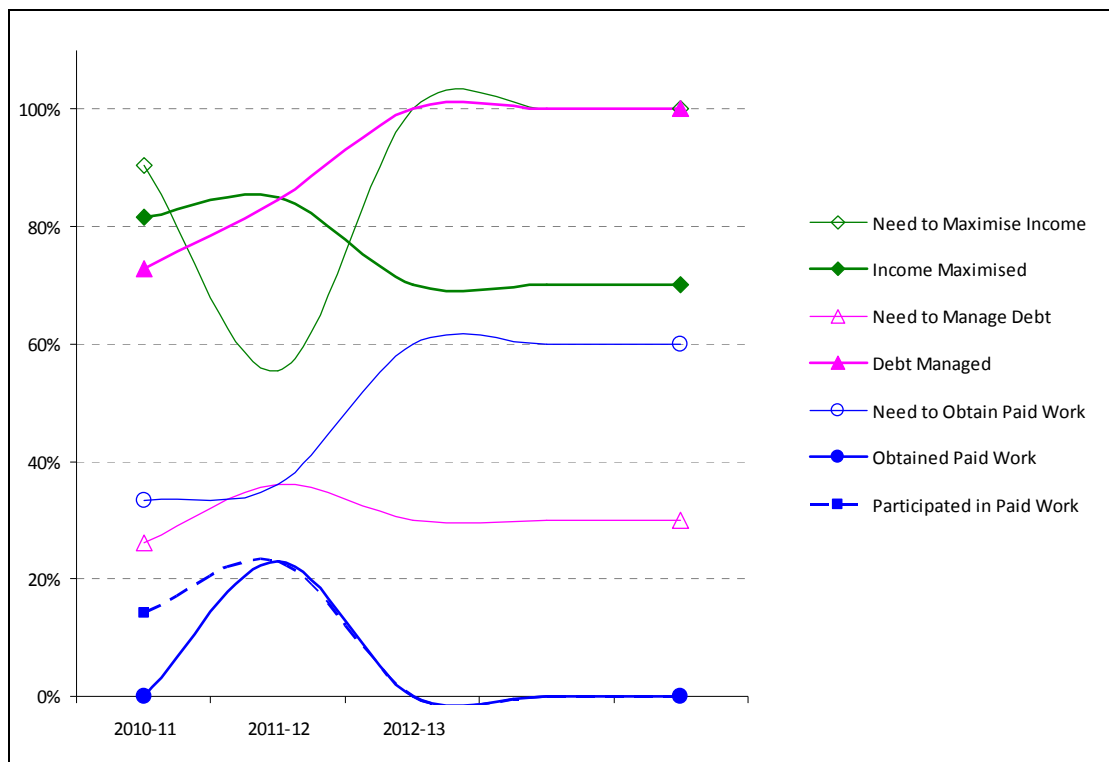


Table 6: The above diagram shows the trends over a three year period in the outcomes around income and debt for a short term hostel service

1) Achieve Economic Wellbeing in 2010-13

1a) Did the client need support to maximise their income, including receipt of the correct welfare benefits?

	Need		Achieved	
	Number	%	Number	%
Example Project	68	77%	55	81%
All Adult Homeless Band 2	342	65%	277	81%
All Adult Homeless services	747	64%	639	86%
Comparator Authorities	4740	70%	4276	90%
Kent, Sussex & Surrey	2962	66%	2668	90%
National	55806	75%	50434	90%

Reason Outcome not achieved	Count	% of Total
Client unable to engage with support	1	8%
Client unwilling to engage with support	7	54%
Client ceased to receive support service before outcome was achieved	5	38%
Factors relating to staff skills and experience	0	0%
Factors relating to overall staffing levels	0	0%
Funding difficulties within organisation	0	0%
Difficulties with support planning	0	0%
Service restrictions due to local eligibility criteria	0	0%
Client did not qualify for benefit after being assessed	0	0%
Problems with benefit agencies	0	0%
Limited funds for benefits award within benefit agencies (limited discretionary funds)	0	0%
Problems as a result of rules relating to access to public funds (common in DV provision)	0	0%
Assessment of benefits pending	0	0%
Long waiting lists for Benefit Agency or welfare rights advice	0	0%
Other	0	0%
Missing	0	0%

Table 7: The above table shows how each outcome is marked as positive or negative and the clarification required if negative

From the above example we can see the positives of the locally collected outcomes:

- Based on actual clients
- Contains its own analysis
- Based on strategic priorities

There are also some concerns:

- Can be subjective as provider is required to assess the need and the resolution
- Does not show long term success or failure

The concerns regarding subjectivity was highlighted in the Joint Strategic Needs Assessment for Dual Diagnosis where the inconsistency between what constitutes a

'mental health' issue or a 'substance misuse' issues varied dramatically between services and partner agencies. This means that although we can evidence the positive outcomes for housing related support services we may not be able to extrapolate that other services have been prevented.

Example

A service user assessed as having a substance misuse need at a hostel due to regular cannabis use manages to reduce his smoking significant which is seen as a positive outcome by the service user and support worker.

In the above example the raw data would seem to indicate that we have prevented the use of statutory drug service but the case study shows that they would be unlikely to have been eligible.

Example

A service user at a single homeless Band 3 service need help with their anxiety levels they are supported with managing this by their housing support worker and they consider that they are better able to deal with triggers as a result.

Again from this example we could extrapolate to say that statutory services have been avoided but again eligibility is unlikely. However, in this second case we can reasonably assume that we have avoided pressure on primary care services.

Example

A client enters a hostel and reduces their use of heroin which results in mental health needs being identified which the service user had been self-medicating. The hostel manages both these needs and they move on successfully within the ISP.

This is a clear example of how housing related support services can work with clients with a dual diagnosis (even though in this case they have not been diagnosed with both issues). We can legitimately estimate that a quantity of statutory services have been prevented due to the intervention.

From the above examples though we can see the issue in using the existing outcomes framework to calculate costs benefit; we run the risk of vastly overestimating the prevented services as the severity and eligibility of the issue is not included.

So having examined the methods we can conclude that the most robust method of calculating cost benefit is the Capgemini tool with updated data.

To re-iterate though, we will use the other tools to provide qualitative data as well as using case studies and testimonials from providers and service users.

Outcomes & the Strategy

When we measure outcomes for services we need to be mindful of the strategic outcomes for the city.

From the Supporting People Strategy 2010-2015 the main areas for services to deliver upon were:

- a. Improving Access to Services
- b. Flexible services with positive outcomes
- c. Working towards greater independence
- d. Sustaining Independence
- e. Value for Money

The first four can clearly be modelled on services to see whether the outcomes we currently ask them to measure can quantify how they have met these.

1. Achieve economic independence
2. Enjoy and achieve (ETE)
3. Be healthy
4. Stay safe
5. Make a positive contribution

All of these can be classed under the strategic aims to see how each service has met the aims so we can quantify the success of the strategy using the outcomes framework.

Each level of intervention would require a different threshold of evidence to 'meet' the outcome e.g. a band 1 service would be expected to support people to discuss their health, a band 2 service would support them or provide group work to improve their health, a band 3 service would support users to improve their own health, and lower band services would expect people to engage with community resources.

The Measures

- Service set up and running
- Attended regularly by >6 clients
- Attended regularly by >12 clients
- Regular workshops running
- Clients attending in community



Provider Forum

Simon Hughes BHT

BHT First Base proposed these standards as to whether they were meeting any given outcome. This is for a day centre so it will be different for supported accommodation, sheltered housing, or floating support.

For example, the stages for supported accommodation may well be:

1. Client has support plan with this area included
2. Client has attended support planning sessions and completed action for three months
3. Client has attended support planning sessions and completed actions for six months
4. Client is seeking further community support with keyworker
5. Client is independent of the service in this matter

To use this as part of the cost benefit analysis would require a long term analysis of all the submitted outcomes (including sub-outcomes and explanations as to missing outcomes) mapped against cost. This is not practical given the number of clients and services we commission.

This model also works by looking at an entire pathway with each step of the pathway moving the service user towards full independence. This shows the service user journey but does not show the cost benefit.

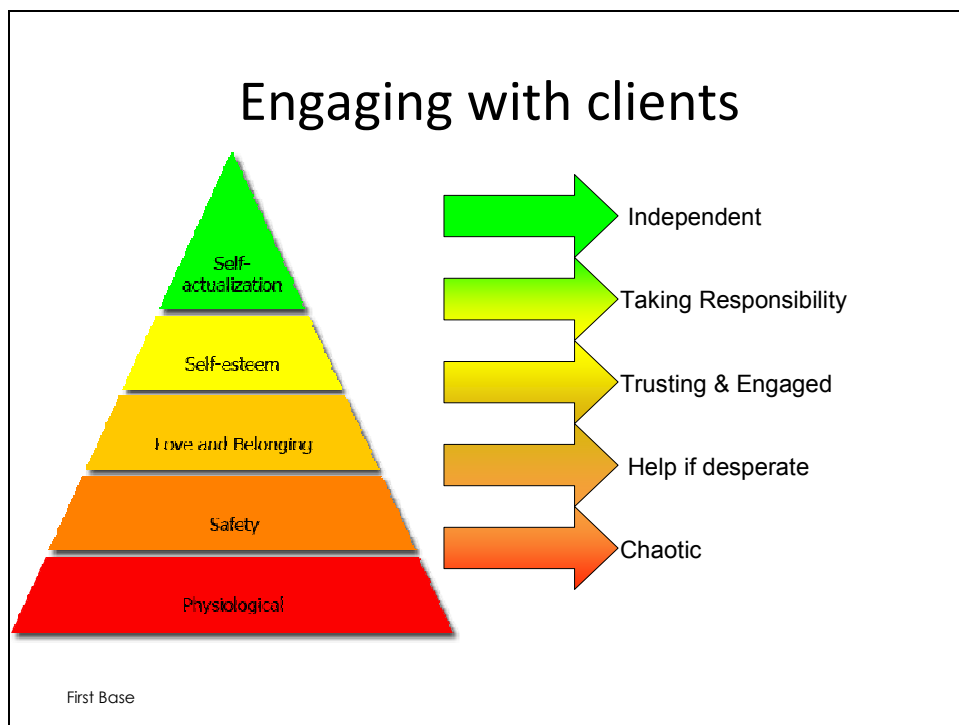
It is essential to note the concept of this model varying the way cost benefit is measured.

Spend on the service will be highest at the first stage (where the client is least independent) whereas there is potential for spend on statutory and community

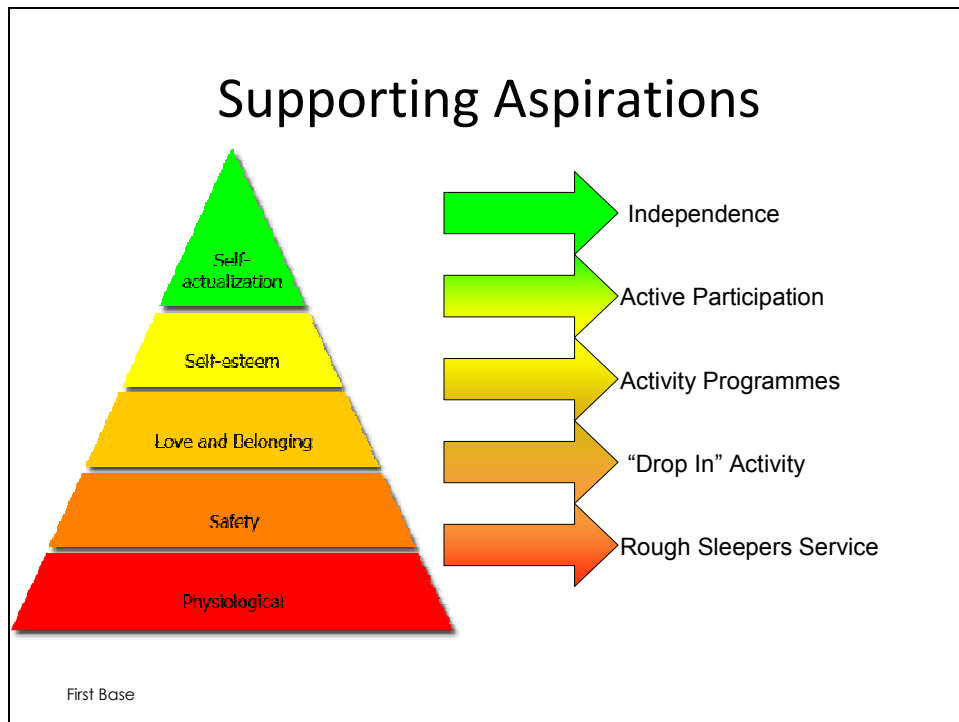
services to be highest at the last stage (if the provider is successful in supporting clients to access the services they need). There is also the fact that the issues and incidents prevented change in nature and thus the type of cost benefit.

At the initial intervention short term services are mainly preventing crisis – visits to A&E, crime, drug related deaths, admissions, homelessness. This is immediate but hard to cost – the report methodology assumptions do assume that a percentage of these will be prevented but does not break down the benefit by time.

At the later stage the service is preventing longer term services (such as residential care) but also enabling people to contribute positively to the community. These benefits are built in to the cost benefit analysis.



From the above we can state that the cost for Housing is highest at the bottom of the pyramid but the cost benefit is also likely to be highest as the counterfactual scenarios are the most expensive. However, savings (rather than cost benefit) are likely to increase as you go up the pyramid until they are support at the final stage as this may incur costs to the city as they start to use universal services they are entitled to.



Although this model was developed by BHT to evidence the outcomes of the First Base Day Centre is clear that it can be applied to the Integrated Support Pathway as a whole as well as a modified version applying to 'social care' client groups.

The difference for mental health and learning disabilities services would be:

- *Optimum Independence with support*
- *Active Participation*
- *Engaging positively in activities*
- *Starting to link in with support activities*
- *Primary mental health or LD services*

Outcomes and the Housing Commissioning Strategy Review

Throughout 2012 and 2013 we have worked with providers and stakeholders to establish over-arching outcomes that establish a framework for the strategy plus clear and measurable quality standards to attain.

The agreed outcomes are:

- Reducing deaths from suicide
- Reducing homelessness
- Reducing drug related deaths
- Reducing incidence of domestic violence

It is noted that there is sufficient correlation between these and the priorities of the **Joint Health and Well-being Strategy**

The strategy is a key piece of work for the city’s Health and Well-Being board to implement and contains five priority areas that if tackled will make the biggest difference to the city. The areas are:

- Emotional health and wellbeing (including mental health)
- Dementia
- Healthy weight and good nutrition
- Cancer and access to cancer screening
- Smoking

By taking these over-lapping headlines we can ‘drill down’ the operational actions regarding delivery actions shared across the city:

Prevent	Detect	Treat	Recover
Prevent young people from leaving family home when safe to do so.	Early identification of young people who may be at risk of homelessness	Offer support to prevent homelessness	Tenancy support HRS
Support around welfare reforms.	Mediation service linking with Options	More smaller band 2 provision	Maintain tenancy support/crisis intervention
Prevent evictions.	Support with issues causing homelessness; relationship breakdown, ASB, Offending, Substance Misuse	Greater personalisation with accommodation and housing choices/support	Community support to sustain acc.
Money advice.		Emergency accommodation	Involvement in wider community
Accessing housing assessment		Hostel provision	Meaningful occupation
Greater housing provision		Temporary accommodation	Peer Support
Information around housing and tenants rights	Improved information sharing across different agencies on levels of need/risk to regular monitoring	Landlord mediation	ETE
Access to employment/training/education	Flagging ASB that may put accommodation at risk	Deposit guarantee schemes	Universal services with self-referral routes
	Link to non-contracted services who are supporting people in housing crisis	Discharge planning from acute services	Flags from social care and health services
		Planned move on from recovery and treatment accommodation	

	<p>Reports from Rough Sleepers Team on numbers in street communities</p> <p>Information from community groups representing diversity groups who may be at greater risk due to barriers in accessing services</p> <p>Liaison with Revenue and Benefits to show where people may struggle to meet housing costs especially in light on welfare changes</p>		
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Table 8: Strategy Map for SP Outcomes

The above strategy map shows how outcomes can be developed into actions but also it illustrates the inter-linked nature of housing related support. This validates the assumptions of the cost benefit analysis that city wide are influence the need/demand for social care and health.

Housing related support can be perceived as a preventative agenda but we can see from the strategy map that it has horizontal equity with all stages of the service user journey.

This is vital in displaying the ethos of the cots/benefit as well as the raw financial data: housing related support benefits the city.

In fact the national mental health strategy for England – No health without mental health gave the following priority list for interventions;

Interventions

The interventions available are based on five levels of independence:

1. People living in their own home and able to access information, advice and support.
2. People living in their own home who require minimum intervention provided by floating support.
3. People who need specialist accommodation with medium level support, short to medium term.
4. People who need specialist high support accommodation or rehabilitation, medium term.
5. People who need high support provided by residential or long stay care, medium to long-term.

In this model HRS is the primary intervention and the highest priority thus preventing the need for secondary or tertiary input.

Cost Benefit by client group

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Alcohol problems	0.1	10	1.0	-2
Women at risk of DV	0.2	3.5	0.7	+1.5
Drug problems	0.5	5.4	2.7	+0.2
Single homeless	3.6	4.9	17.3	+0.3
Learning disabilities	1.3	3.4	4.4	+1.3
Mental health	1.5	4.3	6.5	+1.5
Offenders	0.5	0.6	0.3	+0.46
Older people	0.6	4.5	2.7	+0.3
Physical or sensory	0.0	n/a	n/a	0

Teenage parents	0	n/a	n/a	0
Young People	1.1	1.64	1.8	+1.34
Total	10.0	4.1	41.1	+0.86

Mental Health

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Mental Health	1.5	4.3	6.5	+1.5

There has been a marked improvement in the cost benefit ratio since the last analysis and there may be a number of reasons for this.

The cost of residential care and acute care services in the city has been increasing year on year since the last study. This is shown by the increase in the cost of new placements against the cost of existing placements. The current average new placement is now around £700 whilst the average of existing placements is £200 less. This highlights a paradox for Adult Social Care that if they are successful with moving people on from residential care, costs may actually increase as they

are replaced higher funded placements i.e. while we continue to fill all voids in residential care homes then we cannot make savings as we are adding the cost of initial placement. The dearth of care home placements means that often cost is not negotiable as providers are aware of the strength of their position.

This provides further evidence that the current mental health accommodation provision does not meet local need i.e. if alternative options were available there would be less reliance on high cost residential care.

The fact that the pathway does not function as it is intended due to blockages in system affects the real cost benefit (as opposed to the modelled cost benefit).

Issues for residential care include:

- 33% of service users in out of area placements could move on given alternative supported accommodation
- 36% of in area residential care service users could move on given alternative supported accommodation
- 64% of people in in-area residential have no personal care needs
- 43% of people in mental health specific care homes have significant substance misuse issues
- 73% of people waiting for mental health specific supported accommodation have a significant substance misuse issue
- Of the 21 delayed discharges over the last year – 12 could have been reduced if alternative supported accommodation had been available
- Of the frequent attendees at A&E seen by the Mental Health Liaison Team – 89% had a significant substance misuse issue
- A marked rise (100%) in the number of people housed in temporary accommodation by ASC panel

All of these contribute to the improve cost benefit of housing related support services as the counter factual scenarios have become poorer value for money.

Research completed in the last year has shown that we need to redirect funding towards housing related support services which will change the cost benefit once more.

Working with the local Primary Care Trust (soon to be Clinical Commissioning Group) we are supporting the commissioning of 57 units of accommodation and 70 units of community support. These changes will be cost neutral to the local authority and will show an increase of 107 units (with 20 being re-provided).

If we model the changes we can see that the cost benefit for this client group that the cost benefit improves to £8.9m for the city.

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Mental Health	1.5	5.93	8.9	3.13

This means that when we implement the new commissioning plans for this client group the cost benefit will improve immediately by £1.63 per £1. This validates the commissioning plans and the research that evidenced the need for these changes.

The reasons that these changes will improve our cost benefit are clear:

- Increased number of units at the same cost
- Lowered average costs
- Improved move on

However, if the change in provision is successful we should see the cost benefit evening out as the costs of acute and residential care reduce. This in turn should reduce the costs of our counterfactual scenarios and thus the ratio of benefit. It should be noted that this change will reduce the overall spend by the local authority as well as improved service user outcomes.

As shown in the below diagram the current provision is 'top heavy' and has clear barriers to move on:

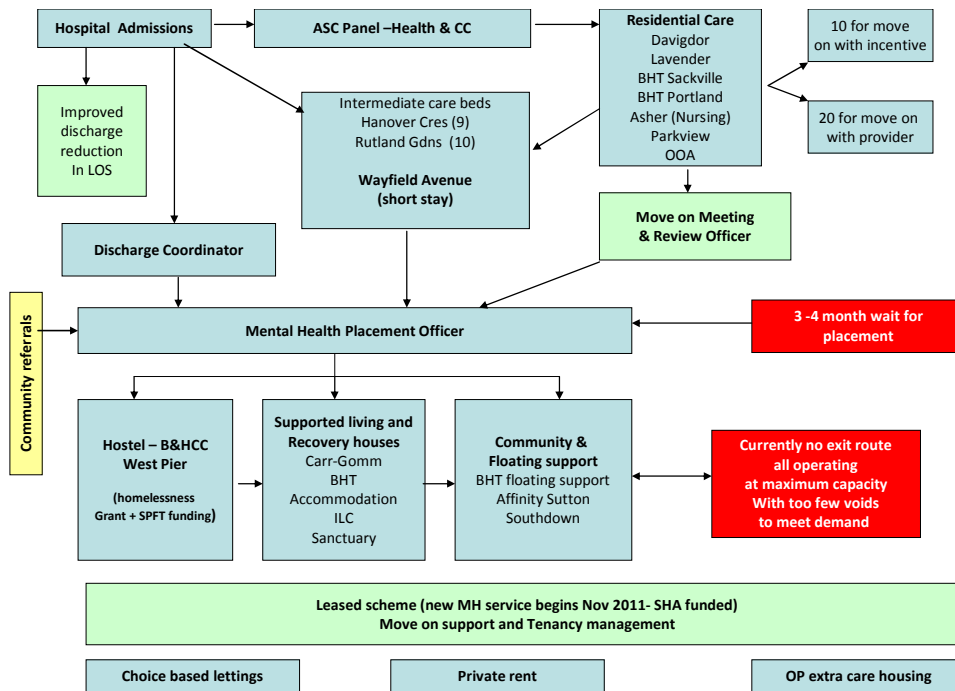


Table 9: Previous Map of Mental Health Services

Whereas the model from September 2013 which improves cost moves the investment to more recovery based models ensuring greater throughput and better value for money.

The change in provision is based on commissioning and strategic plans, and also meets the essence of cost benefit in that it is based on throughput and improving service user outcomes by preventing the need for higher cost high need services.

The diagram below shows how the new model will work from September 2013 with a greater emphasis on a pathway.

We will need to reassess cost benefit when residential costs begin to reduce.

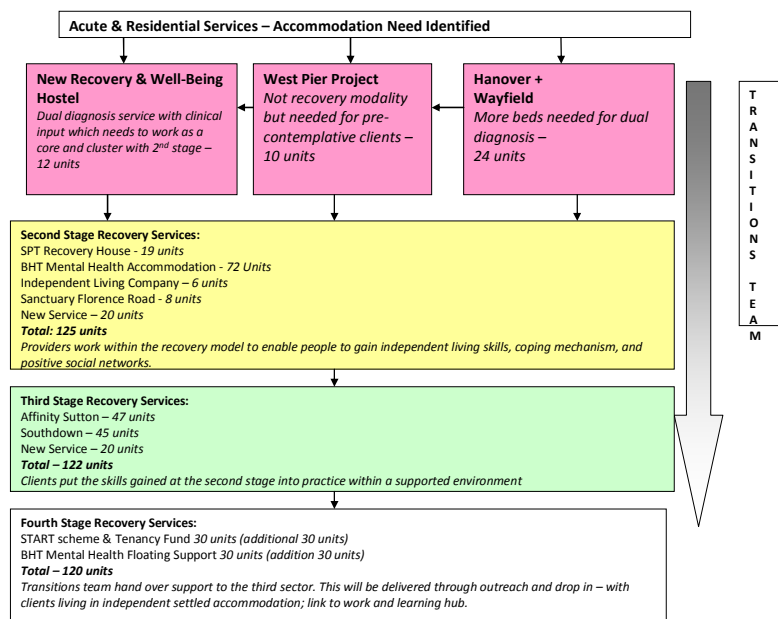


Table 10: Mental Health Accommodation Services from 2013

Whether our cost benefit improves or reduces will depend on a number of factors affecting our counterfactual scenarios (plus the successful implementation of the new provision).

Research in the market in Brighton & Hove was carried out to examine barriers and issues with mental health services. This involved data analysis, interviewing providers, looking at clients needs, examining costs, and interviewing practitioners.

The following issues affect the cost benefit and market stability:

- Lack of financial stability of providers

Feedback from in-area providers was mainly positive but several raised concerns that due to the lack of financial uplift any significant move on would generate voids and cause financial losses.

It is noted that as one of the main factors in the cost of a placement is length of stay; more recently placed the higher the cost; then the fact we are prioritising people who have not been institutionalised for move on will mean that we will be disproportionately affecting income.

We found that although services were very willing to engage with move on planning they often reported that the overall care providers had concerns around profit margins being affected. This meant whilst local service managers were keen to implement change that needed reassurance that we had referrals to fill potential voids.

This could be resolved through the use of set fees agreed with providers, framework contracts, and brokerage; rather than spot purchases

- No existing process

Due to the previous lack of planned move on from residential there was no agreed process to how this would be done.

There was a Move On Meeting in place but this discussed an incomplete list of placements and focussed on where placements had 'broken down'. There were few considerations of value for money as a factor in move on, and decisions were based on past experience of working with clients (often several years ago). These views often assumed that presentations hadn't changed and that providers were unable to work with our clients. This is an internal SPFT issue that affects cost benefit throughout the system. Move on must be linked to costs *and* need for throughput to benefit all.

- Lack of move on accommodation

This was flagged up as a problem in the original cost benefit analysis and again in the last Supporting People Commissioning Strategy; and remained an issue throughout. With a three month waiting list for supported accommodation, increased pressure to house people under the SLA with the housing department, reduction in acute bed capacity; there is pressure on the whole mental health accommodation sector as a result of this.

Compared to similar authorities a disproportionate amount of supported accommodation is specifically for single people with a history of homelessness.

Therefore as part of the initial scoping exercise recovery professionals were interviewed to establish how the market needed to be reshaped and the following themes were evident throughout:

- Lack of dual diagnosis supported accommodation or hostel provision
- Lack of long term tenancy related floating support
- Lack of step down from residential care
- No exit route from supported accommodation into long term settled accommodation

The tiered model was designed to resolve these issues as well as meeting the evidenced gaps from the needs analysis by moving resources from residential care to supported accommodation to achieve better value for money and increase capacity in the system.

From the evidence (delayed discharges, inappropriate placements in residential care, waiting list for supported, needs analysis, interviews with professionals) we deduced that we required:

- Thirteen hostel beds for people with chaotic lifestyles
- Ten additional 24hr staffed dual diagnosis and recovery model units
- Twenty move on units with in-reach support
- Thirty units of long term floating support in the community
- Forty units of tenancy support with links to the PRS

Therefore the recommendations of this report continue to state that we require a phased and pro-active commissioning plan to restructure the mental health accommodation sector in this way. This is due to be completed by September 2013.

- Service user expectations

There are issues with the fact that service users often consider that they were placed in residential care 'for life', and that they have right to remain. This has resulted in service users refusing to engage with life skills or move on work.

Staff at care homes and care co-ordinators have struggled with this and we have not yet tested whether we can evict people who do not require ongoing care.

We could resolve this through joint working between housing, care co-ordinators, and providers.

Any progress would involve meeting with the service users and their families to explain move on options but also emphasising that move on is expected from residential care and that there is no right to remain. We will progress to eviction only when other options have been exhausted.

There remains a need to prioritise move on to those capable of thriving in more independent accommodation but this should not be at the detriment of longer term residents.

- Abilities of staff

In residential care services where unit cost is lower than £400 p.p.p.w. we cannot reasonably consider that this covers more than rent, utilities, and food. Therefore, there are serious concerns that staff at these services can deliver recovery based support.

More seriously we also have experience of collusion between staff and service users to prevent move on. This can take the form of support planning meeting that reinforce the need for residential care, or providers undermining existing plans.

- Length of stay

This is the most significant indicator of unit cost but also a clear indicator of readiness to move on: the longer the stay the less likely someone is to move on.

With our poor record of moving people on from residential care we have a large population who cannot move on without drastic and expensive intervention.

This is in part due to institutionalisation (service users who have been ‘deskilled’ by a long stay in residential care where food preparation and other daily life skills are provided) and in part due to cost (existing placements have not increased by inflation whereas new placements have increased beyond inflation).

- Low level of placement reviews

In 2012 we reviewed a low number of our residential care placements with even less reviewed more than once over the course of the placement.

When we consider the above issues we may find that the cost benefit improves gradually as the residential care spend reduces in line with process change and cultural change.

The main impact may well be the reduced delayed discharges and transfers of care. The end result being less time spent in Millview in line with the local bed reduction plans.

If we successfully implement the remodelled mental health pathway with the newly commissioned service overall cost benefit for the programme will markedly improve from **£1 saves £4.11 to £1 saves £4.34**

Learning Disabilities

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Learning Disabilities	1.3	3.4	4.4	+1.3

This client group shows another improvement in cost benefit which can be attributed to a number of factors and changes:

- The decision to decommission a floating support service which was not 'supporting people eligible'
- Significant reductions in the housing related support budget for B&HCC LD services
- The initial success of the LD Access service (preventing people with learning disabilities losing their accommodation)
- The increase in the average cost of residential care placements

The *Review of Accommodation Services for Adults with Learning Disabilities* completed in 2008 by Mark Hendriks and Daniel Parsonage researched the value for money of current residential care provision and supported living accommodation available to people with learning disabilities:

Summary of conclusions

- *Most of these services were more expensive than national and local averages*
- *B&HCC provides the most expensive services.*
 - The main factors accounting for this are:*
 - I. The size and models of its services*
 - II. The terms and conditions of its staff*
 - III. The high level of direct staff support given to service users*
 - IV. There may be a greater disparity as central overheads are not shown in the B&HCC budgets which were used to calculate unit costs*
- *The clearest variable was size of service – two or three unit services had significantly higher unit costs*
- *Services offering independent living arrangements were generally less expensive than shared group homes)*
- *Savings can be made by creatively remodelling existing services*
- *B&HCC services did less well in terms of quality and outcomes*
- *B&HCC services were overall the least 'fit for purpose'*

Summary of recommendations

- *Smaller services should be considered for remodelling to share costs (e.g. management costs)*
- *Services should be considered for remodelling to improve efficiency (e.g. adding additional services such as floating support to existing services)*
- *Options to develop services that offer independent living arrangements should be explored as alternatives to group homes.*
- *Levels of direct staff support should be regularly reviewed and all options should be explored when supporting complex needs.*
- *Clear targets are needed for B&HCC services to bridge the gap in quality and outcomes.*

- *Particular services are highlighted where there are serious concerns about their suitability for purpose*

As part of the action plan from this report we have remodelled in-house into three separate services:

1. Long term supported living
2. Short Term supported living
3. Crisis Intervention and Prevention

With the efficiency savings taken from this budget (in line with the recommendations of the report quoted above) this means that subject to performance and quality monitoring this should now be fit for purpose by increasing independent living and removing outlying costs. As we can see below the B&HCC services were more likely to not have costs in line with need and thus poor value for money.

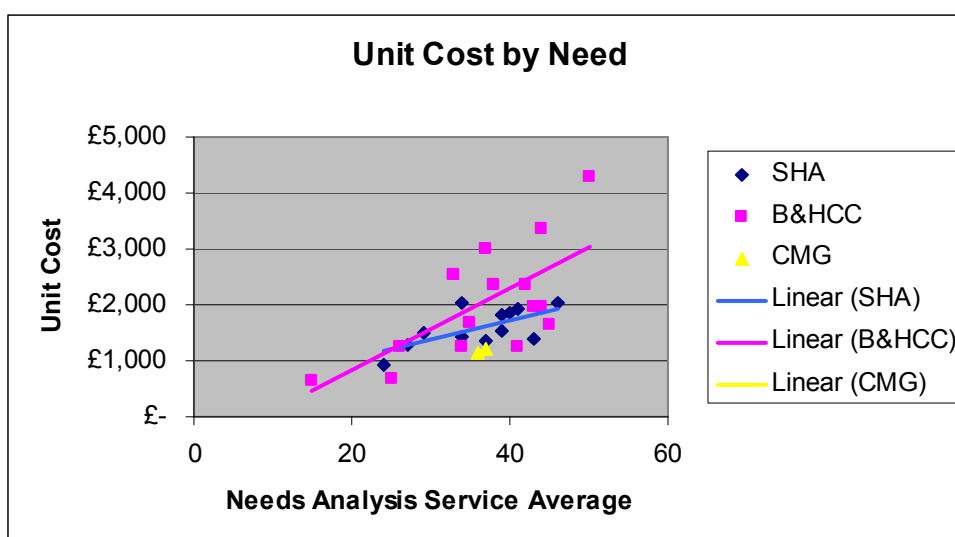


Table 11: Map of Unit Costs of LD services by level of client need

Therefore, we have improved value for money in line with evidence and strategic aims.

We will be working with Adult Social Care and the Learning Disabilities Commissioner to look at the current housing provision and spend for people with learning disabilities. This has become vital as we are confident that there are social care services being paid for from housing monies, and supported housing being paid for from social care. Harmonising the spend will enable further remodelling which will be done in line with the cost benefit projections.

Since this report there have been significant changes in residential care provision with in-house services being rationalised, and the negotiation with existing providers being prioritised. Adult Social Care are currently initiating a project to

set care home fees based on need which should reduce their costs and reduce cost benefit for housing related support.

Young People

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Young People	1.1	1.64	1.8	+1.34

These services have been primarily delivered through the Integrated Support Pathway which was analysed separately in the previous Cost Benefit Analysis (and will be covered in the Single Homeless needs analysis).

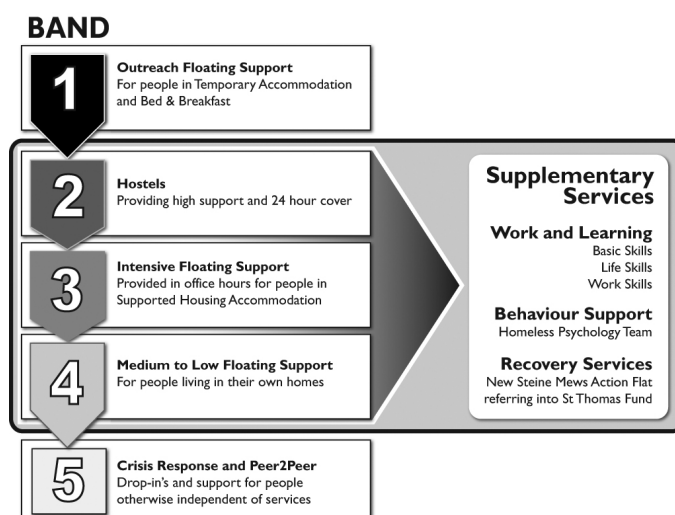


Table 12: Diagram showing the Integrated Support Pathway

The Integrated Support Pathway is made up of services that provide housing support for homeless people in Brighton & Hove. Each service provides support for a particular group of people. These groups include people who have been rough sleeping, those who are single and homeless, young people at risk of homelessness and ex-offenders.

Young People's services have not always been a good fit for the ISP due to the statutory responsibilities to under 18 year olds.

Jo Sharp recently completed the Young People’s Housing and Support Joint Commissioning Strategy 2013 which outlined key themes for how these services should be re-focussed:

- Prevention of homelessness
- Create a housing pathway for young people
- Joint commissioning, pooled budgets, co-production, and partnership

The implementation of this strategy is likely to further improve cost benefit as will be focussing on prevent high cost counter-factual scenarios.

Evictions Protocol

By agreeing a system to reduce eviction sin young people’s services we have reduced the number of high cost crises such as crime and ASB whilst improving the number of positive outcomes that enable people to contribute to the local community.

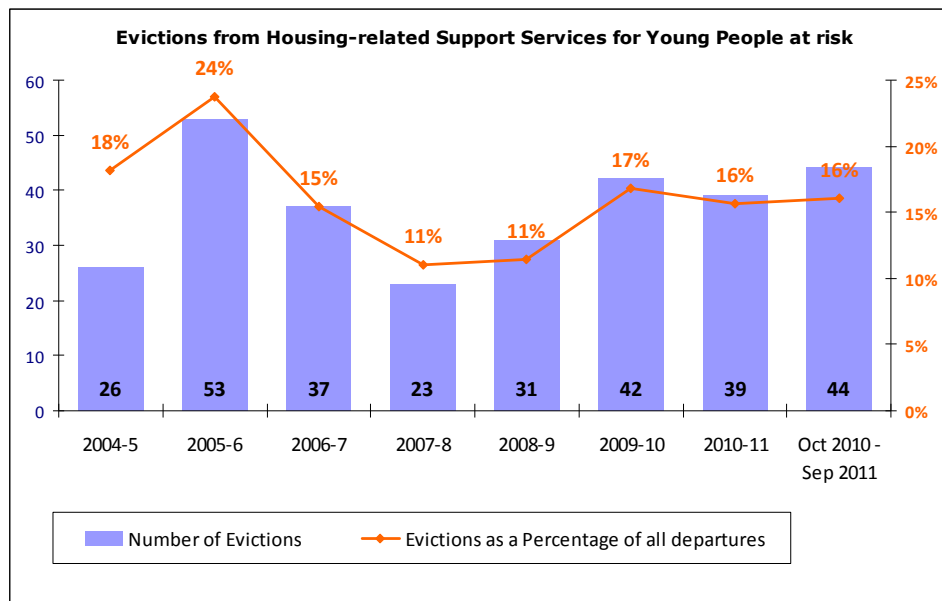


Table 13: Graph showing number of annual evictions from housing related support services for young people

This will improve the cost benefit for these services as will be ensuring that the pressure on social a care and criminal justice services are reduced.

Moves to greater independence from Housing Support Services for Young People

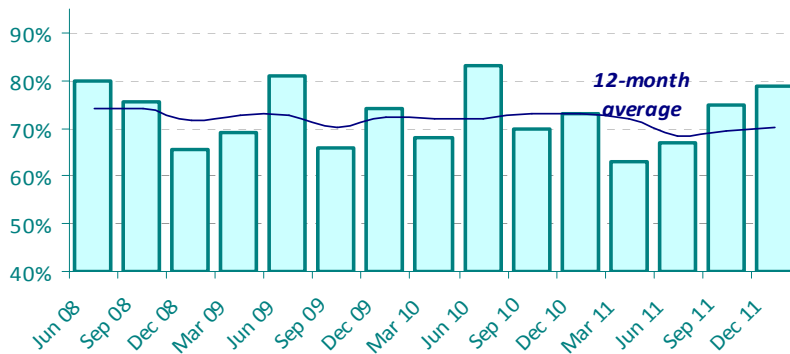


Table 14: Graph showing positive moves from housing related support services for young people

There has been no marked increase in positive move on but given that presentations to the local authority have increased each quarter but these services are still achieving the same high level of positive move on given the increased complexity of need; we can infer that they are preventing greater costs elsewhere than in 2009 (above and beyond the improved cost benefit ratio).

As part of the budget planning as part of the strategy in 2010 we agree a programme of efficiency savings for all young people services with a % cut each year with no inflationary uplift. Given that outcomes have remained positive this has had a positive impact on cost benefit.

The remodelling of the Foyer has improved cost benefit as there is a higher ratio for hostel provision rather than move on accommodation as these services prevent higher cost alternatives such as residential care, crime, and homelessness.

Alcohol Misuse Services

Client group	Cost (£M) 2012	Cost/Benefit ratio 2012	Net Financial Benefit 2012 (£m)	Change in CBA
Alcohol problems	0.1	10	1.0	-2

There has been a slight decrease in the cost benefit ratio for this client group but although we commission the same services we have re-classified some from solely

drug services to drug/alcohol services, and the only alcohol services (delivered by Equinox) have merged from an accommodation services and an outreach service to a solely floating support service. These changes will have superficially affected the cost benefit ratio without actually changing the outcomes; rather acknowledging the dual use of drug services will include tier 4 outcomes into this client group for the first time.

It is also worth noting that the extremely high cost benefit ratio for alcohol services means that even small changes are likely to have an impact.

One of the reasons that alcohol services present such a high cost benefit ratio is the high costs relating to the counterfactual scenarios. With most alcohol detox being in-patient stays at Millview (cost £6000) they are much higher cost than the equivalent community detox for drugs (drug treatment appointment £243). There is less acquisitive crime associated with this client group but increased levels of physical health needs (alcohol is a key indicator to other health factors such as coronary disease) and anti-social behaviour out-weigh this.

Although this is an analysis of our alcohol services we also acknowledge that problematic alcohol use is an issue within other client groups:

- 41% of people in the ISP accommodation have an alcohol misuse issue
- 13% of people receiving floating support from pathway services have an alcohol misuse issue

Overall costs to the city from alcohol are high:

- Health costs - £10.1m
- Economic costs – £24.5m
- Crime costs – £71.8m

These are costs not just solely linked to vulnerable people and including the night-time culture associated with Brighton & Hove (From Alcohol Needs Survey 2011).

ACS Supported Living & Housing Supported Living

Adult Social Care are working throughout 2013/14 to establish the outcomes of their supported living (this is all for people with learning disabilities). Current costs range between £1283 (high level 24hr staffed accommodation) and £298 (lower level for people with LD and social pathologies). Because these are all spot purchased they do not have an agreed quality framework nor an established set of outcomes, therefore we cannot agree clear cost benefit for these services.

As part of the actions from this cost benefit analysis we need to rationalise the ongoing outcomes process for Housing and Adult Social Care. This could be done as a critical friend approach with Adult Social Care building on our work with outcomes but if necessary running a independent system – joint funded services will not be required to duplicate.

The remodelling action within the team plan shows a commitment to rationalising the LD supported living services (both ASC and Housing funded)

Integrating CBA and the SP Commissioning Strategy 2011-2015

In order to establish cost benefit as central to the ongoing strategy and outcomes framework we need to embed it within the strategy.

To do this we need to understand how we will be assessing the success or failure of services in meeting our strategic objectives and action plan.

There are three main methods of links the strategy to cost benefit:

- Outcome based commissioning e.g. looking at the JSNA and using gap analysis to commissioning services to affect certain signifiers
- Establishing achievements that contribute to strategic aims e.g. If we have an aim of 'improving health' then we could state that for a learning disabilities supported accommodation service the achievements would be; having a dentist appointment; visiting the chiroprapist; having a health action plan.
- Establishing levels of quality linked to outcomes e.g. if we choose 'improving health' again we could state that the level of perceived improvement on a indicative scale from pre-contemplative to independent

As part of agreeing the best method of assessing the link between these issues we need to assess the success of the ongoing strategy from 2011-2015. If we look at the agreed action plan we can assess whether these actions have been fully met, partially met, or not met at this stage.

We also need to show how these actions link to the overall aims and whether we have successfully contributed to these citywide aims.

From the Supporting People Strategy 2010-2015 the main areas for services to deliver upon were:

1. Improving Access to Services
2. Flexible services with positive outcomes
3. Working towards greater independence
4. Sustaining Independence
5. Value for Money

As a mid point review of the strategy we looked at each action we committed to as part of the strategy and assessed whether we had fully met, partially met, or not met the desired outcome.

1. Provide support for people with learning disabilities to access mainstream services and make housing choices – ***partially met through the Learning***

Disabilities Housing Officer but there remain serious concerns raised by CLDT

2. Commission a tenancy access project to support tenants and landlords to reduce stigma around vulnerable people and promote move-on access into the private rented sector – ***Fully met through START***
3. Review current move on arrangements to improve take up of the deposit guarantee scheme, moves into the Private Rented Sector and facilitate appropriate move on options for clients with complex needs – ***Partially met through START and the mental health procurement plan***
4. Commission a mental health transitions team to support people to move on from acute and residential care – ***Not met and currently sits as an ongoing responsibility of the SPFT but fully supported through the mental health procurement plan***
5. Develop greater personalisation and choice through a review of how clients can access different approaches to substance misuse in hostels – ***Partially met through the nurse led pilots in BHT Phase 1***
6. Work with Sussex Partnership Trust to ensure that clients in the Single Homeless Integrated Support Pathway are able to access psychological interventions available in the community – ***Partially met – Check with JK***
7. Via the DV forum and Housing Options, ensure that all professionals working in Domestic Violence are aware of housing issues, and address gaps in knowledge – ***Check if this was covered through the DV pilot***
8. As part of the YHWG action plan, review how Lesbian, Gay, Bisexual and Trans needs are being met within support provision for young people – ***Not met – serious concern that this remains a gap***
9. Work with the Domestic Violence co-ordinator and supported accommodation providers in developing local guidelines for dealing with domestic violence within supported housing that link with Safeguarding Children and Adults procedures - ***Check if this was covered through the DV pilot***
10. Commission services that are able to respond to crisis situations to support people with learning disabilities in the community – ***Not met – looking to work with ASC in 2013 to remedy this***
11. Support the implementation of an alcohol pathway across services so that ‘revolving door’ clients can receive personalised and specialist support with alcohol issues – ***Look to see if this was covered by the alcohol pilot***

12. Enable people with multiple needs such as mental health, substance misuse, learning disabilities, forensic history, physical needs, etc. to get the support and housing that they need – ***Not met but may be addressed through the mental health procurement plan***
13. Commission more low-level supported accommodation for people with learning disabilities – ***Not met but looking to work with ASC in 2013 to address this***
14. Commission a tiered service to support people with complex mental health needs – ***Partially met through the mental health procurement plan***
15. Commission a floating support service for clients with learning disabilities who are living in hostels (who do not qualify for statutory learning disability services) – ***Not met but looking to work with ASC in 2013 to address this***
16. Establish a multi-agency panel to deliver move on solutions for older people and clients with complex needs – ***Not met – Talk to KD***
17. Develop greater personalisation and choice through a review of how clients can access different work and learning opportunities and access support to maintain independence when working, including housing – ***See if this was addressed through the review of work and learning services***
18. As part of the Housing and Domestic Violence Working Group work to improve access to ‘move on’ for people who are experiencing domestic violence – ***See if this was covered in the DV pilot***
19. Explore commissioning of accommodation and support for high need clients / 16 and 17 year olds – ***Talk to JS***
20. Review current provision to ensure young people are supported to move to the private rented sector, and that provision of floating support for young people is adequate to ensure private rented tenancies are sustained – ***Talk to JS***
21. Monitor changes to the Young People Eviction Protocol exploring other methods of effectively managing breaches of licenses/house rules – ***Talk to JS***
22. As part of the YHWG, (Youth Homeless Working Group) ensure all providers work in partnership with the NEET action plan to ensure all young parents achieve a minimum of level 1 qualification – ***Talk to JS***
23. Work with partners to manage the changes in provision expected in year one of the strategies to ensure need the need of the city is met within the restricted resources – ***Fully met***

24. Retain dispersed alarm service with efficiency savings – **Ask KD**
25. Further integrate and develop services for Older People (sheltered housing and outreach services) to improve access to information about housing and support options. Services will work more closely within the SP sector and beyond to improve flexibility, value for money, accessibility, and sign-posting to other services, and offer a more streamlined and efficient experience for people using them – **Ask KD**
26. Remodel long term learning disability services to include a re-ablement element that promotes independence – **Partially met but further work needed with ASC to address gaps**
27. Retain (with small efficiency savings) 90% of sheltered/extra care sheltered housing, which offers good value for money and strategic relevance – **Ask KD**
28. Reconfigure one small accommodation-based service for older people with mental health needs with low utilisation/strategic relevance – **Ask KD**
29. Supporting People to implement the recommendations of the Intelligent Commissioning Pilots for domestic violence and alcohol to address gaps in provision – **Fully met but need to review outcomes**
30. Prioritise support within sheltered by reviewing and clarifying eligibility criteria. – **Ask KD**
31. Explore options for bringing SP services in line with the Adult Social Care charging policy – **Not met – ongoing with AM**
32. Working with longer and flexible contracts with agreed outcomes working with social care and health – **Team discussion**

Cost Calculator

This method differs from all those above in being entirely retrospective meaning that we could not instigate a full cost calculator analysis until we had collate sufficient data.

As part of the outcome planning group we need to agree which events we can allocated as measurable outputs so that we can use the Manchester Model (validated by CLG) to cost the positive impacts of our commissioning plan and the services directly.

To do this successfully we need to agree the events allocated by April 2013. These can be service specific or attached to client groups, or universal.

The *Stronger Families, Stronger Communities* project intends to use this method to validate the savings made by the interventions of their family coaches over the three-year term of the project.

They have agreed the events and costed them using the Manchester Model (or local data where it differs significantly). They have also allocated each saving against the public body which would have incurred the costs otherwise.

Example

Baseline	Method of confirming data	Expected Outcomes	How and when we know if outcome achieved	Beneficiary	Savings attached to the outcome
<i>U18 year old with a proven offence in the last six months</i>	<i>YOS data (collected by SFSC MI Team) Number of offences</i>	<i>Reduced offending</i>	<i>YOS data When the case is closed – last six months</i>	<i>Police</i>	<i>£542 per event</i>

Table 15: Example of a costing tool method

Thus the baseline is the number of offences committed in the six months prior to engaging with the family coaches and this is compared to the number of offences after the intervention. Then the cost per event is multiplied by the number of events before and after then the differential is the saving delivered by the service.

This is then replicated for the agreed events across the service then the total of the differentials is the total cost benefit of the commissioned service.

*Initial cost of events to the city **minus** subsequent cost of events to the city **equals** cost benefit of any commission*

The events included in the *Stronger Families, Stronger Communities* include:

- Arrests
- ASB incidents
- School exclusions
- Unauthorised absences
- Receipt of out of work benefits
- Child at Risk on CAF
- Police call outs
- Homelessness

The difference between this model and the CBA can be stated the following analogy:

If a GP is deciding which of two drugs to prescribe then he would look at the evidence of peer reviews and clinical trials then make a professional judgment.

If you are looking at the effectiveness of one drug you would look at the outcomes in the past and peer reviews.

Option 1 is the CBA, option 2 is the SFSC tool. The problem with option 2 is that there is no control group so the impact is exaggerated, the problem with option 1 is that you are basing it on the evidence gathered by others.

Another way of looking at it is if you planning on employing a member of staff you would put a business case together on potential impact rather than employ them then see if it worked in retrospect.

For the Housing Related Support Commissioning Strategy from 2013 we need measurable number of events that can be clearly costed:

- Section 2 admissions to Millview
- Section 3 admissions to Millview
- Recalls to custody
- Arrests – acquisitive, drug related, DV etc.
- Admissions to RSCH

The Outcomes Steering Group will have ownership of these events in agreeing costs and benchmarks.

Notes from the JSNA

The cost benefit analysis, cost calculator, and refreshed strategy should all be taken in the context of the overall joint strategic needs assessment and the specific needs assessment for each area.

Mental Health JSNA (published in 2007)

Brighton & Hove has the highest serious mental health needs index (MINI) of any authority in the South East Strategic Health Authority. From this it is estimated that the city will have between 16% and 39% more serious mental illness than the nationwide average.

The suicide rate in Brighton & Hove is 1.7 times the national average.

Links to:

- High levels of alcohol dependency
- High levels of serious drug misuse
- High levels of homelessness

Rates of incidence (from JSNA):

The table below shows the prevalence and number of working age individuals estimated to be suffering from each condition adjusted for local need. The population base is 181,800 (2006 registered population reconciled to 2005 ONS estimates aged 16 to 64)

	% prevalence		Number (to nearest 100)
Neurotic Disorder (one week prev)	17.0*	1 in 6	30,500*
Psychosis (annual prev)	0.6**	1 in 170	1,100**
Schizophrenia (annual prev)	0.40**	1 in 250	700**
Schizophrenic disorder (annual prev)	0.70**	1 in 150	1,300**
Bipolar-I (annual prev)	0.70**	1 in 150	1,300**
Bipolar-II (annual prev)	0.93**	1 in 100	1,700**
Personality Disorder (annual prev)	5.1**	1 in 20	9,300**
Antisocial and Borderline PD (annual prev)	1.5**	1 in 70	2,700**

*need index of 1.18

**need index of 1.17

Table 16: Table showing prevalence of mental health issues in Brighton & Hove

As part of the parallel outcomes work we are implementing the recommendation of the JSNA that all service users will be screened for depression, psychosis, alcohol misuse, and drug misuse. This will use health screening tools to form a common language between housing providers and health services.

Brighton & Hove has extremely high levels of benzodiazepine prescribing which is significant due to the risk of dependency and dual diagnosis:

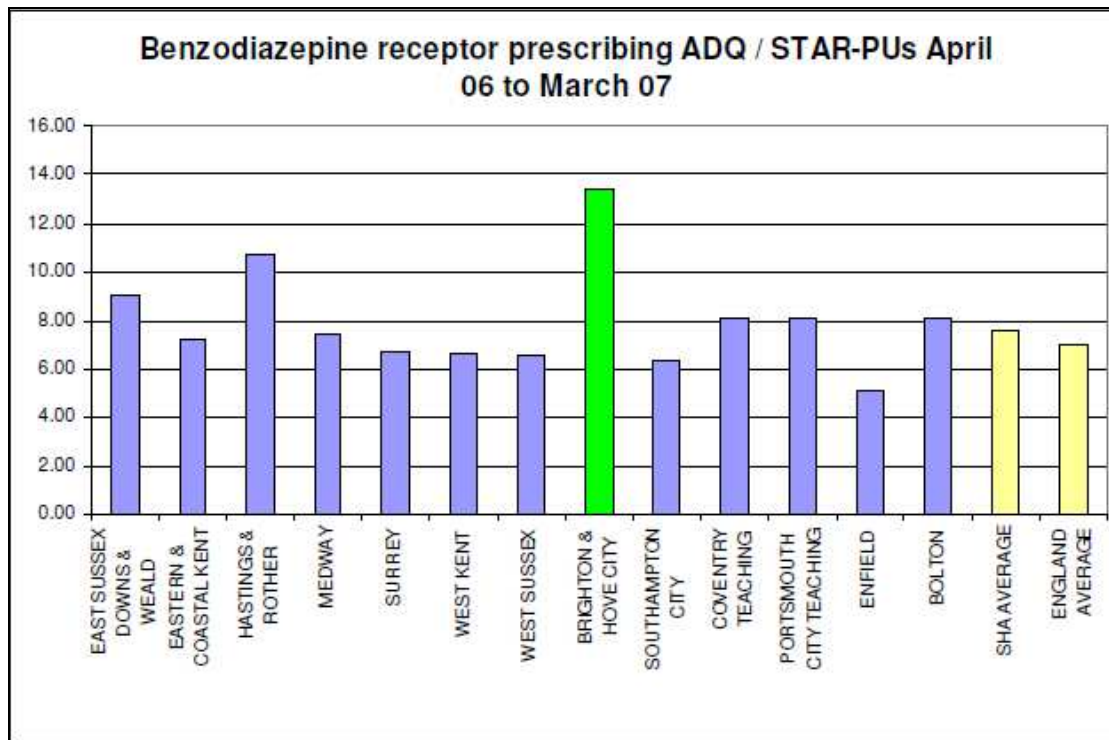


Table 17: Benzodiazepine use by local authority

There is a significant disparity between all rates of prevalence of serious mental illness in general practices and the Morley Street practice. This is exemplified by the rates of admissions with the city average being 480 per 100,000 compared to 4753 per 100,000 at Morley Street. This shows the disparity of need for the client group most likely to access housing related support services.

At the time of the JSNA the average length of admission to an acute setting was 6 days longer than the rest of the region. This length of stay should be addressed by commissioning further step down options in the city.

The JSNA consistently highlights gaps in provision for people with autistic spectrum conditions, personality disorders with social pathologies, and dual diagnosis. This should be addressed through the 2013 commissioning plan.

The JSNA contains an incomplete analysis of the provision of supported accommodation and its value for money. This should not detract from the fact that the need is evidenced through ongoing work (such as the Dual Diagnosis JSNA) for further supported accommodation meeting complex needs.

Learning Disabilities (published in 2011)

The number of people with learning disabilities is expected to increase by 5.1% over the next ten years. This is particularly evident amongst older people and those with the most severe needs.

In 2010 there were 798 people funded through Adult Social Care due to eligible needs relating to their learning disability. This is estimated to increase by approximately 100 people by 2015.

Age group	Learning disability: mild, moderate and severe	Learning disability: Moderate or severe
18-24	1,005	229
25-34	1,006	198
35-44	1,031	259
45-54	748	169
55-64	530	115
65-74	358	58
75-84	250	26
85+	124	12
18+	5,053	1,065

Table 18: Prevalence of learning disabilities in Brighton & Hove

It is estimated that 70% of the existing client base have additional social care needs:

• Challenging behaviour	25%	(200 people)
• Severe challenging behaviour	6%	(50 people)
• Autism	20%	(160 people)
• Mental health needs	15-20%	(120-160 people at any one time)
• Early onset dementia	> 1.6%	(at least 13 people)
• Substance misuse	> 1.2%	(not known, at least 10)
• A history of offending	7-14%	(according to national surveys)
• Parenting responsibilities		(not known)

Table 19: Prevalence of complex needs amongst people with learning disabilities

The JSNA complements the evidence from the cost benefit analysis by recommending that greater resources are spent on supported accommodation rather than residential care. With only 8% of the LF commissioning budget spent of supported living there is clear scope for further benefit through changed commissioning plans.

	General population (nationally)	People with learning disabilities (nationally)	People with learning disabilities in Brighton & Hove*
Own their own home	70	No data	0.3
Rented accommodation	29	15	22
Live in the family home	No data	50-55	28
Shared lives placements (settled accommodation)	No data	No data	9
Residential care or other unsettled accommodation	No data	30	33

Table 20: Comparison of the housing situation of people with learning disabilities

The JSNA also highlights specific barriers in accessing mainstream housing services. Housing related support can often either bridge the gap or directly facilitate access. For example, the remodelled LD Access service based within the Housing Options department is designed to help people access the most suitable housing or sustain accommodation if in crisis.

Whilst there is not an exact number we are aware of a small proportion of clients with learning disabilities and a significant substance misuse issue (estimated at 8 last year). These clients can often be excluded from services due to this dual diagnosis and can be at very high risk. Currently these clients are housed with the Integrated Support Pathway with additional support from the CLDT. Without this option they would likely need bespoke care services outside the borough.

The small proportion of funding that going to housing related support is shown below:

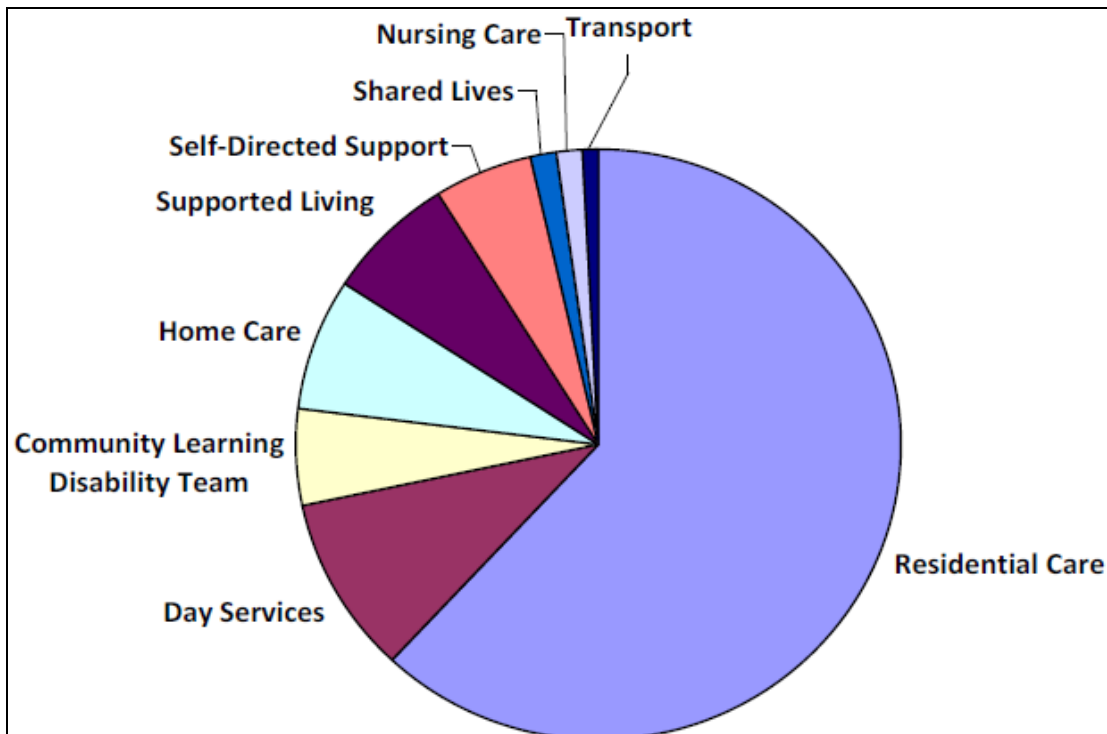


Table 21: Chart showing where funding is spent on learning disabilities services

Given the high ratio of cost benefit for this client group we will be working with commissioners to look at re-focussing resources to ensure that we are making best use of investment.

The project increase of those with profound multiple learning disabilities means that the social budget will need to be focussed on those with specific care needs so that the next value can be delivered through housing related support for people with more moderate needs.

Young People (published 2012)

The city has fewer young people than the national average, with 22% or 55,000 compared to nationally 24%.

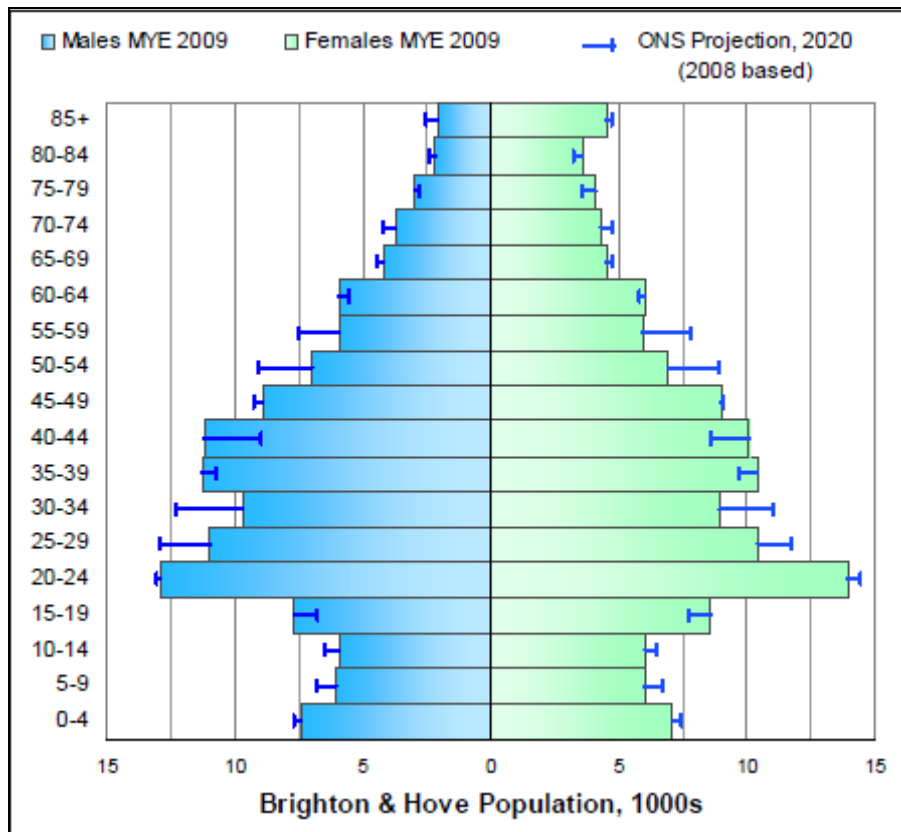


Table 22: Chart showing age range of people in the city

22% of the children in the city are classed as living in poverty compared to the regional level of 15%.

7.5% of 16-18 year olds are classed as not in education, employment, or training.

We are 26 out of 150 (1 being the worst) for authorities with young people and substance misuse issues.

In 2012 nearly half of all services and authorities reported an increase in demand for housing related support for young people.

Alcohol Misuse (Published 2011)

The Alcohol Needs Survey looks at all issues relating to alcohol in the city including licensing, social drinking, and public drinking, as well as hazardous drinking.

- 27% of adults in the city are classed as ‘binge drinkers’ – more than twice the daily recommended amount at least once a week
- 24% are hazardous drinkers
- 6% are harmful drinkers
- Over 50% of male prisoners have alcohol misuse issues – this is important for the cost benefit for the alcohol, homelessness, and offender services

- Women who are experiencing domestic violence are 15 times more likely to abuse alcohol than the general population – this is relevant to both alcohol services and domestic violence services and their cost benefit

Street drinking remains a problem in the city with an average of 29 in 2009/10. This is a significant reduction on the previous year from 48. This may show the cost benefit impact of our commissioned services for street drinkers delivered by Equinox.

Of the street drinkers identified in counts over the last year: 27% live in social housing, 51% live in HRS funded hostels, 14% are NFA, and 3% are sleeping rough.

Someone with a serious mental illness is three times more likely to be alcohol dependant than the general population.

Alcohol is the identified cause of 10% of early onset dementia cases. People with Korsakoff's syndrome are some of the hardest to place as we lack specialised accommodation in the city. Those with early symptoms are most likely to be in their own accommodation or hostel accommodation rather than care services.

Amongst problem drinkers 50% have a personality disorder. This is evidence for the cost benefit of our hostel accommodation where this kind of dual diagnosis is prevalent (as shown by the Dual Diagnosis JSNA).

National Housing Federation Research

The NHF are currently actively lobbying Health & Wellbeing Boards and Clinical Commissioning Groups to show the value of housing associations and housing related support.

In March 2013 they surveyed GP's nationally to ascertain the understanding of housing related support. The intention behind this was to promote the value of HRS but also to forge links between new commissioners and this type of service.

They are also looking at developing a 'common language' between CCG's and housing associations – this is similar to the work being led local by the Dual Diagnosis Steering Group to introduce the Universal Screening Tool.

Helping to Build Better Health, NHF 2012

This report looked at a joint approach between housing associations and the NHS is achieving better health outcomes.

The contribution housing associations make is clear – better health outcomes, fewer demands on NHS services and lower costs

Andrew Lansley, Former Secretary of State for Health

It uses case studies from health professionals to show how they support the impact of housing in improving health outcomes.

It also offers clear guidance for housing association on how to engage with the new commissioning network, with examples of opportunities for new services and directions of travel including housing association being part of Health & Wellbeing Boards.

Specifically relevant to the CBA the report looks at how providers can offer value for money solutions by evidencing the impact of their services.

For the full report follow the link to the NHF website below:

http://www.housing.org.uk/our_regions/south_west_region/south_west_publications/building_better_health.aspx

Providing an Alternative Pathway

A well funded, fully integrated system of care, support, health, housing, and other services is essential, not just to provide high quality support for individuals, carers, and families, but also to provide good value to the exchequer and the taxpayer

Health Select Committee 2012

This report, again from the NHF in 2012, looks at individual case studies where housing related support have either enable move on from statutory services, supplement and thus reduced the need for statutory services, or prevented the need to access statutory services.

The report details five specific cases that address different areas of the impact of housing related support in both improving outcomes and reducing costs.

Regional Benchmarking Database Summary March 2013

Brighton & Hove (B&H) have led on collating data from other Local Authorities (LA's) to produce a [Regional Benchmarking database](#) (RBD) that is categorised by client groups and support services. Benchmarking is used as part of Value for Money (VFM) assessments. The information shared between authorities are per service user and broken down into hourly rates; weekly costs and support hours. The data is based on 2011/12 and this is due to be refreshed by end of 2013. The regional quartiles calculations include B&H data. The support types used are:

- 24 hour cover with waking night staff
- 24 hour cover with sleep in staff
- Day time staff on site with emergency call out
- Floating/Visiting support
- Live in landlady/landlord
- Warden on site

It should be noted that the information used is reliant on LA's submitting accurate data and there are some small anomalies where data may have been calculated differently. There is ongoing consultation with other LA's to ensure that the same calculations have been used and data is correct. Hourly rates that are below £5 and above £30 may be erroneous and therefore the number of services falling in this category has been identified in each client group.

There can be differences of services within the support types for example; the type of floating support service being provided can vary dramatically from money advice, visiting support worker and work & learning services and this should be noted when making comparisons.

The two indicators that are best to benchmark against, are the, hourly rate and number of support hours provided. This is because the hourly rate is the most accurate data to make a like for like comparison, whereas the weekly unit cost will vary depending on the number of hours of support being provided. It is therefore useful to include the average number of support hours in order to evaluate if the service being provided is similar.

Services that are paid from the **Homeless Prevention Grant** are not included in the calculations as there is not sufficient information (such as number of hours of support).

The authorities that took part may not necessarily be like for like. If this comparison is required the database can be filtered to do this.

LA's that are considered most like B&H are Blackpool, Bournemouth, Bristol, Coventry, North Tyneside, Plymouth, Portsmouth, Southampton, Southend on Sea.

Local authorities that provided data are as follows:

Barnsley	Doncaster	NE Lincolnshire	Rotherham	Wakefield
Bath and NE Somerset	East Sussex	N Lincolnshire	Sheffield	West Sussex
Bedford	Kirklees	North Tyneside	Slough	York
Bracknell	Leeds	North York	Surrey	
Bradford	Newcastle	Portsmouth	Torbay	

Table 23: Authorities involved in benchmarking

The following are summaries of the hourly rates and support costs, Not all client groups are included in the summary, as B&H do not have these types of services and they are: HIV; Homeless families; generic; extra care; refugees and travellers

Summary of Hourly Rates by Client Group

Client Group	1 st Quartile	3 rd Quartile	Brighton & Hove
Older People with Support Needs	£8	£18	£10
People with Mental Health issues	£14	£20	£13
People with Learning Disabilities	£10	£16	£14
Rough Sleepers	£15	£18	£16
Single Homeless with Support Needs	£14	£19	£16
Young People at risk *	£15	£20	£15
Offenders	£17	£22	£18
Teenage Parents	£16	£19	£18
People with Physical/ sensory disabilities	£14	£18	£22
People with substance misuse	£15	£20	£13
Women at risk of domestic violence	£17	£19	£18
Total Averages	£12	£19	£15

Summary by Support Type

Support Type	1 st Quartile	3 rd Quartile	Brighton & Hove
24 hour cover with waking night staff	£12	£17	£16
24 hour cover with sleep in staff	£11	£18	£11
Day time staff on site with emergency call out	£12	£19	£14
Floating/Visiting support	£15	£21	£16
Live in landlady/landlord	£18	£19	£16
Warden support on site without alarm	£11	£18	£10
Warden support on site with alarm	£10	£30	None
Peripatetic warden with alarm	£11	£21	None
Peripatetic warden without alarm	£13	£19	None
Total Averages	£12	£19	£15

Summary of Weekly Alarm Costs

Client Group	1 st Quartile	3 rd Quartile	Brighton & Hove
Older People with Support Needs	£2	£6	£1
People with Physical/ sensory disabilities	£4	£4	£4

Support Hours by Client Group

Client Group	1 st Quartile	3 rd Quartile	Brighton & Hove
Older People with Support Needs	¼	1	1
People with Mental Health issues	3	9	17
People with Learning Disabilities	6	19	12
Rough Sleepers	3	15	16
Single Homeless with Support Needs	3	11	3
Young People at risk *	4	12	7
Offenders	3	6	10
Teenage Parents	3	9	5
People with Physical/ sensory disabilities	3	6	3
People with substance misuse	3	9	8
Women at risk of domestic violence	3	13	8
Total Averages	1	10	4

By Support Type

Support Type	1 st Quartile	3 rd Quartile	Brighton & Hove
24 hour cover with waking night staff	8	20	10
24 hour cover with sleep in staff	6	16	23
Day time staff on site with emergency call out	1	10	7
Floating/Visiting support	2	5	3
Live in landlady/landlord	10	11	18
Warden support on site without alarm	½	5	1
Warden support on site with alarm	¼	1	None
Peripatetic warden with alarm	½	1	None
Peripatetic warden without alarm	1	1	None
Total Averages	1	10	4

The overall benchmark quartiles for hourly rates across all client groups and support types are:

Hourly rates Cost *		Support Hours		Weekly	
Lower Quartile	£12	Lower Quartile	1	Lower Quartile	£10
Upper Quartile	£19	Upper Quartile	10	Upper Quartile	£137
B&H	£15	B&H	4	B&H	£57

*There is no breakdown of weekly costs in this report as stated in the introduction

Throughout the benchmarking B&H compare very well often at the lower end of the quartiles.

Breakdown of support type by client group

Older People with Support Needs

The majority of services are warden with an alarm call system, however the alarm element is contracted separately and therefore these services are classified in the report as warden without alarms. There are only two floating support services.

There are 424 services, with 25 being B&H, included in the benchmarking data of which 7 are over £30 per hour and 37 under £5. It is feasible that weekly alarm costs, which should be under £5, have been calculated as hourly rates as 80% of the 37 are alarm only.

The average hourly cost for sheltered housing is £10 which is at the lower end of the quartiles. It's difficult to benchmark against other floating support services without knowing more about the type of service they are, however the average of B&H cost is £11 which is good. Alarm costs do not have support hours and therefore are compared by weekly unit cost. Separate contracts were set up with two rates of alarm costs of 80p and £1.50 although one service was able to provide alarm for 30p. Other LA's have also followed this model. Some hourly rates in the data provided by LA's for floating support services are over £25, this is considered very high and may have been an error in the calculation thereby skewing the figures.

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	Floating/Visiting support	£25	£29	£11
Support Hours		2	2	2
Hourly Rate	Warden support on site without alarm call	£9	£15	£10
Support Hours		½	1	1
Hourly Rate	Warden support on site with alarm	£11	£20	N/A
Support Hours		¼	1	
Hourly Rate	Day time staff on site with emergency call out	£10	£17	N/A
Support Hours		½	1	
Hourly Rate	24 hour cover with sleep in staff	£6	£13	N/A
Support Hours		1	2	
Hourly Rate	24 hour cover with waking night staff	£10	£11	N/A
Support Hours		½	1	
Hourly Rate	Peripatetic warden with alarm	£11	£22	N/A
Support Hours		½	1	
Hourly Rate	Peripatetic warden without alarm	£13	£19	N/A
Support Hours		½	1	
Hourly Rate	Alarm/on call system	£2	£6	N/A
Support Hours		½	½	
Weekly unit cost		£2	£6	£1

People with Mental Health Issues

These services compare favourably with the regional benchmarks; hourly rates for accommodation are below the quartiles and floating support services which is within the quartiles; support hours are both within the quartiles

There are 117 services, 11 in B&H, included in the benchmark with 5 under £5 and 4 over £30

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	Day time staff on site with emergency call out	£14	£19	£12
Support Hours		5	11	7
Hourly Rate	Floating/Visiting support	£14	£20	£17
Support Hours		2	5	5
Hourly Rate	24 hour cover with sleep in staff	£16	£19	N/A
Support Hours		5	15	
Hourly Rate	24 hour cover with waking night staff	£12	£19	N/A
Support Hours		27	41	

People with Learning Disabilities

For each category we have one service and two for floating support. There are no regional services for live in landlord to compare with, the service for B&H is a shared lives scheme and the lack of comparison may be due to the categorisation of services as it would be expected that other authorities would have shared lives for people with learning disabilities.

There are 170 services, 6 in B&H, included in the benchmarking and of this 7 are under £5 and 6 over £30.

At a cost of £11 per hour for Day time staff this within the quartiles and they provide 30 hrs of support per service user, which is more than the average regional authorities. Sleep in staff is £16 per hour and although at the higher end of the quartiles is still a good hourly rate, again with 25 hours this service provides more

support than the average regionally. Floating support is £17 and is within the quartiles, providing 8 hours. Finally Live in Landlord is £17 and 18 hours of support but this is being compared to only one other service

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	24 hour cover with sleep in staff	£9	£16	£16
Support Hours		9	22	24
Hourly Rate	Day time staff on site with emergency call out	£10	£14	£11
Support Hours		4	15	30
Hourly Rate	Floating/Visiting support	£13	£19	£17
Support Hours		3	11	18
Hourly Rate	Live in landlady/landlord	£16	£16	£16
Support Hours		17	17	17
Hourly Rate	24 hour cover with waking night staff	£10	£14	N/A
Support Hours		12	28	

[Rough Sleepers](#)

24 hour staff at £16 is at the high end of the quartiles but is not considered a high hourly rate with 16 hours of support being provided. Hourly rate of £15 for day time staff is within the quartiles and 4 hours support is the average. Floating support is also within the quartiles and 2 hours support also average number of hours. There are 16 services included in the benchmarking with 9 from B&H.

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	24 hour cover with waking night staff	£13	£18	£16
Support Hours		12	17	16
Hourly Rate	Day time staff on site with emergency call out	£14	£17	£15
Support Hours		4	6	4
Hourly Rate	Floating/Visiting support	£16	£18	£17
Support Hours		2	3	2
Hourly Rate	24 hour cover with sleep in staff	£12	£14	N/A
Support Hours		20	27	

[Single Homeless with support needs](#)

Floating Support services are mainly for work and learning and tend to have a higher hourly rate than other floating support services due extra costs such as training and venue hire. The average hourly rate is £17 and is at the bottom of the quartiles with 2 hours of support per service user.

There are 81 services with only 1 over £30, with 17 in B&H.

24 hour cover with sleep in staff is within the quartiles at £16 per hour although at 6 hours of support per week this is below the average. The hour rate for Day time staff with emergency call out is £14 and this is below the lower the quartile and provides on average 4 hours of support

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	24 hour cover with waking night	£13	£17	£16
Support Hours		5	16	6
Hourly Rate	Day time staff on site with emergency call out	£16	£19	£14
Support Hours		3	6	4
Hourly Rate	Floating/Visiting support	£17	£20	£17
Support Hours		2	3	2
Hourly Rate	Warden support with alarm	£25	£25	N/A
Support Hours		5	5	
Hourly Rate	24 hour cover with sleep in staff	£13	£19	N/A
Support Hours		10	12	
Hourly Rate	Alarm/ on call	£16	£20	N/A
Support Hours		5	7	

Young People at Risk

All the services are within the regional quartiles. B&H do not have any services for alarm only/ live in Landlord or warden for young people; these are included in the table below for information only.

There are 132 services with only 1 over £30; there are 10 services in B&H.

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	24 hour cover with waking night staff	£15	£17	£17
Support Hours		7	17	6
Hourly Rate	Day time staff on site with emergency call out	£15	£20	£18
Support Hours		4	8	4
Hourly Rate	Floating/Visiting support	£15	£20	£18
Support Hours		4	8	4
Hourly Rate	24 hour cover with sleep in staff	£13	£19	£13
Support Hours		8	15	15
Hourly Rate	Live in Landlady/landlord	£19	£22	N/A
Support Hours		2	5	
Hourly Rate	Warden on site without alarm call	£17	£19	N/A
Support Hours		5	11	
Hourly Rate	Alarm/on call system	£20	£21	N/A
Support Hours		3	4	
Weekly unit		£6	£11	

cost				
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Offenders or People at Risk of Offending

There are no regional services to compare against waking night staff and therefore the B&H service should make comparisons with other similar homeless service, however, the hourly rate for this type of client group would be expected to be slightly higher than other types, due to the nature of the client group for offenders. This type of service is £17 per hour with 12 hours support. Day time staff services cost £23 per hour which is above the quartiles with 9 hours support and finally the floating support is £18 per hour which is within the quartiles and gives 3 hours a week support. The majority of services in other LA's are floating support.

There are 31 services, 3 in B&H, included in the benchmark, 70% being floating support.

Regional Benchmark	Support Type	1 st Quartile	3 rd Quartile	B&H Average
Hourly Rate	24 hour cover with waking night staff	£17	£17	£17
Support Hours		12	12	12
Hourly Rate	Day time staff on site with emergency call out	£18	£22	£23
Support Hours		4	9	9
Hourly Rate	Floating/Visiting support	£17	£23	£18
Support Hours		3	6	3
Hourly Rate	24 hour cover with sleep in staff	£12	£12	N/A
Support Hours		20	20	

Teenage Parents

There is only one B&H service for this client group, at a cost of £18 per hour which is within the regional quartiles. The service gives 5 hours support per week which is slightly more than the regional average.

There are 20 services in the benchmark with 55% being floating support

Regional Benchmark	Support Type	1 st Quartile	3 rd Quartile	B&H Average
Hourly Rate	Floating/Visiting support	£17	£20	£18
Support Hours		2	4	5
Hourly Rate	Warden support without alarm	£15	£15	N/A
Support Hours		7	7	
Hourly	Day time staff with emergency call	£16	£18	N/A

Rate	out			
Support Hours		5	9	
Hourly Rate	24 hour cover with sleep in staff	£14	£18	N/A
Support Hours		13	19	
Hourly Rate	24 hour cover with waking night staff	£21	£21	N/A
Support Hours		15	15	

People with Physical and Sensory Disabilities

The main services for this client group are alarm services which cost £4 per week but there are no other services of this type in other LA's to compare. However this is comparable to the alarm only costs within the Older People's services.

There are 22 services in the benchmark and 3 in B&H.

The floating support is £21 per hour with 3 hours of support per week. There are no other floating support services locally and only a few regionally. The cost does appear high and is at the high end of the quartiles. This does however the importance of using benchmarking as a tool in assessing the value of money and not the result. The service provided is vital to service users accessing services and the staff are highly trained particularly in the use of sign language and other interpreting skills

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	Floating/Visiting support	£15	£21	£21
Support Hours		1	4	3
Hourly Rate	Day time staff with emergency call out	£19	£22	N/A
Support Hours		4	5	
Hourly Rate	24 hour cover with sleep in staff	£14	£18	N/A
Support Hours		5	11	
Hourly Rate	Peripatetic warden with alarm	£11	£11	N/A
Support Hours		½	½	

Unit cost	Alarm/on call system	£3	£5	£4
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People with Substance Misuse

There are 2 support types that are funded by B&H: Day time staff on site with emergency call out and Floating/Visiting support. Within the RBD other LA's also have the majority of their services as these.

The accommodation services also receive funding from Health but this has not been used when calculating the hourly rate as there is not enough information with regards to the use of the funding.

There are 31 services, 5 services in B&H, with 1 under £5 and 1 over £30. 32% are day time with emergency call out and 51% floating support.

The average hourly rate for accommodation services is £12; one of the services at £9 per hour is quite a bit below the quartile, being cheap is not necessary good and this would be cause of concern with regards to the financial sustainability of the service. The average support hours provided is 13 with one service providing 33 hrs per service user; this is much more than the average regionally. For floating support the average is £15 and the support hours of 4 is within the quartiles. These services compare favourably with the regional data.

Regional Benchmark	Support Type	1 st Quartile	3 rd Quartile	B&H Average
Hourly Rate	Day time staff on site with emergency call out	£16	£19	£12
Support Hours		4	10	13
Hourly Rate	Floating/Visiting support	£16	£21	£15
Support Hours		3	4	4
Hourly Rate	Warden support with alarm	£5	£5	N/A
Support Hours		12	12	
Hourly Rate	24 hour cover with sleep in staff	£16	£20	N/A
Support Hours		12	15	
Hourly Rate	24 hour cover with waking night	£15	£18	N/A
Support Hours		13	20	

Women at Risk of Domestic Violence

There are 2 support types: £17 for accommodation based service with 14 hours of support and £18 per hour for floating support service with 4 hours per week of support. There are no other services to compare locally. They are within the regional quartiles.

There are 53 services with only 1 over £30; 45% are floating support and 45% day time with emergency call out.

Regional Benchmark	Support Type	1st Quartile	3rd Quartile	B&H Average
Hourly Rate	Day time staff on site with emergency call out	£17	£20	£18
Support Hours		8	16	12
Hourly Rate	Floating/Visiting support	£16	£20	£18
Support Hours		2	3	2
Hourly Rate	24 hour cover with sleep in staff	£18	£19	N/A
Support Hours		8	13	
Hourly Rate	24 hour cover with waking night staff	£20	£20	N/A
Support Hours		14	14	

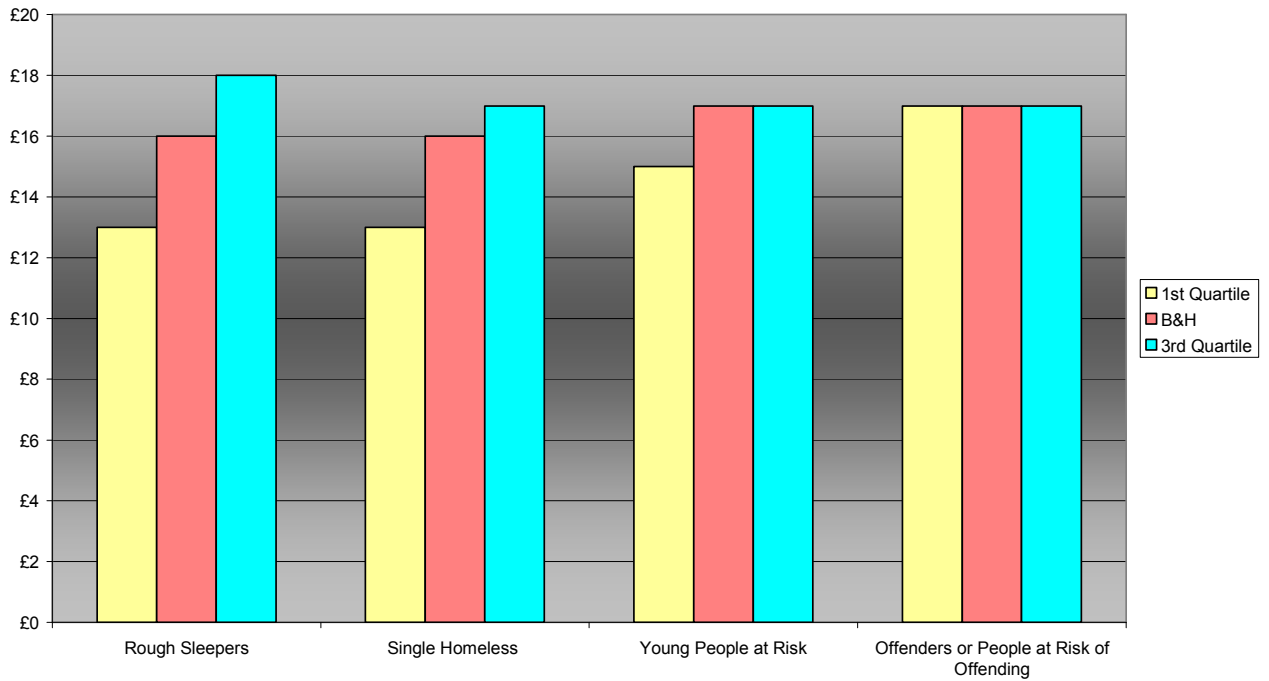
HIA

There are 14 services in the benchmark, with B&H only funding 1. The calculations for HIA are dealt with differently from other clients and are based on the number of jobs and cost of jobs rather than an hourly rate which is difficult to calculate.

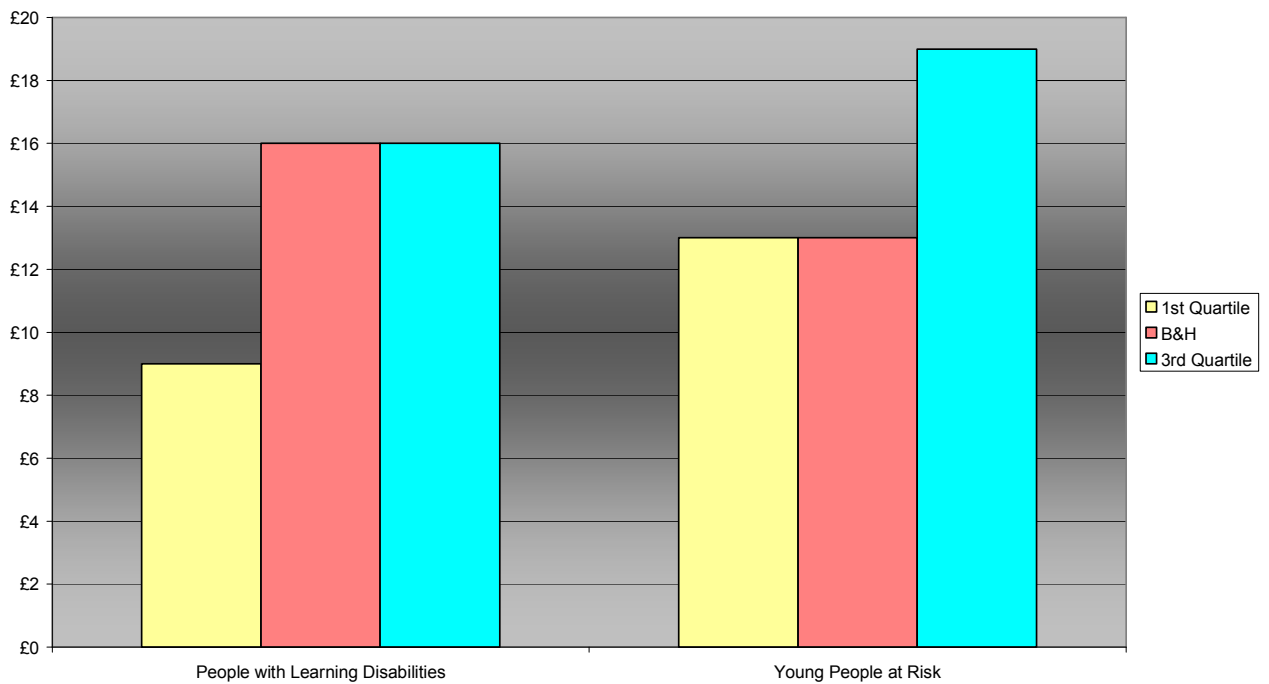
Regional Benchmark	1st Quartile	3rd Quartile	B&H Average
Annual contract price	£23,471	£65,705	£111,667
Number of jobs	65	31	158
Cost per job	£128.70	£513.40	£706.75

Regional Benchmarking comparisons for hourly rates by support types

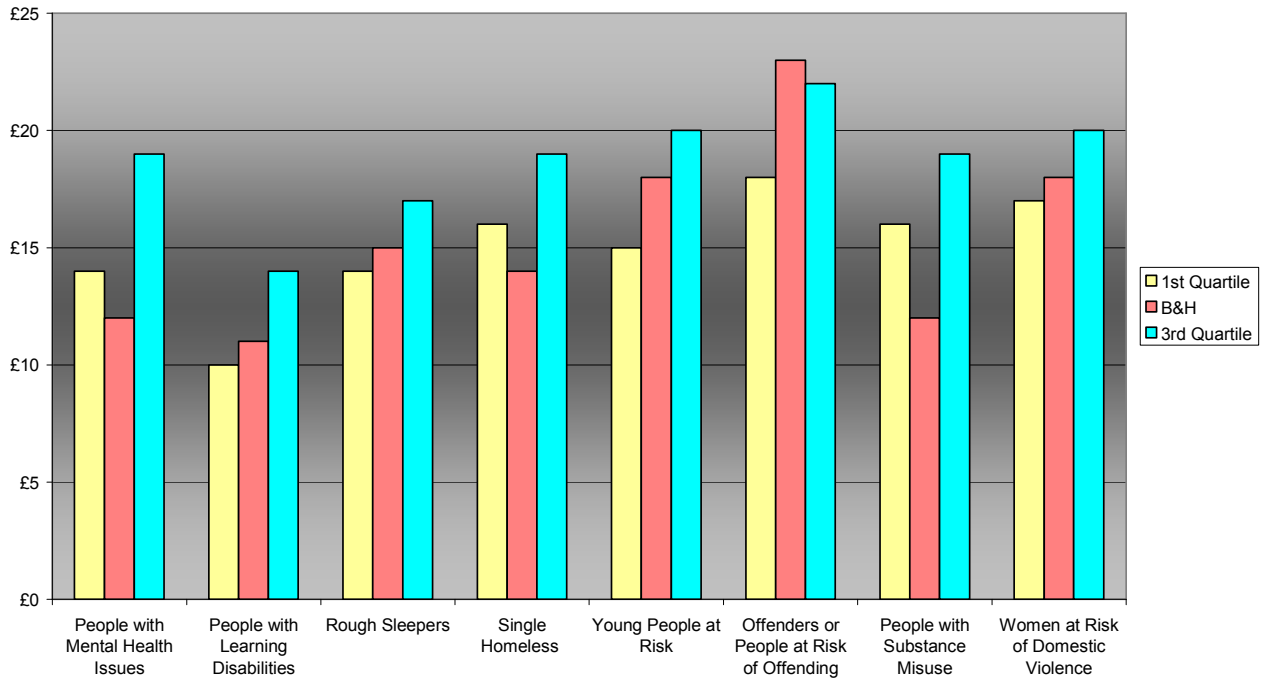
Regional Benchmarking 24 hour cover with waking night staff



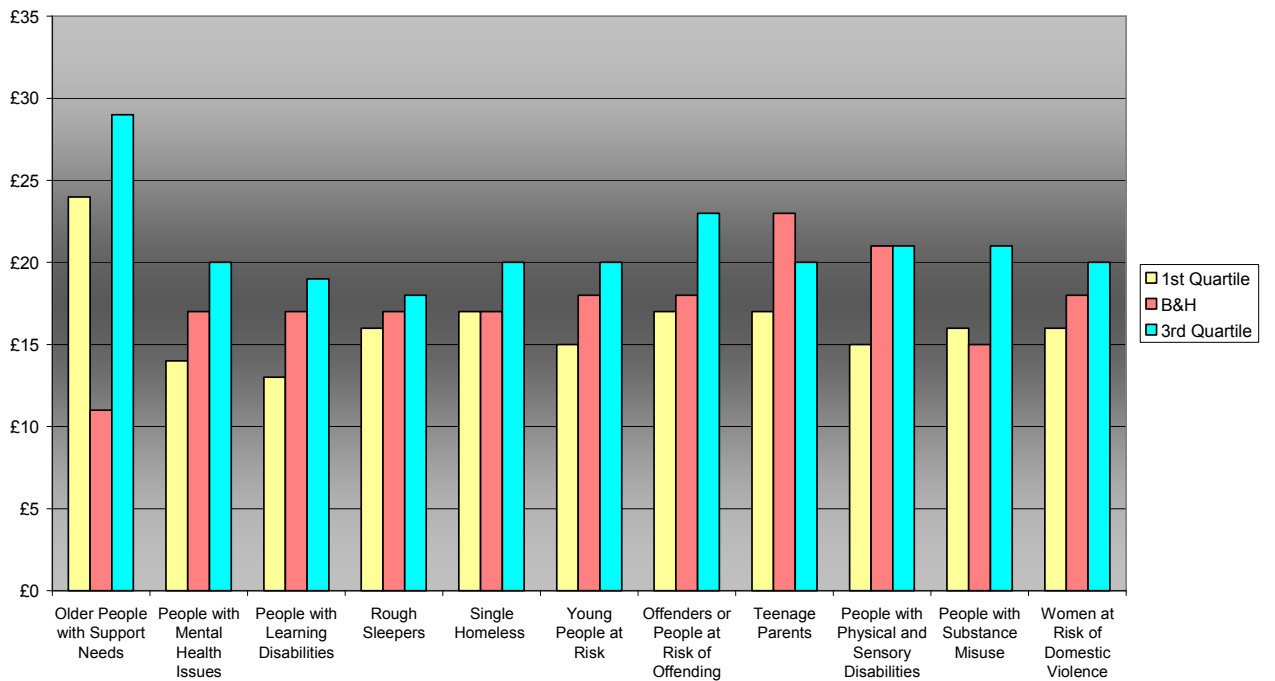
Regional Benchmarking 24 hour cover with sleep in staff



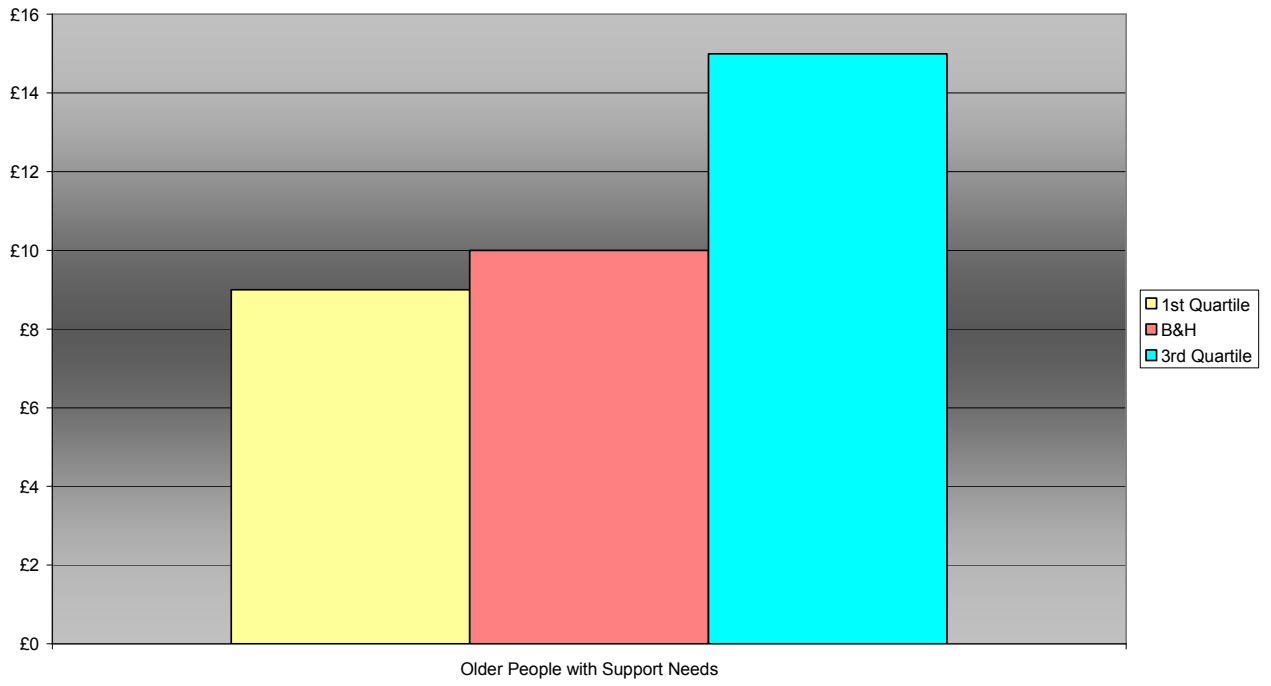
Regional Benchmarking Day time staff on site with emergency call out



Regional Benchmarking Floating/ Visiting Support



Regional Benchmarking Warden on site



Case Studies for the Cost Benefit Analysis

Brighton YMCA Case Studies

Band 3

Case Study 1

PS had a fifteen year history of substance abuse and criminal activity, he had spent many years in prison with sentences varying from 6 months to 4 years, PS states the only life he knew was centred around crime and drugs. While PS was living at the hostel he and his keyworker worked on reestablishing contact with his family and PS now has regular contact with his three children.

PS has sustained regular contact with Substance Misuse Services (SMS) and both key workers (SMS & Brighton YMCA) jointly worked in order to give appropriate support. PS is nearly two years abstinent without using replacement drug therapies.

PS began volunteering for Fareshare whilst waiting for a place on the Crime Reduction Initiative (CRI) Peer Mentoring Course. PS went on to do the peer mentoring course but found the written course work difficult due to poor literacy skills. His keyworker referred him to Step By Step at the Friends Centre. In the meantime PS and his Keyworker worked through the written elements of the course in keyworking. PS eventually completed the course and went on to do Drug and Alcohol Hostel Outreach work with CRI in New Steine Mews, William Collier House and Glenwood Lodge. PS continues hostel outreach work three days a week and has progressed to interviewer and referrer to CRI services for hostel residents and his literacy skills have greatly improved.

During his stay PS and his keyworker compiled an impressive move on portfolio and explored both the private rented sector and the local authority move on options. PS has now secured a flat via Homemove and was referred to Support 4 Housing for floating support.

Case Study 2

RK moved to Stanley Court from Glenwood Lodge. He was diagnosed with a personality disorder and had historically self harmed, resulting in an admission to intensive care in 2011. He also had difficulties engaging with others particularly in group situations.

Whilst at Stanley Court RK started engaging well in keyworking and was encouraged by his keyworker to take more responsibility in his life and started setting goals accordingly.

RK was linked-in with mental health services and had engaged well with Southdown Employment Services via the Community Mental Health Team. As per his action plan, he secured funding for a gym instructor course due to start 5 months after he moved in.

During keyworking RK and his keyworker agreed that he needed more structure in his day. He was encouraged to do the life skills course but strongly maintained he

could not do group work. Meanwhile his gym instructor course started at the Falmer Campus. RK was extremely anxious about having to work in a group and was worried about the other people on the course and if he would get on with them. He doubted his abilities and nearly gave up. RK worked with his keyworker to establish strategies to alleviate his anxieties and they also met with his tutors so that they could provide extra support during the course.

RK thrived on his course; he began to enjoy the company of his peers and started making friends. He achieved high marks in his coursework and passed the course with ease. He now holds a level 1 Diploma in gym instruction and is hoping to move on to level 2.

RK's life changed dramatically over a 12 month period, he no longer needs medication to manage his mental health and no longer requires support from the mental health team, although he can access the SMILES team on a "call us if you need us" basis.

To widen his options for move on he agreed to complete the life skills course which he felt able to do due to the confidence he had built while attending the fitness instructor course. Whilst doing the life skills course, New Steine Mews asked him to become a volunteer helping them deliver parts of the course that involve fitness and healthy lifestyle choices.

RK has now moved on, is living independently and is looking for work in the health and fitness industry.

Case Study 3

PE is a 56 year old male client who once worked full time for a well-known insurance company. PE believes that the pressure and demands of the job led to him having problems with alcohol which resulted in him suffering a "breakdown". PE could not manage his privately owned flat, was evicted and subsequently was street homeless. When PE moved to Stanley Court he would self isolate during the winter months. He would not wash, change his clothes or manage everyday simple tasks. He suffered from anxiety, panic attacks and at times misused alcohol. PE was not linked into any outside services and because he would isolate himself he would avoid meetings.

With the support of his keyworker, PE felt able to access the GP and as a result was referred for a Cognitive Behaviour Therapy workshop for anxiety and sleep problems; he also received Cognitive Behaviour Therapy counselling. This led to a meeting with a nurse who conducted a health MOT with him which enabled him to reduce his alcohol, taught him to eat healthily and he helped him to stop smoking. PE also completed a life skills programme and made some new friends along the way. Next, PE completed a Business Action on Homelessness workshop and as his confidence grew he was keen to find a volunteer placement.

PE now volunteers for a young offender charity and is an ambassador for Business Action On Homelessness and attends their employment workshops monthly. Furthermore PE volunteers for a gardening project in the area. PE claims that living in the supportive environment of Stanley Court gave him the security and confidence to move on with his life. PE is now living independently again in his own flat.

Case Study 4

AP came to Fred Emery Court after completing the St Thomas Fund rehabilitation programme due to alcohol dependency. AP suffers with bouts of depression and anxiety which he previously managed with alcohol. The programme at St Thomas gave AP more insight into his dependency to alcohol alongside skills and strategies to cope. The step to band 3 accommodation gave AP an opportunity to put what he had learnt into practice in a more independent environment so that he could ultimately move on to independent housing.

When he first moved to Fred Emery Court AP did struggle to adjust to the lower support and had lapses with alcohol. He has however been proactively engaging in support and accepting input from his keyworker. AP was prescribed medication for his anxiety and was able to develop a good day structure by volunteering at The Martlets three days a week. With the help of his keyworker, using a budget planner, AP addressed and cleared his past debts and arrears. AP also re-established relationships with his family and developed positive social and support networks. In the longer term his goal is to develop his own business as a painter and decorator.

Over time AP has required less input from staff gaining confidence in his own inner resources. AP went on to be assessed as “ready to move on”; he is now living in an assured tenancy with a housing association.

Case Study 5

GS experienced his first period of homelessness before going to the night shelter and was there for 4 months before moving to Leslie Best House (LBH).

GS had £600 worth of debt and was receiving letters from the bank with charges on a regular basis. His keyworker referred him to St Luke’s Money Advice Service and a repayment plan of £10 per month was agreed and monitored via keyworking at the hostel. GS was encouraged by his keyworker to complete a number of courses through the Job Centre which he did. He eventually obtained a full time job as a security guard and needed support from his keyworker around the changes with housing benefit, paying rent, obtaining references, etc. GS has now moved into independent accommodation and is still in full-time employment.

Case Study 6

Prior to moving in JD this she was evicted from a council tenancy due to rent arrears; at this time JD was using large quantities of cocaine. During her stay, JD found it difficult to budget her money and as a result started to accrue service charge arrears. JD’s keyworker supported her to setup a rent repayment plan and a budget plan so that she could pay her debts off and learn how to budget her money appropriately.

During her stay JD’s keyworker encouraged her to apply for volunteering positions in order to improve her confidence with a view to obtaining paid employment. JD completed a catering course with TASTE and became a volunteer with Brighton YMCA. JD continues to volunteer and is also working in a paid position for Age UK. With regards to move on, JD is now using the drop in service at START and is actively looking for a Private Rented Sector flat.

Band 2

Case Study 8

AJ moved to William Collier House from a young people's project. Her referral risk assessment pointed out a long history of self-harm that was probably directly linked to abuse she suffered at the ages of 15 and 17. AJ also has a long history of using young people's services for counselling around self-harm and her increasing levels of alcohol consumption. AJ stopped drinking on a regular basis when she moved to the hostel. A level of engagement with services was agreed between her and her keyworker and AJ was supported to disengage herself from her previous circle of friends who seemed to have a negative influence on her.

Staff at the hostel were concerned about how AJ managed her self-harm; which happened quite frequently and was usually linked to high levels of stress following an altercation with a family member. Hostel staff were able to build a trusting, supportive relationship with AJ and overtime she learnt to identify the signs that led to self-harm and to request hostel staff support when she was at risk of harming. She was also supported to continue counselling during her stay at WCH.

While at WCH AJ completed the Prince's Trust Programme and started attending a young people's programme called 'Work It Out' in order to access paid employment. She has since moved on to lower supported housing.

Case Study 9

Since he moved into the hostel JC has complied fully with his probation order and has met with his probation officer, his drug worker and his allocated PC every week as advised.

JC has also kept away from drugs and controlled medication which he cited as the reason for his offending. In order to support this JC and his keyworker looked at ways he could be positively active in the community; for example, by attending an IT course to gain an ECDL qualification and a Math and English course to be able to apply for some GCSEs next year. JC has also been going to the gym every week which has helped him give him structure and focus to help him avoid a relapse and therefore re-offend.

JC now has greater control over his life and he is working towards starting a university course in 3 years time. He is also about to move on to lower supported, Band 3 accommodation.

BHT Case Studies

Client B – Phase One Hostel

Client B was referred to Phase One by the Mental Health for Homelessness Team. Client B had been itinerant for approximately 20 years and had been diagnosed with long enduring mental health issues. Following his acceptance for a place at Phase One the project's Mental Health Supported Housing Worker alongside his MHT worker began the work to support the client in the transition from being a long term rough sleeper to acclimatizing to being housed and engaging in support. This work was undertaken through careful support planning and CPA reviews to ensure that

the client's needs were being met during this difficult period for the client and planning for future housing options.

Client B resided at the project for 15 months and was referred to Route 1 services for move on accommodation and was accepted and has maintained his tenancy with them.

Client T – Lewes to Brighton

The Project works with T a 22 year old male with mental and physical health issues, a history of homelessness and a long standing alcohol dependency. He has accrued 18 convictions for 35 separate offences. His recent offending is domestic violence offences, breaching court orders and public order offences. In the last 12 months he has served 2 custodial sentences, has been arrested 8 times, has presented at A&E on 26 separate occasions and been admitted to hospital on 4 occasions.

In the 12 months prior to working with the Project T's relationship with his Ex-Partner broke down. TA was convicted of an assault and made subject to a Restraining Order. He was prohibited from contacting her and could no longer reside at her property. T was subsequently street homeless. He did work with the Rough Sleepers Street Services Team and they were able to place him in emergency accommodation because of his mental health diagnosis. However, he was evicted from the accommodation after 2 months for breaking the terms of his license agreement and was once again rough sleeping. The Council had to discharge their duty to house him as he was deemed to have made himself intentionally homeless. T then spent 2 months rough sleeping. During this period his alcohol use increased significantly and he became well known to emergency services because his street presence increased. He was arrested on a number of occasions for public order offences and was regularly presenting at A&E suicidal or with physical health problems. On one occasion he was admitted to hospital after an overdose, triggered by the anniversary of a family member's death. On another occasion T was admitted to hospital because of liver damage. He had to be transferred to a specialist liver hospital in Ipswich for treatment before he was discharged after 1 week. T was eventually sentenced to 14 weeks custody for Battery and Criminal Damage, on arrival he had to undergo an alcohol detox and was in poor physical health.

The Project worked intensively with T for the duration of his sentence. Working in collaboration with HMP Lewes Health Care, his GP and the Mental Health Team attached to the A&E Dept, the Project was able to advocate on the T's behalf and build a case around him being in Priority Need on the grounds of his physical and mental health. The aim was to secure T emergency accommodation on release. The information was submitted to the Local Authority and they agreed to place him in emergency accommodation on the day he was released. However, given T had previously been found intentionally homeless it was highly likely he would be homeless again after 28 days, as he was likely to be assessed as intentionally homeless again. The Project therefore referred T to supported housing as a non-statutory client and through the Project's intervention he would be able to secure permanent accommodation, despite being found intentionally homeless. In addition to this T was referred to both the Community Alcohol Team and MENDOS mental health service.

T was placed in emergency accommodation on release. The Project and partnership agencies worked with him assertively for the 3 weeks whilst he resided in emergency accommodation. To his credit he attended regular appointments with support agencies and presented as highly motivated. He started attending appointments with Alcoholic Anonymous and was allocated a Sponsor whose support he valued. T did relapse with drinking but with the support of his Alcohol Worker was not drinking at dependency levels. He was then successful at a housing interview and moved into supported housing.

Since residing at the supported housing project he has been allocated a Housing Support Worker, she is assisting with housing move on and more general support needs. T continues engage with existing support services however, his alcohol use did increase which resulted in him receiving 2 warnings for aggressive behaviour towards staff and residents. He was subsequently issued with a 7 day notice to quit. The Project Coordinator was able to call a multi-agency meeting and working in collaboration with T and existing support agencies, put in place a risk management acceptable plan to the accommodation provider and this prevented T's eviction. T was worried that he would be evicted losing not only his accommodation but also the support network he had built up. He is now working with the Hostel Alcohol Worker and is motivated to address his drinking by way of residential rehab.

T moved in Residential Rehab in April 2013, he is attending regular appointments with his GP and Support Workers. There has been significant reduction in the number of presentations at A&E (4 in total) compared to the 12 months prior to custody. To date there are no records of him re-offending.

Client B – Olympus House Project

Brett arrived at Olympus House having spent the previous three months sleeping in a car. He had a long history of heroin use and many of the emotional scars that go with this addiction. "I was homeless, vulnerable, overwhelmed, you name it I was an emotional wreck".

The first couple of weeks at Olympus House were very difficult for Brett and there were a number of times that he felt like ending it all. However, with some gentle persuasion from staff, Brett took up the offer to come down and discuss his obvious distress.

"We had a good chat which saved me in many ways; I believe that chat was a turning point in my journey." During his stay at Olympus House Brett used the calm environment and supportive atmosphere to address some of his long standing issues and began to make some positive, lasting changes.

"My life has improved tenfold. I have some structure, I have goals, targets, and have in my own way, become wiser. The Olympus House team have helped me rebuild my life and I will be sad to see that you are not there in my everyday life. I give you ten out of ten and will always be thankful to you".

Client X – BHT Mental Health Services

X moved into Dorset Gardens in October 2010 having been resident at Hanover Crescent (ward in the community). This was following discharge from Mill View Hospital. His hospitalisation was as a result of a mental health breakdown while he was in prison. He states that he did not receive proper care and treatment for his mental health condition (paranoid schizophrenia and dissocial personality disorder) whilst in prison. The prison sentence was as a result of a drugs-related offence. He has spent over half his adult life in prison.

When X came to Dorset Gardens he was under Probation. This lasted until August 2011. He was good about keeping his Probation appointments. He was also linked in with the local SMS service. He did relapse at times and admits to having used some illegal substances, but overall his progress was in the right direction.

To start with X made slow progress at Dorset Gardens. He did not always keep to the house rules and the terms and conditions of his Licence Agreement. His difficulties lead to formal Warnings (including a Final Warning) and a Contract for Change. He states that there were times when he was being falsely accused of doing things that he did not do. After about a year and a half he got the move he wanted to a self-contained studio at 38 Carlisle Rd. The move came as a result of a formal assessment meeting at which he stated his need for more independence. He now sees the recent move as a good opportunity for him to take greater control of his life so that he can look forward to his own independent accommodation without the need for constant support and monitoring. He has stated his desire to be drug-free and to change some of the damaging behaviours of the past. He manages his mental health better. He is very organised, competent and maintains a clean, tidy living space. He describes his progress while at Route 1 Project as "long and daunting". However, he is now positive about the future, stating that he is not going to get lead astray again. He describes the improvement in his mental health as being as a result of an improvement in his confidence. He acknowledges that there is more help of the type that he needs on offer now. Mark takes medication willingly and is well linked in with GP and mental health services.

X is a sociable man. He has a good social network. At the age of 39 he feels that his life has reached a cross-roads. He states his goals as: "move on, and starting a family. When I came to Route One in July 2010 I was very depressed, they thought I might have a personality disorder. I hadn't worked in years and I seemed to be in and out of hospitals because I felt so unstable. Since moving into Route One I felt less lonely, I liked talking to my Support Worker, it stopped me being so impulsive. I think having stable accommodation made such a difference for me. I started a full time job at the AMEX Stadium which I love because I am a big Albion Fan. I was promoted from the food stalls into hospitality and now i work on big events, they are letting me do a Diploma in Hospitality and Management. I no longer receive Housing Benefits or DLA, I can support myself. I am looking forward to saving money and moving to my own accommodation.

Client B – BHT Mental Health Services

B moved into R1 after having a serious mental health breakdown leading to a very serious suicide attempt and being in hospital for over a year. Before his breakdown B worked as a carpenter and lived independently in the community, a series of difficult

circumstances including some health issues which meant he was unable to work and difficulty sorting out any benefits and then losing his accommodation which he had lived in for 30yrs lead to his breakdown. B came out of hospital and moved into R1. He had completely lost a lot of his previous skills and confidence and was still struggling with feelings of suicide and depression. Over the last year B has had weekly support from R1 to look at his mental health issues and build up his resilience, confidence, self-worth and esteem. To do this X was supported to attend a furniture restoration course at a local charitable workshop, this built on his previous skills and encouraged him to engage with the wider community and meet people. It built his confidence and gave him the confidence to attend other courses at Buckingham Road. He has really enjoyed these and is now attending three courses there. He has settled in very well and has been encouraged to make the flat his own which has contributed to him feeling more stable and settled which is important for his mental health. We have supported B to develop the garden and he has done amazing work there, planting lots of vegetables and using his wood skills to build fences and dividers. B has developed a lot of skills over the last year which mean he is better equipped to manage his mental health he has had two episodes where things have happened that he has found difficult to cope with and he has become quite unwell, he has not been readmitted to hospital because of the extra support that was put in place for him at these times. B stated that 'he has found it so helpful to have someone to talk to and does not feel alone now'

Client J – First Base

When J first came into our service, he had never before been in the position of rough sleeping. He was 45 years of age, had worked fairly consistently and always had friends or partners he could rely on if work dried up and he found himself in between jobs. The recession had meant that he had faced a longer period of not working, his relationship had succumbed to stress and he found himself sleeping on the beach.

J had made a claim for Job Seekers Allowance, but had not received a payment after several weeks. He had eaten nothing for two days and was embarrassed, he said that he had not washed or changed his clothes for a week. We made sure that J had a hot meal, a change of clothes and was able to use the shower at First Base.

J was assigned a caseworker who met with J every day for the following week and it became clear that he was feeling overwhelmed by his difficulties, ashamed and hopeless about his future. He said that he had visited a railway bridge on several nights in the previous month and had considered throwing himself under a passing train. J disclosed the difficulties that he experienced throughout his life and that these experiences were re-visiting him on a nightly basis and tormenting him.

J's caseworker referred him to the Mental Health Team, contacted his GP and made J an emergency appointment. The Doctor was sympathetic and offered medication and follow-up visits.

It was obvious that J was in no position to be actively seeking work and he needed a new claim for a sickness related benefit. J was very anxious and physically shaking while he spoke with the Department for Work and Pensions on the phone so his caseworker supported him with the call. It was a further two weeks and many phone calls later that J received any benefit payment.

J met with the Mental Health Team at First Base and they agreed to offer some on-going support, seeing J fortnightly, alongside regular contact with his GP and daily support from his caseworker.

With the support of his caseworker, J arranged an appointment with a BHT housing adviser who suggested that he make a homeless application. His application was rejected due to lack of medical information supporting his case. As J did not have a local connection to Brighton and Hove it was not possible for him to be referred into one of the City's hostels, so we began to explore the possibility of privately rented housing with support from another BHT project, Firm Foundations.

Throughout this time, J was continuing to sleep on the beach and his mental and emotional state would fluctuate greatly on a daily basis. J made very good use of services at First Base, including volunteering and on good days was able to plan the direction of casework himself.

Over time, we collected letters from his GP and from mental health specialists involved in his care and re-submitted his homeless application. With the additional evidence gathered Brighton and Hove City Council accepted J's application for housing.

J is now living in BHT supported accommodation for people experiencing mental health difficulties. He has Key work support from this project alongside specialist mental health support for Complex Post Traumatic Stress Disorder. He is engaging

with alcohol support services and still calls in periodically to let us know how things are for him.

Client S - Intern

S suffered from mental health problems for a number of years, and these have been exacerbated by alcohol addiction. S had been a client of BHT's Recovery Project in 2011 and she had successfully addressed her addiction. After spending some months in the Recovery Project S transferred into BHT's Move-On Project in May 2012, where she continued to receive support around her recovery and her mental health. S had not worked for a number of years and felt that she did not have the skills or confidence to return to work. She had been claiming benefits for some time and had recently been referred to the Work Programme, she was struggling on the work programme as she felt that she could not reveal the personal information about her support needs to her Work Programme advisor; as such she felt unsupported. There was limited flexibility within the structure of Work Programme provider S had been assigned to with her being mandated to attend all appointments or lose entitlement to benefits. S often struggled to make appointments and had gotten to the stage where she "dreaded going in to see them". She was committed to getting back to work but felt misunderstood and under-supported and was finding it increasingly difficult to engage. S had been given a warning letter about a missed appointment, which she hadn't attended as she felt it necessary to go to an alcohol support group meeting.

S had heard about the Intern Programme from her BHT Move-on Project support worker, she came along to an information session, where she was able to find out how the project could support her and work with the support needs she had. S felt able to divulge information about her needs and was pleased that the Intern Project would work alongside her support worker so that important information about her support needs could be shared.

The assessment process allowed S to think about the skills she had attained in the past and the skills she felt she wanted to gain. S was accepted onto the programme and the Intern Programme was able to contact her Work Programme provider and agree that she be suspended on that programme to allow her to focus on completing an internship.

S attended induction training along with a number of other applicants and was able to share experiences and gain support from her peers, she was given the opportunity to visit her placement and meet her mentor twice before the placement began, which allayed many of the fears she had about going on placement. "I immediately felt that you got me, got what I was all about, I felt that I could tell you anything and I'd get helped, the support from everyone was great, I could tell they really wanted me to do well"

We negotiated the days and time she would attend placement with the service and built these around her alcohol support meetings, three-way meetings with S, the Intern Programme Co-ordinator and her mentor ensured that her placement understood the support needs she had and was able to work to support her.

S quickly got to grips with her placement; she was placed as an Intern Administrative assistant in our Brighton based legal advice service. S had worked as a legal secretary

some years previously and placing her in a familiar environment enabled her to build her confidence more quickly.

Half way through the placement S attended Personal and Professional Development Sessions and began IT training. She completed sessions on CV's Application forms and Interview Skills. "The placement gave me the confidence and the sessions gave me the knowledge"

S applied for a full-time position as a legal secretary with a local firm of solicitors two months before her placement was due to end, The intern programme was able to support her with references, bus fares to and from her interview, proof reading of her application form and interview practice sessions.

S was successful at interview and has been in employment since August 2012 and is doing well. With her new job she has been able to move out of the Move-on accommodation she was in and has her own flat. "The programme was the best thing that's happened to me, you kept believing in me and in the end I started to believe as well, now look at me, I've done it"

Subject:	Housing and Support for Young People aged 16-25 Joint Commissioning Strategy		
Date of Meeting:	25th September 2013		
Report of:	Executive Director, Environment, Development and Housing		
Contact Officer:	Narinder Sundar, Head of Housing Support		
	Name:	Jo Sharp, Commissioning Officer	Tel 293887
	Email:	narinder.sundar@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

The Housing and Support for Young People Needs Assessment undertaken in October 2012, identified the local housing and support needs for young people in the city. The Housing and Support Joint Commissioning Strategy for young people aged 16-25 specifically aims to:

- Increase the numbers of young people who are prevented from homelessness
- Ensure young people have a more positive transition to adulthood through the provision of a Young Peoples' accommodation and support pathway
- Better use of resources through a joint commissioning approach to accommodation and support for young people

The needs assessment found that an average of 234 16 and 17 year olds, and 917 18-25 year olds, approach Housing options per year for assistance on Housing needs (based on 2009-2012 figures). 16/17 year olds make up a total of 5% of customers accessing the Housing Options service. During 2009-2012 the average figure for 16/17 year olds with a dependent child was 11 per year, and 18-24 year olds was 254 per year.

The Housing Advice service, run by Sussex Central YMCA is often the first port of call for young people who need help with their housing. The Housing Advice service works with Housing Options Officer's and Children's Services (for under 18s) to assess the needs of the young person, and where possible support them to remain in their current accommodation, or make a referral for supported housing.

The Local Authority has a legal duty under the 1996 Housing Act to provide advice and assistance to prevent homelessness to individuals and households who find themselves homeless or threatened with homelessness and provide accommodation to individuals and households who are deemed vulnerable and in priority need.

The recession and welfare benefits reform have had a disproportionate impact on vulnerable individuals and families, resulting in significant increases in homelessness and rough sleeping across the country. In Brighton and Hove, additional local demographic factors such as pressures from an expanding population, an acute shortage of affordable and suitable accommodation, high numbers of vulnerable individuals and households with high care and support needs (such as substance misuse, mental health and physical health needs), a large high-cost private rented sector and high benefit dependency, has had a detrimental impact on the health and wellbeing of many local residents, particularly the most vulnerable groups.

Locally, Housing Options managers have reported increased pressures this year with increasing numbers of younger people being referred for assistance with housing, with complex support needs.

The DCLG have been working with local authorities and national homelessness agencies to assist local authorities in improving their response to young people who need housing and support. This includes the creation of a 'Young Peoples' accommodation pathway'. The pathway is also promoted in the Ministerial Working Group Report 'Making Every Contact Count'. The pathway stressed the need for an integrated approach from agencies, working together to support young people.

Throughout the development of this strategy Brighton and Hove have been working with Youth Homelessness Advisor with the Department for Communities and Local Government, who has supported this process.

This is a joint strategy with Children's Services, to be presented at the Children and Young People Committee in October.

This strategy is linked to other strategies within Brighton and Hove City Council, to include;

- Corporate Parenting Strategy
- Housing related Support Commissioning Strategy 2011-2015 (under review/consultation)
- Homelessness Strategy 2013-16 (under review/consultation)
- Joint Commissioning Strategy : Services for Young People in Brighton & Hove 2011-14
- Brighton & Hove Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions 2012-2015
- Early Help Pathway

1.1 Stronger Families, Stronger Communities

This strategy will develop existing links with the work of the Integrated Team for Families to ensure there is an early intervention approach, between the work of Children's Services and Housing including how support is provided to families to prevent homelessness.

2. **RECOMMENDATION:**

That the Housing Committee approve this strategy.

3. **SUMMARY OF CURRENT HOUSING AND SUPPORT PROVISION WITHIN HOUSING**

Currently young peoples' Housing Services are funded by the 'Supporting People' Welfare budget and the Homelessness Prevention budget. The accommodation based support and floating support are currently part of the Integrated Support Pathway (ISP). The services consist of

- Sussex Central YMCA, Young Peoples Housing Advice Service, which is in Band 1 and aims to prevent young people from becoming homeless, and provide general Housing advice and signposting
- Higher support supported accommodation with 24 hour support
- Supported accommodation with office hour support only for young people with lower support needs
- A floating support service
- Sussex Nightstop which provides short term accommodation for young people within family homes.

All commissioned services are subject to contract management, quality standards and value for money benchmarking. In 2012/13, out of 232 moves from young peoples service ,171 moved to greater independence (74% of all moves).

4. **OUTCOMES AND STRATEGIC ACTIONS PROPOSED IN THE HOUSING AND SUPPORT FOR YOUNG PEOPLE AGED 16-25 JOINT COMMISSIONING STRATEGY**

4.1 **Outcome 1- Increase the numbers of young people who are prevented from homelessness**

Although there has historically been good practice in this area, in Brighton and Hove, this strategy recognises that could be doing more to prevent people from becoming homeless in the first place.

It has been recognised nationally that 'The experience of homelessness at a young age is not only stigmatising, but can, without effective support and

accommodation options; result in long-term poor outcomes.’ (V5 Developing a positive accommodation and support pathway for young people document 2013)

They key changes suggested in the strategy are

- Establish a joint assessment system that ensures the families of 16 and 17 year olds receive a joint visit by a social worker and a representative from Housing
- Provide Family Mediation/Whole Family Support including Family Coaching and Family Group Conferencing
- Review the universal prevention work through schools and youth provision to ensure young people are provided with the right information and messages about leaving home
- ‘Promote a ‘Twin track ‘approach with targeted work to identify those at high risk of homelessness before they reach the age of 16/17.
- Work with family support and prevention programmes to ensure joint working and communication
- Contribute to the BHCC review of ‘early help’

4.2 Outcome 2 -Young People have a more positive transition to adulthood through the provision of a Young Peoples’ Accommodation and Support Pathway

- Create a Young peoples’ Housing Pathway which includes all services which will provide information and advice across all stages of the pathway, not only about housing, but on other aspects of young people’s lives as they make the transition to adulthood
- Review assessment allocation functions to ensure joint working and accountable decision making around the services that young people receive
- As part of this pathway, ensure that there is an effective access service for young people which can provide Housing Advice and casework support and can work with young people to prevent homelessness where possible.

4.3 Outcome 3 -Better use of resources through Joint Commissioning approach to accommodation and support for young people

- Housing, Adult Social Care (transitions) and Children’s services to agree set of outcomes which will be included in all service specifications for services
- Agree a joint budget for the new Young Peoples’ Pathway and have a commissioning plan based on the needs identified and the resources available
- Design the future shape of services for the young peoples’ pathway in conjunction with residents, and partners to maximise the potential of the young peoples’ pathway to meet the needs of young people and young families and provide value for money

4.3.1 Joint Commissioning Plan proposals: pooled Children's Services and Housing Commissioning budgets

The Young Peoples' Pathway will involve changes to pool existing Children's Services and Housing Commissioning budgets. These changes are proposed based on the gaps identified from needs assessment and the consultation and the resources available.

This is a positive approach based on national good practice which recommends pooling resources to maximise the benefits for young people, and create efficiencies.

This strategy will be working towards implementing:

- commissioning a small high support service for high need young people
- commissioning a Supported Lodgings service (possibly with 'respite' beds where the young person stays for a limited period to enable family mediation)
- remodeling the floating support service to ensure adequate support is provided to young people in temporary accommodation and young families. Also provide some units of long term support for young people who would benefit from one professional rather than different support workers.
- commissioning some accommodation which could be used as an alternative to current temporary accommodation used.
- remodeling /decommissioning some models of support accommodation, and provide low cost accommodation for young people with low support needs (specifically 18-25 year olds)
- potential to jointly commission Young people Advice services in the city from 2015. This would include the existing Housing Advice Services and other advice service commissioned under Children's services.

5. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

The Needs Assessment which provided the evidence base for this project was completed in October 2012. The Needs Assessment specifically looked at

- Referral and assessment pathways and services provided to meet the council's statutory responsibilities
- Housing and Support provision for young people aged 16-25 (including young people who are looked after by the local authority, who are care

leavers, who are unaccompanied asylum seekers or who are teenage parents)

- Prevention of homelessness among young people

The strategy has been developed jointly with Children's Services Commissioners and service managers, and in consultation with stakeholders. There have been development workshops with internal staff in February and August 2012. The city's Youth Homeless Working Group which is the strategic working group to address Youth Homelessness, has been closely consulted. This group includes all current providers.

In April 2013, a project group was set consisting of Children's services and Housing staff to manage the delivery plan. This included setting up a pilot scheme around Joint assessments, (expected to start in October 2013) and a joint approach to the allocation of services.

The draft strategy was issued for consultation in June 2013.

7. COMMUNITY ENGAGEMENT AND CONSULTATION

There have been three main consultation phases with this project

- During the development of the needs assessment. Voluntary Organisations and staff and service users were asked to feedback on the content. Services users were specifically surveyed on their views.
- During the Strategy Consultation phase (June /July 2013) A consultation portal was set up which received 36 responses. Some visits were made to services to talk to young people.
- In developing the Equalities Impact Assessment- Voluntary agencies and staff contributed to developing this, and were consulted on the draft.

The city's Youth Homeless Working Group which is the strategic working group to address Youth Homelessness has been closely consulted. This group includes all current providers.

8. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

This is a joint strategy between Housing and Children's which will be funded through the Housing Related Support budgets (£1.023million), Homelessness Prevention budgets (£0.266million) t and the 16 Plus Service Accommodation budget (£0.592million, subject to approval of the budget at Council in February 2014.

A report will be presented to the Children & Young People Committee on 14th October 2013.

A significant change will be the commitment of funds to the project from Children's services which will allow some Commissioning through Housing, which will aim to reduce costs and provide value for money.

The strategy will be managed by the Commissioning team within Housing which currently has a gross budget of £0.205million and is expected to be delivered within existing resources.

Finance Contact Consulted Neil Smith

Date 13/09/13

Legal Implications:

Members are advised that that the objectives set out in this report fall within the council's statutory and policy obligations. The council has a range of statutory obligations in respect of housing young people by virtue of statute and regulation, both in relation to housing law and in relation to the law relating to duties to children. Case law and statutory guidance in this area recognises that integrated services can assist in the delivery of a seamless, child-centred response to the needs of young people who are homeless, or threatened with homelessness

The interface between housing law and the duties owed arising under the Children Acts are legally complex and require different departments to work together. For the young person a duty to ensure they have suitable accommodation is absolute and owed to them by the local authority as a whole, irrespective of which service ultimately takes responsibility for securing that accommodation. In this respect a joint strategy is likely to enhance the prospect of the local authority ensuring the joined up approach which is required in order to meet those legal duties, irrespective of which type of legislation ultimately applies in individual cases.

The joint strategy fulfils the expectations of the 2010 Statutory Guidance entitled 'Provision of Accommodation for 16 and 17 year old young people who may be homeless and/or require accommodation' which advises local authority housing and children's services departments to work together to secure a range of suitable housing and support services for young people and their families, and recommends that Housing Homelessness Strategies and Supporting People or Housing Related Support Strategies should be drawn up to deal with the accommodation and support needs of vulnerable young people. The Guidance was issued by the Secretary of State for Communities and Local Government and the Secretary of State for Children, Schools and Families under section 7 of the Local authorities Social services Act 1970 and section 82 Housing Act 1996, and so should be followed,

Under Part III of the Children Act the local authority children's services and their partners have a duty to identify and support families where children and young people may be at risk of negative outcomes, including homelessness in the future, by delivering integrated and targeted services in their area. The

council is also required under the Homelessness Act 2002 to undertake a review of homelessness in its areas and to formulate an effective policy to deal with it in consultation with the social services. In addition one of the key objectives of the council's Single Homelessness Strategy is to work with services for single homeless people to prevent homelessness, through early identification and intervention.

The council must be able to fulfil its obligations under the provisions of the Housing Act 1996 to provide advice and assistance to homeless persons in its area, and specifically to accommodate homeless 16 to 17 years old who are in need, ex-care leavers under 18, and vulnerable care leavers of any age pursuant to the Homelessness (Priority Need for Accommodation) (England) Order 2002.

The services provided to young people seeking help because of homelessness, or risk of homelessness, should have due regard to the expectations of the statutory guidance referred to above. These include that where the initial approach or referral for housing assistance is made to housing services, the authority should treat the approach/referral as an application for assistance under Part 7 of the 1996 Act. The authority is required to consider whether there is reason to believe the young person may be homeless or likely to become homeless within 28 days (section 184 of the 1996 Act) and, if so, the authority will need to make inquiries to determine whether any duty is owed under Part 7 of the 1996 Act. If there is reason to believe the young person may be eligible for assistance, may be homeless and may be 16 or 17 years of age, the authority will have an immediate duty to secure interim accommodation (section 188(1) of the 1996 Act) pending a decision whether any substantive duty is owed under Part 7. Such accommodation must be suitable for a 16 & 17 year old and, in considering suitability, authorities should bear in mind that 16 and 17 year olds who are homeless and estranged from their family will be particularly vulnerable and in need of support. The Secretary of State considers that Bed and Breakfast accommodation is unsuitable for 16 and 17 year olds.

Statutory Guidance provides that if the young person may be homeless or may be likely to become homeless within 28 days, housing services should make an immediate referral to children's services for an assessment of their needs under S 17 Children Act. This applies to all 16 and 17 year old applicants without exception. Children's services must undertake and complete an initial assessment as soon as possible, and within the expectations of the statutory guidance known as Working Together. Under the statutory guidance referred to above housing services should continue to secure accommodation under section 188 (1) until they have notified the young person whether any substantive duty is owed under Part 7 of the 1996 Act.

The question of whether any substantive duty is owed under Part 7 of the 1996 Act will depend in part on the outcome of the assessment by children's services, and whether any duty is owed under section 20 of the 1989 Children Act. Where children's services have accepted that they have a duty under

section 20 duty to provide accommodation, and the 16 or 17 year old has accepted the accommodation, the young person will not be homeless in law and no further duty will be owed under Part 7 of the 1996 Act. The duties to the young person will arise under the Children Act 1989.

Section 17(6) Children Act 1989 specifies that services provided under that section to young people can include the provision of accommodation. However, if a child is provided with accommodation under section 20 Children Act 1989, that child then becomes a 'looked after' child. It is a specific duty that a local authority **MUST** provide accommodation to a child if the criteria in section 20(1) Children Act 1989 are met. These are that the child must be 'a child in need' within the local authority's area who requires accommodation as a result of:

- there being no person who has parental responsibility for him; or
- his being lost or abandoned; or
- the person caring for him being prevented from providing him with suitable accommodation (for any reason including the parent being unable to function as a parent).

The extent to which a young person should be accommodated under S20 or otherwise will turn on the individual circumstances of the case. If a child is 'looked after' under S20, the local authority then owes additional general duties to the child under section 22 Children Act and also becomes liable to provide leaving care support under the Children (Leaving Care) Act 2000.

There may be procurement implications with respect to the proposal relating to the commissioning of accommodation as an alternative to the current temporary accommodation provision and these will need to be dealt with in accordance with the procurement rules when the need arises.

Lawyer Consulted: Natasha Watson and Amma Boetang
September 2013

Date 12th

Equalities Implications:

An Equalities Impact Assessment has been carried out and will be finalised in September 2013.

Sustainability Implications:

There are no sustainability implications

Crime & Disorder Implications:

This strategy aims to improve the response to young people in need of help with housing, but also the creation of a pathway aims to address other needs the young person may have, and ensure joined up response for young people. This may mean improvements in areas such as anti social behaviour if families are supported to manage these issues.

Risk and Opportunity Management Implications:

This strategy will improve the response to young people and young families who are in need of Housing and Support. There is a risk that young people will not achieve positive outcomes, if the service provision is not available to meet their needs. Not addressing the needs of young people, risks increasing demands on adult services in the future.

Public Health Implications:

There are no public health implications

Corporate / Citywide Implications:

The strategy highlights the links with the BHCC Corporate Plan 2013/14

• **Priority- Tackling inequality**

Specific outcomes in plan in 'Tackling inequality' relevant to the project

- Children and Young People have the best start in life
- Vulnerable adults supported to live healthy independent lives

Specific commitments relevant to the project

- Work with partners to create new services for people with multiple, complex needs including homelessness, mental health or substance misuse, subject to funding from a Big Lottery Fund bid.
- Review commissioning arrangements for supported housing provision between housing and public health to improve the health and wellbeing of vulnerable people

- **Priority -Creating a more sustainable city-** promoting enterprise and learning, living within environmental limits and enhancing the environment, provision of sustainable transport
- **Priority -Engaging People** - improve engagement with people who live and work in the city.
- **Priority - Modernising the Council-** good governance and leadership, high performance workforce, excellent customer service, value for money

Specific outcome for 'Modernising the council': Value for Money

Specific commitments relevant to this project

- Deliver the council's value for money programme to make savings of £10.815 million this year from a total budget of approximately £400m

9. EVALUATION OF ANY ALTERNATIVE OPTION(S):

There are no alternative options.

10. REASONS FOR REPORT RECOMMENDATIONS

To approve the new joint commissioning strategy to improve the city's response to young people, and young families between the ages of 16-25 who are in need of housing and support.

Relevant documents

- 1) Housing and Support for Young People aged 16-25 Joint Commissioning Strategy Children's Services and Housing Sept 2013**

Brighton & Hove

Housing and Support for Young People aged 16-25

**Joint Commissioning Strategy:
Children's Services and Housing**

September 2013



**Brighton & Hove
City Council**

1. Introduction

This joint commissioning strategy aims to improve Brighton & Hove's response to young people, and young families between the ages of 16 and 25 who are in need of housing and support.

A needs assessment was completed during 2012, which is the evidence base for the recommendations and the actions outlined in this Joint Commissioning Strategy. Further consultation has occurred during 2013.

Section 2 of this paper reflects on the key findings and recommendations of the needs assessment. Section 3 is a summary of the existing outcomes relating to young people and young families. Section 4 is an action plan which gives more details of how we will achieve the recommendations.

Appendix A includes information on the 'Positive accommodation and support pathways to adulthood', which is a national good practice model which advocates an integrated approach to supporting young people in terms of:

- achieving in education
- career success and resulting economic independence
- being healthy, both physically and mentally
- having positive relationships with peers, family and within local communities
- involvement in meaningful, enjoyable activities, including volunteering, sports and arts

This also includes an example of how it could be used as the basis for a young peoples' pathway in Brighton & Hove.

This strategy has been developed taking into account the key findings of the needs assessment, and the feedback which has been received through the consultation process. Young people were consulted in the development of the needs assessment and this strategy through one to one interviews and surveys.

This commissioning strategy aims to

- deliver agreed outcomes for young people
- contribute to local strategic objectives
- enable partners to meet their statutory duties

This document links to other work undertaken or in process in this area:

- Housing related Support Commissioning Strategy review (starting in 2013)
- Homelessness Strategy review 2013-16

- Joint Commissioning Strategy : Services for Young People in Brighton & Hove 2011-14
- Brighton & Hove Joint Commissioning Strategy for Adults with Autistic Spectrum Conditions 2012-2015
- 'Early help' Pathway

2. The needs assessment – what the evidence tell us

The housing and support needs assessment looks at the needs and provision of services for

- referral and assessment pathways and services provided to meet the council's statutory responsibilities
- housing and support provision for young people aged 16-25 (including young people who are looked after by the local authority, care leavers, unaccompanied asylum seekers, or teenage parents)
- prevention of homelessness among young people

It identifies needs within the city locally. It also looks at good practice and research nationally, and reflects that currently a lot of work and good practice is available on how local authorities can improve their responses to young people in this area.

2.1 Keys findings from the needs assessment (October 2012)

Statistics

- An average of 234, 16 and 17 year olds, and 917, 18-25 year olds approach Housing options per year assistance (based on 09-12 figures)
- 16/17 year olds make up a total of 5% of customers accessing the Housing Options service. All of them are currently seen by specialist Young People Housing Options Officers.
- During 2009-2012 the average figure for 16/17 year olds with a dependent child was 11, and 18-24 year olds was 254
- Brighton is consistent with the national picture for young peoples' issues. For example; youth unemployment is rising, although actual numbers of young people presenting as homeless slightly decreased in 11/12
- The main reason for youth homelessness is young people being evicted from the family home due to lifestyle clashes (eviction by parents/carers)
- Rough sleeping for under 25's is increasing
- Brighton & Hove is ranked highly for 'children in need', and children with a child protection plan compared to statistical neighbours
- In March 2012 the numbers of looked after children have increased by 4%, compared to 2% nationally
- Over half of offenders aged 18-25 who were given an assessment had a housing need, and young offenders in unsuitable accommodation have a higher three month offending rate
- the average % of BME (black, minority ethnic) young people receiving help with housing reflects the local BME population (based on Housing related Support

performance returns –average of 18% of young people in Housing Related Support Services in 2010/2011)

- the average % of LGBT (Lesbian, gay , bisexual, transgender) for young people presenting for help with housing reflects the local population (15% based on figures from the Housing Advice Service 2009-2010)
- 70% of all moves from young people service are planned moves to greater independence.

(The information below is more recent statistics not in the needs assessment)

- BHCC Child in Need Rate per 10,000 as at 31st March 2012 was 378.2 per 10,000 children, above the national average of 325.7 and statistical neighbour average of 370.2.
- BHCC provisional rate of Children Subject of a Child Protection Plan as at 31st March 2013 is 56.1, above the national average of 37.8 and statistical neighbour average of 44.5.
- BHCC provisional looked after children rate at 31st March 2013 is 89 per 10,000 children, down from 98 per 10,000 last year, but above the 2012 England average of 59 per 10,000 and statistical neighbour average of 70.5.
- Crime Reduction Initiatives Rough Sleepers and Street Service and Relocation team worked with 46 young people under 25 in 2012/13
- Move on from supported accommodation has improved in 12/13 due to temporary policy changes
- In 2012/13, 73.4% of all departures from short term housing support services were planned departures

Observations

- Brighton & Hove has existing mechanisms to ensure statutory duties are met, and there are examples of good joint working in the forms of the Supported Housing Panel and the Youth Homeless Working Group
- Joint working has been effective, but improvements are needed particularly around ensuring the needs of the young person are the predominant factor influencing the service they receive, not which department has the statutory responsibility
- Preventing a young person from leaving the family home in the first place is an issue within Brighton & Hove with the 'respite' beds often used as emergency accommodation
- Gaps in provision have been suggested from the feedback including that young people are increasing having issues around mental health and that there is a gap in the provision for young people who are not eligible for adult learning disability services when they turn 18
- There are issues that young people band 2 are often (band 2 is hostel type accommodation which provides high support and 24 hour cover within the Integrated Support Pathway *) are not ready for the transition to band 3, despite vacancies in services at band 3 (band 3 is floating support for people in supported accommodation)
- Currently young people aged 18-25 are not being able to regularly access specific young people accommodation. Only 9, 19-25 year olds entered a young person

hostel in 10/11 as the young people specific service predominantly accommodates 16-18 year olds.

- Finding suitable permanent accommodation for young families is an issue in Brighton & Hove, with problems around a lack of move on from the supported service, and 18-25 year old pregnant mothers who seek help with housing
- Brighton & Hove has an issue with the use of emergency accommodation which is regularly used when spaces within supported accommodation are not available.
- Evictions from young people services have consistently been around 16% (recent figures are expected to show a decrease) with the main reason for being evicted from hostel type accommodation is violent/abusive or threatening behaviour. For supported accommodation (band 3) the main reasons are persistent anti social behaviour and violent abusive behaviour
- Outcomes data tells us that the key issues of support for young people are maximising income and maintaining accommodation.
- The key message from the consultation feedback for young people is that they really appreciate the keywork support and it does make a difference to their lives. Some of the young people they came up with were move on, provision of activities and help with employment. *This does not read right. Something like, “ Some of the messages the young people came up with were.....(as existing) ?*
- The key message from the consultation feedback with professionals is that there is a need to look at a pathway for young people and the different routes young people take, there is an issue for 18-25 year olds not accessing young people specific accommodation and we need a bigger range of housing options including something for higher need young people
- There are as many as four different ‘front doors’ which young people can be referred in for help with housing, and they don’t always get the same level of service
- Although pathways exist for services, there is a lack of a co-ordinated pathway for young people and young parents which includes housing services (including third sector providers) *and* services provided by Children Youth and Families (housing services are included within the Integrated Support Pathway)
- Housing Benefit and welfare changes will potentially have a negative impact on the availability and options for young people and housing

* The Single Homeless Integrated Support Pathway is made up of services that provide housing support for homeless people in Brighton & Hove.

2.2 Recommendations from the needs assessment (October 2012)

Please note these recommendations have been taken directly from the needs assessment which was issued in October 2012 and can be found here in this link

[Housing | Home](#)

Prevention, early intervention and community engagement:

The joint commissioning strategy should consider national and local evidence set out in the needs assessment showing the major cause of youth homelessness is the breakdown of relationships with family and friends and that the incidence of breakdowns has increased. The joint commissioning strategy should therefore:

- ensure that the city's housing strategy and the joint commissioning strategy for services for young people establish a robust communication and prevention strategy to provide information, advice and guidance to young people and their families especially for particularly vulnerable groups (including LGBT and BME groups) and local communities including those most likely to be affected by changes to national and local welfare benefits
- support early intervention and advice services commissioned or provided by the council including initiatives in the Children's Services Value for Money Programme for families and young people who may otherwise enter the social care system
- work with the emerging Families In Multiple Disadvantage Programme to target and support those families where insecure family accommodation and/or the risk of youth homelessness is perceived to be high
- work with relevant commissioners, providers and young people co-produce a statement of the outcomes we want for young people in respect of their transition to adult years in relation to accommodation, support and the move to independence

A dedicated referral, assessment, support and allocation pathway for young people

The joint commissioning strategy should consider the views expressed during the co-production of the needs assessment by professionals and young people and the benchmarking against national good practice to create a new dedicated pathway for young people i.e.

- establishing one 'front door' or access point with an integrated multi-agency social care/housing referral, assessment and allocation process; and/or
- agreeing one assessment process for all young people, wherever they present with issues of insecure accommodation and/or the risk of homelessness
- commissioning an integrated assessment and allocation team responsible for managing services attached to the new pathway. Those services are likely to include: support to return home; supported accommodation including life skills/preparation for adulthood and/or specialist advice and support; move-on/transitional arrangements including shared accommodation schemes where social housing and/or private rented sector tenancies are not available

Joint commissioning, pooled budget, co-production and partnership:

The joint commissioning strategy should seek to:

- Better integrate the commissioning of advice, support and accommodation services for vulnerable young people across the councils adult and children's social care, housing, supporting people and other services including joint commissioning arrangements with external partners
- Better integrate or pool commissioning budgets to support the new pathway
- Co-produce with providers a range of evidence based interventions and provision including: support to return home; supported accommodation including life

skills/preparation for adulthood and/or specialist advice and support; move-on/transitional arrangements including shared accommodation schemes

Integrated performance reporting and management

The joint commissioning strategy should use the data set out in the needs assessment as the basis for an Equalities Impact Assessment of future commissioning intentions and for the creation of an integrated performance framework to ensure that services commissioned to support the proposed new pathway take proper account of:

- the city's demographic profile and projections
- patterns of local socio-economic deprivation
- risk and vulnerability factors affecting young people
- the city's local accommodation and housing profile
- the predicted impact of changes to the welfare systems; and
- resource constraints and value for money priorities of the council and its partners.

Section 3: Outcomes relating to young peoples' housing and support Services

This section aims to identify the existing outcomes which are linked to this strategy.

3.1 BHCC Corporate Plan 2011/15

This strategy aims to reflect the outcomes identified in the Brighton & Hove City Council Corporate Plan 2013/14

- **Priority- Tackling inequality**

Specific outcomes in plan in 'Tackling inequality' relevant to the project

- Children and Young People have the best start in life
- Vulnerable adults supported to live healthy independent lives

Specific commitments relevant to the project

- Work with partners to create new services for people with multiple, complex needs including homelessness, mental health or substance misuse, subject to funding from a Big Lottery Fund bid.
- Review commissioning arrangements for supported housing provision between housing and public health to improve the health and wellbeing of vulnerable people
- **Priority -Creating a more sustainable city-** promoting enterprise and learning, living within environmental limits and enhancing the environment, provision of sustainable transport
- **Priority -Engaging People -** improve engagement with people who live and work in the city.

- **Priority - Modernising the Council-** good governance and leadership, high performance workforce, excellent customer service, value for money

Specific outcome for 'Modernising the council': Value for Money

Specific commitments relevant to this project

- Deliver the council's value for money programme to make savings of £10.815 million this year from a total budget of approximately £400m

3.2 Other outcomes relating to the joint commissioning strategy

Housing -Housing Strategy 2009-2014

The strategy has 3 overall priorities that reflect the fundamental housing needs of the city:

- Priority 1: Improving housing supply
- Priority 2: Improving housing quality
- Priority 3: Improving housing support

Under priority 3 there are the following strategic goals

Our strategic goals under this objective are to:

- Support households to make informed choices about their housing options
- Provide adaptations and support to households and their carers
- Work to prevent homelessness and rough sleeping
- Contribute to the wider city agendas of reducing worklessness, improving community cohesion,
- reducing anti-social behaviour and reducing inequality
- Work to ensure student housing provides a positive contribution to students' lives and the city

Housing related Support (Supporting People Strategy 20011-15)

Strategic Priorities 2011-2015

- a. Improving Access to Services
- b. Flexible services with positive outcomes
- c. Working towards greater independence
- d. Sustaining Independence
- e. Value for Money

Children's Services

Services for Young People: Joint Commissioning Strategy

Aim:

Our aim is to make the best use of the city's resources to:

- Create opportunities
- Raise aspirations and achievement
- Build resilience
- Provide sustainable support to young people, their families and communities

Outcomes:

Our overarching outcome is to create:

- A city where teenage years are safe and rewarding, and where young people are supported to achieve their full potential.

Where:

- Young people have the opportunity to be active citizens, participate in community activities and shape the services that affect their lives so that values, expectations and responsibilities are shared and understood.
- Young people are able to enjoy their leisure time, using the opportunities on offer through open access youth provision and through the cultural, sports and other positive activities on offer across the city, so that they are inspired and challenged.
- The resilience of young people, especially those who are vulnerable or at risk is improved through advice and targeted early intervention services that increase their confidence, self-esteem, motivation and also their ability to communicate and deal with conflict, adversity and the challenges of adult life.
- Family and community stability is improved through early intervention services that enable parents, carers and young people to develop their relationships and behave in a responsible way.

Corporate Parenting Strategy/Plan:

Corporate parenting outcome

'Children and young people who have experienced the care system will be successful learners, confident individuals, responsible citizens and effective contributors whose life outcomes mirror those of their peers'

The specific outcome relating to the function of corporate parenting is:

'The council and their city partners will fully understand and accept their responsibilities as corporate parents and governance arrangements will be in place to make sure that work within councils and their partner organisations is child-centred and focused on achieving the overarching outcome'

The action plan includes an action to create an agreed set of outcomes for all services relating to the young people's pathway which will be the basis of a joint service specification, to ensure the best possible outcomes for young people.

3.3 Our outcomes for this strategy

1. Increase the numbers of young people who are prevented from homelessness

'The experience of homelessness at a young age is not only stigmatising, but can, without effective support and accommodation options; result in long-term poor

outcomes. Many young people report their experience as traumatic, leading to dropping out of education, training or employment and resulting benefit dependency. There is a significantly higher risk of mental health problems¹, substance misuse, anti social behaviour, crime and involvement in gangs. It is not, therefore, in young people's best interests to become homeless if this can be prevented, nor is it in the interests of wider society, in terms of negative impacts on communities and the cost to the public purse.'

(taken from the good practice document 'Developing positive accommodation and support pathways to adulthood'- 2013)

We would like to build on existing work to ensure we prevent homelessness whenever possible, but we recognise that homelessness cannot be prevented in some cases.

2. Young People have a more positive transition to adulthood through the provision of a positive accommodation and support pathway

In relation to youth homelessness, the Ministerial Working Group Report 'Making Every Contact Count' Report promoted the 'Youth Accommodation Pathway' - an approach developed by some of the countries leading youth homelessness charities and Local Authority partners. The pathway stressed the need for an integrated approach from agencies, working together to support young people.

Developing the positive accommodation and support pathway in Brighton and Hove will involve all partners including statutory departments and voluntary agencies working together to ensure systems are in place to ensure an integrated approach. There is already good joint working, but improvements need to be made to systems to ensure the best service for young people.

A young peoples' accommodation and support pathway will need to work with existing pathways (such as the Integrated Support Pathway, and pathways relating to Early Help/transitions) and will need to ensure there is reduced bureaucracy.

3. Better use of resources through a Joint Commissioning approach to providing accommodation and support for young people

Commissioning is 'the process for deciding how to use the total Resource available ... in order to improve outcomes in the most efficient, effective, equitable and sustainable way'

The identified advantages are

- Efficiencies coupled with better experiences and outcomes for young people by bridging the gap between children's services and (adult) housing and housing support services
- Better links with wraparound services by designing them into the system

¹Depaul UK and AstraZeneca 2012 publication: Improving the health of young homeless people

- Pooled commissioning and procurement expertise including approaches to quality and standards
- Advantages of increased scale, for example reducing procurement costs, aligning services, increasing influence on markets.

(Joining up the commissioning of accommodation and support for young people aged 16-25-Commissioning Support Programme)

We want to combine the relevant budgets, and use these resources to create the most effective young peoples' pathway possible with the resources available.

Section 4. Action plan for implementation of the Joint Commissioning Strategy

Activity	Outcomes /KPIs	Resources	Commissioning Lead	Operational Lead
Outcome – Increase the numbers of young people who are prevented from homelessness				
<p>1. Implement changes to the current set up of services with the function of preventing homelessness to ensure improved outcomes</p> <ul style="list-style-type: none"> • Establish a joint assessment system that ensures the families of 16 and 17 year olds receive a joint visit by a social worker and a representative from Housing • Provide Family Mediation/Whole Family Support including Family Coaching and Family Group Conferencing • Review current universal work on homeless prevention through education (e.g. awareness raising, myth busting, realities of housing choices, where to go for help) to children at a younger age 	<p>Increase in the numbers of young people who are prevented from becoming homeless and who stay in the family home when it is safe to do so.</p>	<p>Within existing resources</p> <p>Within existing resources</p> <p>Within existing resources - part of contract monitoring External partner currently commissioned to provide work in schools which include 'peer</p>	<p>Housing Children's Services</p>	<p>Housing Options</p> <p>16 plus Team (16 plus team includes YPAST - young peoples' accommodation and support team)</p> <p>External partner</p>

		education'		
<p>2. Improve homelessness prevention activity for younger children</p> <ul style="list-style-type: none"> • 'Twin track' approach with targeted work to identify those at high risk of homelessness before they reach the age of 16/17. • Work with family support and prevention programmes to ensure joint working and communication • Education through schools and youth provision • Contribute to the BHCC review of 'early help' 	<p>Reductions in the number of young people becoming homeless at 16/17</p> <p>Less duplication of resources, and better joined up working</p> <p>More awareness of the realities of housing options for both parents and children</p>	Within existing resources	<p>Children's Services</p> <p>Housing</p>	<p>Children's Services, (Youth Service, Stronger families, Stronger communities), YOS</p> <p>Housing Options</p> <p>External partners</p>
<p>Outcome - Young People have a more positive transition to adulthood through the provision of a Young Peoples' accommodation and support Pathway</p>				
<p>3. Create a pathway for young people and young families based on positive accommodation pathway approach (appendix A), with the function of</p> <ul style="list-style-type: none"> • Clarifying the homeless prevention, assessment and service allocation processes and functions for 16-25 year olds • Clarifying the services available for young people • Ensuring clear progression for young people 	<p>Clear pathway for young people which includes all the services relating to young people from 14 to 25.</p>	within existing resources	<p>Housing</p> <p>Children's Services</p>	<p>Temporary Accommodation /supported allocations</p> <p>Housing Options</p> <p>16 plus support team</p> <p>External partners</p>

<ul style="list-style-type: none"> Ensure the Young Peoples' pathway are integrated into other care pathways - Make sure that young people under 25 who use services with other pathways can still access available services within the young peoples' pathway 				
<p>4. Introduce new flexible ways of working which will create a integrated prevention and assessment function to improve and streamline assessment processes</p> <ul style="list-style-type: none"> Joint working around assessments for 16/17 year olds (see 1) Information accessible and shared 	<p>Streamlined assessments for all young people</p>	<p>Nil cost</p>	<p>Housing Children's services</p>	<p>Temporary Accommodation /supported allocations Housing Options 16 plus support team</p> <p>External partners</p>
<p>5.As part of the Young People's Housing and Support Pathway provide an effective, access service for young people with the following functions</p> <ul style="list-style-type: none"> The young person will have access to services which will offer support to remain in the family home and prevent homelessness Parents and carers offered specific support either through parenting skills or peer support Where it is assessed that the young person does need to leave the family home, there is a pro-active approach which ensures a 	<p>Improved response for young people</p> <p>Improved joint working between partners</p> <p>Better use of resources by creating a 'hub' where young people can access other services (note: the existing young peoples' Housing Advice service has access to other services)</p>	<p>Currently these functions are already commissioned and resources allocated, (although often within different teams) by Housing and Children's services.</p>	<p>Housing Children's Services</p>	<p>Temporary Accommodation /supported allocations Housing Options 16 plus support team</p> <p>External partners</p>

<p>planned move from the family home</p> <ul style="list-style-type: none"> • Young person will have access to services which will advise them on their housing options • The young person will have their needs assessed in a consistent manner, taking into account their housing situation and support needs, and any statutory duty. <p>In addition, easy access to a wider range of advice and support, e.g.:</p> <ul style="list-style-type: none"> • Advice & support re: education, training & employment • Health services e.g. counselling, substance misuse, sexual health • Life skills & income maximisation advice <p>This would follow the YIAC's model (Youth Information, Advice, Counselling and Support Services *)</p>				
<p>6. Introduce new flexible ways of working which will create an integrated allocation function within the young people's pathway will be jointly managed by Children's services and Housing based on a criteria and clear allocation processes</p>	<p>young people are placed in accommodation suitable for their needs</p>	<p>Nil cost</p>	<p>Housing Children's Services</p>	<p>Temporary Accommodation /supported allocations Housing Options 16 plus support team</p>

Outcome - Better use of resources through a Joint Commissioning approach to providing accommodation and support for young people				
7. Housing, Adult Social Care (transitions) and Children’s Services to agree set of outcomes which will be the basis for a joint service specification for young people’s services (includes YOS, transitions, young families)	All services will be commissioned to achieve specific outcomes agreed	Nil cost	Housing Children’s Services	Housing 16 Plus support team
8. Pool the relevant budgets associated with the new pathway including Housing Related Support, Homelessness Prevention and Children’s services budgets for Looked after Children and care leavers aged 16 or 17. This to include a joint commissioning and contract management protocol	Improved use of resources through joint commissioning	Nil cost	Housing Children’s services	16 plus Support team Commissioning Team (Housing)
9. Design the future shape of services for the young people’s pathway in conjunction with residents** and partners to maximize the potential of the young peoples’ pathway to meet the needs of young people and young families and provide value for money This strategy will look at remodeling/commissioning services to include • support to return home (respite	Young People’s pathway to reflect the positive pathway approach (see appendix A)	within existing resources	Housing Children’s Services Adult Social Care	Housing Temporary Accommodation /supported allocations Housing Options 16 plus support team Transitions team

<p>arrangements)</p> <ul style="list-style-type: none"> supported accommodation (including Supported Lodgings/shared lives or possibly with responsible tenants) alternatives to B&B, and a small unit of high need supported accommodation Long term floating support which follows young person through the pathway in addition to shorter term floating support Move-on/transitional arrangements (this would include lower support accommodation such as shared housing for 18-25 year olds. This would include looking at creative solutions such as Empty Homes, move on /student style accommodation) and landlord liaison work) Continue to monitor the outcomes of the Behaviour Support Service for young people as part of the young peoples' pathway <p>Where is 10?</p>	<p>Young People will have the benefit of a psychological based support service</p>		<p>Housing</p>	<p>Behavior Support service</p> <p>Commissioning Team (Housing)</p>
<p>11. Work with partners to implement actions of the Housing and support for young people aged 16-25 Equalities Impact Assessment.</p>	<p>Actions completed</p>	<p>Nil cost</p>	<p>Housing</p> <p>Children's Services</p>	<p>Temporary Accommodation /supported allocations Housing Options</p>

				16 plus support team External Partners
12. Implement /use existing mechanisms for young people and parent /carers and partners to be involved and engaged as stakeholders to ensure service improvement is informed by the customer experience	Young people and parents/carers consulted as stakeholders	Nil cost	Housing Children's Services	Commissioning team (Housing) Housing Options 16 plus support team External Partners

* YIAC 'under one roof model' (taken from information provided by Youth Access)

(YIACS services vary according to local need, but share the following features:

A range of interventions delivered 'under one roof' ,Young person-centred ,Open to a wide age range, e.g. 13 to 25, Holistic approach, meeting multiple and complex needs ,Multi-disciplinary teams, providing wrap-around support ,Flexible access routes, including through open door 'drop-in' sessions ,Free, independent and confidential)

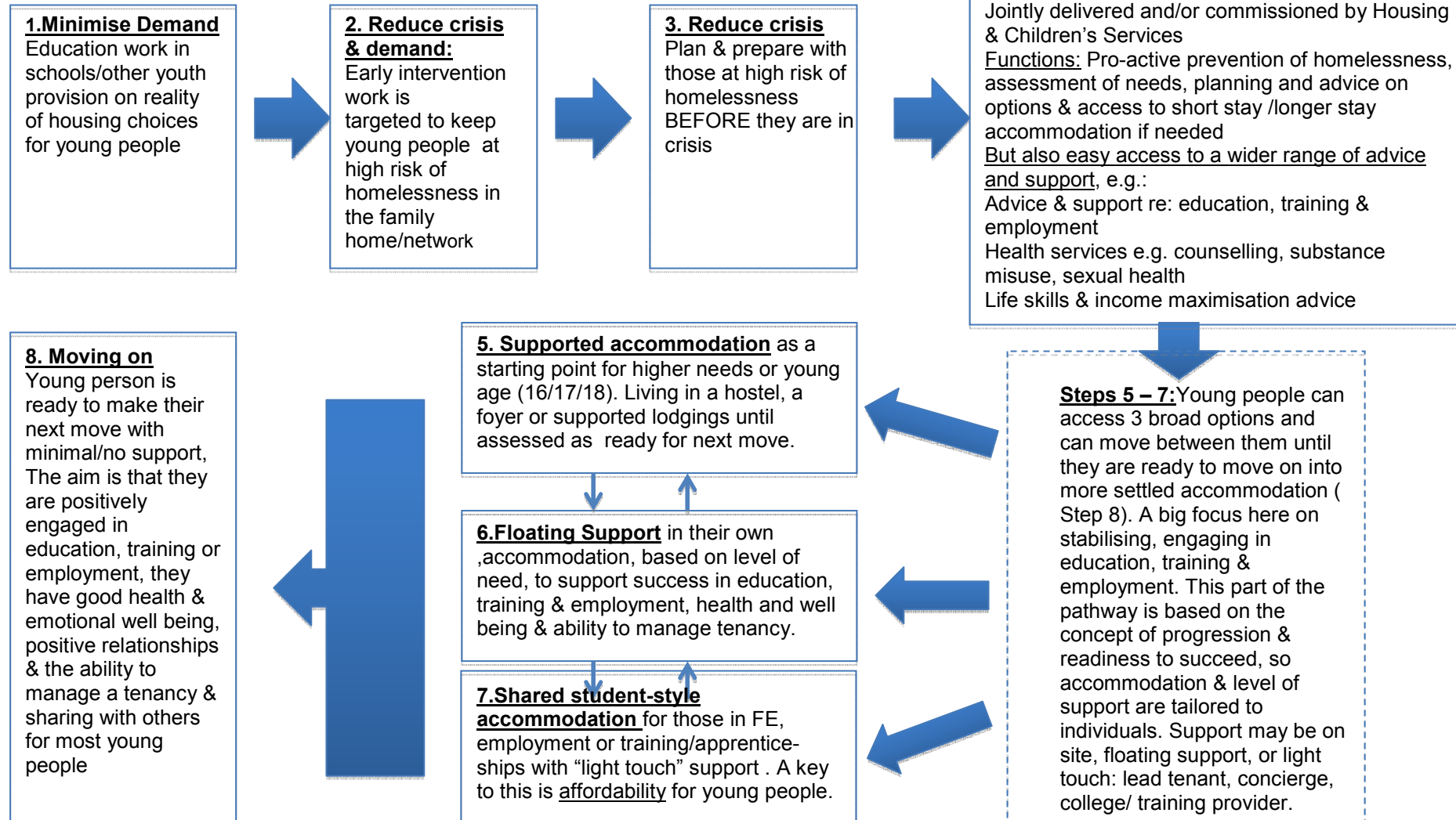
**'Co-production' to be part of this action 'Designing the future shape of services with residents, harnessing their knowledge and experience; ensuring services focus on what matters most to residents'

Appendix A- Positive Accommodation and support pathways to adulthood

The Positive Pathway aims to support the following outcomes for young people: achieving in education; career success; being healthy; having positive relationships and involvement in meaningful, enjoyable activities.

Steps 1 – 4: An integrated focus on PREVENTION: Young people staying within the family network for as long as it's safe and possible to do so. If they need to leave, agencies pro-actively plan options with the young person (and for

a



Brighton & Hove Positive Accommodation Pathway for Young People Aged 16-25 (This table aims to plot where the current services are within a positive accommodation pathway model)

PREVENTION				ACCOMMODATION- This includes 3 broad options for young people based on needs. Young people go into which suits them, and they can move between them			MOVING ON
1) Minimise Demand	2) Reduce crisis and demand	3) Reduce crisis	4) Service gateway	5)Supported Accommodation	6) Floating Support	7) Shared student style accommodation	8) Move on
prevention workshops in schools Youth service	Family mediation Integrated team for Families Family Conferencing Youth Service	Services commissioned by Housing – Housing Advice Service Integrated team for Families Youth Service	Housing Advice Service Housing Options Service 16 plus support team (Including Young Peoples' accommodation and support team) Temporary Accommodation and Allocation Team	Higher support supported (staff available 24 hours) Accommodation commissioned by 16 plus team for 16 plus looked after children/care leavers Some of the Supported accommodation where there is staff available during office hours Sussex Nightstop	Floating support services	Some of the previous 'band 3' would come in here, although the support can be medium rather than light touch	Private rented sector access schemes Empty homes Initiative
Gaps in current provision							

		Some aspects of prevention services including respite / more resources for mediation	Joint assessment of young people and joint decision making around the allocation of housing and support	Supported Lodgings Alternatives to B&B Small unit of high need supported accommodation	'Sticky support' This is a support worker who supports the young person through the pathway in addition to other services	Affordable student style accommodation for young people	
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Key contacts

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Jo Sharp	Commissioning Officer Housing 01273 291911 joanna.sharp@brighton-hove.gov.uk

References

Developing positive accommodation and support pathways to adulthood: Positive pathway group 2012 Anna Whalen (DCLG Youth Homelessness advisor 2013)

(Joining up the commissioning of accommodation and support for young people aged 16-25-Commissioning Support Programme 2011)

Subject:	Stimulating New House Building In Brighton & Hove		
Date of Meeting:	September 25th 2013		
Report of:	<i>Executive Director Environment, Development & Housing - Jugal Sharma & Nick Hibberd</i>		
Contact Officer:	Name: Martin Reid	Tel: 293321	
	E-mail: Martin.Reid@brighton-hove.gov.uk		
Wards Affected:	All	All	

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Council (18 July) considered a Notice of Motion 'Stimulating New House Building in Brighton & Hove', requesting a report be brought to the next Housing Committee.
- 1.2 Brighton & Hove is a growing city with high housing prices, low incomes and a significant proportion of households with support needs. Enabling investment in new homes can make a major contribution to the quality of life and public health of lower income households and neighbourhoods and also address high levels of need for affordable homes. Appropriately targeted, new housing provision may also reduce costs in other Council budgets notably Adult Social Care (ASC) and local public health service provision. The Localism Act places a stronger onus on local authorities to stimulate economic well-being and the significance of the Council's Housing budget and Housing enabling role reaches beyond statutory service provision. The development of new housing also has a strong economic multiplier impact on the local economy (estimated at £3.51 of economic output for every £1 of public investment) creating jobs and supply chain business opportunities.
- 1.3 Improving housing supply in the City, maximising investment in new homes and making best use of existing housing resources, are core elements of our Housing Strategy aligned in support of the City Plan and Corporate Priorities of Tackling Inequality & Creating a more sustainable City.
- 1.4 The Council has a strong track record of working in partnership to improve housing supply in the City through a range of measures including: City Plan, targets & affordable housing requirements; Investment for over 600 new homes under 2011-15 Affordable Housing Investment Programme; Enabling successful bids for an additional £5.7 million Homes & Communities Agency (HCA) funding during 12/13, including for new extra care housing; Generating New Homes Bonus; Reviewing Housing Revenue Account (HRA) assets and identifying HRA funding in support of new homes; Progress on the Estate Regeneration programme identified in the report.
- 1.5 However, ongoing issues remain, in particular, with the viability of some development proposals. This report seeks to respond to the Notice of Motion,

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explore the viability issues arising and opportunities that the Council may wish to consider in its efforts to increase housing supply.

2. RECOMMENDATIONS:

That Housing Committee:

- (1) Note the response to Notice of Motion, Stimulating New House Building in Brighton & Hove;
- (2) Note the progress made in the Estate Regeneration programme.

3 RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS: Council Notice of Motion

- 3.1 Council on 18 July considered a Notice of Motion (Item 27e NM05) 'Stimulating New House Building in Brighton & Hove'. Council requested that a report be brought to the next Housing Committee to: Look at how best practice from other councils could be applied in Brighton and Hove; Explore every housing avenue available to deal with the City's housing crisis; and, look at all the options for speeding up the Estate Regeneration programme to provide more homes. [Notice of Motion is attached at appendix 1].

City Context

- 3.2 Brighton and Hove is a growing City with 273,000 people in 124,000 homes, an additional 22,840 households (914 per annum) are projected to 2033. The City has high housing prices and low incomes causing more households to approach the Council in housing need. There are over 17,000 households on our joint housing register and rising homelessness.
- 3.3 Owner occupation in the City is reducing, lower than the national average, at 54% (65,835) of all housing stock. There has been significant growth in the private rented sector in the City, increasing by 45.7% (an extra 10,691 homes), and now standing at 34,081 homes, 28% of all housing stock (the 9th largest private rented sector in England & Wales). This includes a significant growth in Houses in Multiple Occupation with the City having the 6th highest proportion in England & Wales. Social Housing makes up a small proportion of the overall housing in the City (lower than England & Wales average) with 9.8% of homes owned by the local authority and 5.1 % by housing associations (Census 2011).
- 3.4 The City has high support needs. 25% of households contain a member with a long term health problem or disability. There are high levels of mental health, physical disability, drug use. There is also an increasingly large proportion of very elderly people aged 85+ living in the City, currently 2.6% of population increasing to 3.6% by 2035 with resultant budget pressures in particular in relation to Health and Social Care services. The Joint Strategic Needs Assessment 2012 (JSNA) identifies the relationship between poor housing and poor health outcomes and the Director of Public Health Annual Report has identified good quality housing as

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important for building wellbeing and resilience and housing in the City as an area representing a particular vulnerability.

Stimulating New House Building

- 3.5 In order to address the above issues, the Council has sought to stimulate new housing building in Brighton & Hove through: the City Plan; City-wide Housing Strategy; Housing enabling work with a range of partners including Homes & Communities Agency and Registered providers; ongoing review of HRA assets and Estate Regeneration programme.
- 3.6 The Council has a strong track record of improving housing supply and supporting delivery of new affordable homes through:
- Attracting inward investment from Government / HCA and Registered Provider (RP) partners;
 - Supporting new affordable homes through the City Plan & Affordable Housing Brief and enabling planning approval for more new housing developments including affordable homes;
 - Ensuring best use of Council housing (HRA) and other assets;
 - Bringing long term empty homes back into use.
- 3.7 The City Plan identifies sites for housing development and mixed use sites where an element of housing will be required. The Plan also sets out the policies relating to 'windfall' development sites, dwelling type and size, housing densities and the provision of private amenity and outdoor recreation space. The City Plan sets a local housing target for the City to 2030 of 11,300 new homes. Most of this development will take place within identified Development Areas, including Brighton Station, Lewes Road, Shoreham Harbour & Toads Hole Valley, to help provide much needed family sized and affordable housing. The vast majority of all new housing development will be on 'brown-field sites'. The City Plan identifies 500 new homes aligned to potential HRA sites / estates regeneration / renewal.
- 3.8 The City Plan strengthens provisions for affordable housing, including low cost home ownership, (CP20 Affordable Housing). On suitable housing sites the Council will currently negotiate with developers to secure a 40% element of affordable housing on proposals for residential development capable of producing 10 or more dwellings in line with the Council's Affordable Housing Brief. The policy applies to all proposed residential development including conversions and changes of use. Only in exceptional circumstances will the Council accept a commuted sum or free serviced land in lieu of on site provision of affordable homes. City Plan proposals include lowering the threshold that requires an affordable housing contribution to developments of 5 or more dwellings in recognition of the City's high level of housing need with a new sliding scale of affordable housing requirements for developments, from 20% on sites of 5 to 9 homes to 40% on sites of more than 15 homes. In addition, the Plan (CP21 Student Housing) also identifies some specific sites for student housing which do not conflict with proposed housing site allocations.
- 3.9 Our Affordable Housing Brief aligned to current City Plan requirements aims to ensure that the Council achieves mixed, balanced and sustainable communities

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and delivers high quality affordable housing to eligible households whose needs are not met by the market. Affordable Housing includes:

- Social Rent - rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime;
- Affordable Rent - is not subject to the national rent regime but to other rent controls that require a rent of no more than 80 per cent of the local market rent;
- Intermediate Rent – including shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent but does not include affordable rented housing.

3.10 The tenure mix of affordable housing provision will be agreed through negotiation on a site-by-site basis and a phase-by-phase basis, informed by housing needs assessments and site/neighbourhood characteristics. Generally across the City the required tenure split for affordable housing in the Affordable Housing Brief will be: 55% social rented or affordable rented; 45% intermediate housing. For the City as a whole the preferred affordable housing mix in terms of unit size and type to be achieved is: 30% one bedroom units; 45% two bedroom units; 25% three + bedrooms. The Affordable Housing Brief also sets out requirements for new homes to meet or exceed HCA's current Design & Quality Standards. All residential units must be built to 100% Lifetime Homes Standard. At least 10% of the affordable homes must be built to the council's wheelchair accessible standard. Code for Sustainable Homes, amenity space, Lifetime Homes Standard and development to the BREEAM standard level 'Good' ensures that new homes are designed sustainably to minimise carbon emissions and use sustainable materials in their construction.

3.11 All new homes for rent within the Homes & Communities Agency's current Affordable Housing Programme are funded on the basis of use of Affordable Rent as outlined above.

3.12 Investment has been identified for over 600 (638) new affordable homes under the existing 2011-15 Affordable Housing Investment Programme in partnership with Registered Providers and the Homes and Communities Agency (HCA). Over 400 of these new affordable homes are currently in development on sites across the City.

3.13 Our current Affordable Housing Programme of schemes with planning permission, funding and in development projects 534 new homes over the next 2 years, 2013/14 (259) and 2014/15 (275). Affordable housing schemes which have achieved Planning permission as part of this programme include: Park House; Hyde Housing (only remaining scheme funded under the National Affordable Housing Programme); Pankhurst Avenue (Southern Housing Group); Brighton Station Site J (Hyde Housing); Manor Road (Guinness); Gala Bingo, Portland Road (Affinity Sutton).

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3.14 Overall housing supply capacity for the City identified approximately 11,500 homes over the City Plan period to 2030. This includes 500 from HRA/Estate Regeneration, which is 'medium term delivery' and roughly based on Phase 1 and 2 HRA programme. Delivery over next 5 years anticipated to average approx 550 homes per annum increasing later in plan period to 650/700 homes per annum, a significant boost to housing supply.

3.15 We continue to actively explore and deliver on all new funding opportunities to maximise inward investment to the City:

- We have delivered the first new Council homes in the City for a generation at Balchin Court;
- We have been successful in a HCA 2013-18 Care & Support Specialist Housing Fund bid to support a new 44 home extra care scheme at Brooke Mead resulting in a funding offer of £2.4 million (we bid for £2.686 million). We have also submitted an application for Planning permission;
- One of our housing association partners has bid for funding for 20 new affordable homes under the new Affordable Housing Guarantee Scheme (allows RPs access to cheaper loans thus reducing borrowing costs, thereby increasing the number of new affordable homes that can be built);
- We are reviewing options to benefit from the current Government / HCA Build to Rent initiative;
- Under our Empty Property Strategy, bringing long term empty private sector homes back into use & working with Housing Co-ops, we have successfully bid for £1.5 million HCA direct funding to bring 91 long term empty homes back into use on behalf of Brighton & Hove and Lewes DC. In addition, as part of our wider enabling role we have supported a further £1.689 million HCA Empty Property investment in community schemes in the City, including supporting Sussex Central YMCA's bid to provide 30 rooms in shared housing for their young single homeless client group. Total inward investment achieved under the HCA empty homes funding programme is £3.209 million;
- Generating New Homes Bonus (NHB) through new affordable homes & long term empty homes back into use. NHB year 3 funding allocation announced in January includes £0.191 million from a reduction in long term empty properties payable for six years from 2013 - equating to six year total payment of £1.147 million;
- Engaging with institutional investors in order to utilise potential private sector funding opportunities to contribute to the delivery of new affordable homes.

3.16 As part of our ongoing commitment to extra care housing and best use of HRA assets we are also seeking to establish a pipeline of schemes, preferably with planning permission, to take advantage of any projected slippage in the current 2011-15 HCA programme and further funding likely to become available under the HCA Care & Support Specialist Housing Fund to support extra care housing. This includes progressing additional potential 'quick win' sites such as on land adjacent to the Housing Centre.

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In addition, as previously reported to Housing Committee, the Council has entered into an agreement with Department for Communities and Local Government (DCLG) to enable retention of net additional Right to Buy capital receipts for investment in new affordable rented homes.

Investment in new homes, wider cost benefits

3.17 We recognise that the overall council Housing budget has a direct impact on the economy of the City and can underpin the social and environmental well-being of residents, business and working communities. Housing budgets are aligned to supporting increase of housing supply, reaching beyond statutory service provision, to add value to the City economy as a whole and reduce costs in other Council budgets notably Adult Social Care (ASC) and local public health service provision.

3.18 An illustration of this approach is our joint work with ASC on extra care housing. ASC & Housing Extra Care Steering Group is working towards developing more extra care housing giving older people an alternative to expensive residential care (Brighton & Hove have more older people in residential care than other local authorities). This approach has the potential to deliver better outcomes for clients and increased level of value for money. This involves working closely with private landlords, housing developers and the HRA. We are currently exploring a number of funding models which will enable us to deliver the above but are yet to determine the level of investment required from ASC budgets to cover capital costs.

3.19 In terms of illustrating wider cost benefits:

- Extra care housing provides an alternative to residential care where independence and dignity can be protected by enabling people to live in what is in effect their own home in a supported environment. At the same time, it achieves financial efficiency. At Patching Lodge the current weekly unit cost of £201 per resident compares favourably with high cost home care packages, and residential care rates of between £341 and £460 per week.
- ASC budget, £0.620 million of investment in 36 units of extra care housing in 2013/14 and a further 50 units in 2014/15 and 2015/16 is estimated to save the Adult Social Care service approximately £0.850 million per year.

3.20 Brooke Mead – extra care, indicative cost benefits:

- Indicative revenue savings to the General Fund, ASC budget arising from the delivery of this project are in the region of £0.300 million per annum. This is based on the average current cost of care provided at existing extra care schemes compared to current Residential Care costs and is after taking into account the £0.102 million per annum, contribution required to make the project viable.

3.21 In addition to preventing negative impacts upon Health, Adult Social Care and Children's Services budgets every pound invested from the capital programme and resources committed to service provision shows the authority to be leading by

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example and has the potential to address inequality by creating training opportunities and jobs in both overall numbers and quality.

Ongoing review of HRA assets & Estate Regeneration programme

- 3.22 We continue to review our HRA assets and investment to make best use of our resources and to support building new homes to promote sustainable development in the City, stimulate economic well-being, reduce the carbon impact and the long term cost of living and working in Brighton & Hove. As reported to Housing Committee on 6 March 2013, we have identified a phased approach to potential estate regeneration opportunities ranging from review of HRA garage and car parking sites, through to consideration of infill sites and vacant land and buildings to wider estate regeneration. The latter includes longer term projects involving replacement of existing tenanted stock as well as development of additional new homes. As reported to Housing Committee, this latter phase has a target completion date of 2020.
- 3.23 Our HRA capital programme now includes £5.315 million to support building new Council homes on vacant garage sites (2012/13 budget included £1 million for building costs with an additional £4.315 million in provisional 2014/15 programme) and £1 million for the procurement of initial feasibility, design and stakeholder engagement, on potential case studies for additional housing opportunities on HRA land.
- 3.24 Initial feasibility and design work identified a potential 29 homes across eight garage sites. A soft market testing exercise was undertaken with members of HCA national framework for development partners in March/April 2013. Eight of the respondents from the soft market testing exercise indicated members of the framework were not interested in bidding for the project. Reasons given for not wishing to proceed with the project included that the project was too small, not in the right geographical location and full order books. Subsequent progress has though been achieved through a further soft market testing exercise with existing Registered Provider (RPs) partners which led to the sites being re-assessed for their suitability for procurement, with the sites below identified as the most appropriate to be taken forward at this time:
- Flint Close North and South, Portslade, Brighton, BN41 2GH
 - Foredown Road, Portslade, Brighton, BN41,2FD
 - Harmsworth Crescent, Hangleton, Hove BN3 8BS
 - 4-7, 9-10 & 15-20 Kensington Street, Brighton, BN1
- 3.25 The partner RP should be appointed in early October with the contract starting soon afterwards. The RPs indicated in the soft market testing that the project timeline is achievable and the project is therefore still on target to be delivered in 2015.
- 3.26 The team continue to develop alternative proposals for some of the other smaller sites not included in the current procurement, testing modern methods of construction, in particular relating improved energy efficiency, and working with smaller companies to offer an opportunity to keep more of the monies spent local, offer job and training opportunities involving the city's colleges and universities and

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provide a showcase for Brighton and Hove businesses. This includes potential opportunities at: Hinton Close, Hollingdean, Brighton; Natal Road, Lewes Road, Brighton; Plumpton Road, Brighton.

- 3.27 A high level initial assessment of HRA stock and development opportunities by CBRE consultants was undertaken in 2010 which identified sites for a potential 823 additional new homes on HRA land. This study provides a good overview of potential opportunities and the Estate Regeneration Team have undertaken a comprehensive review of the identified sites, visiting them, undertaking legal searches and assessing factors affecting potential for development such as ownership of land and planning policy constraints (e.g. urban fringe and greenfield sites). The review has identified a number of issues that will make some of these sites challenging or difficult to develop, however additional sites have also been identified through review process that have the potential to be developed. Procedures have been agreed with Legal and Housing to carry out searches and investigate and follow up on issues identified from site visits such as encroachment on HRA land. Arrangements have also been agreed with Planning teams to have their early input and guidance into development options and constraints for individual sites and to co-ordinate the New Homes for Neighbourhoods programme with the City Plan.
- 3.28 The Estate Regeneration Team are currently prioritising more detailed work on an initial pipeline of 40 sites which have the potential to deliver up to 150 homes. Other sites will be introduced, as the review work progresses on phase 2 of the programme, and phase 3 of the programme commences, increasing the number of the homes that can be delivered. The Team have procured partners to produce business cases for selected sites which will include concept design and financial modelling of options to enable Housing Committee to reach decisions on development, funding, tenure mix and rent levels for individual schemes.
- 3.29 Under this new contract initial viability studies and design have already been carried out for the former Manor Place Housing Office and rear land at 243-245 Preston Road, Brighton. Similar business cases and initial design will be carried out on other significant sites over the next few months and viability studies of smaller sites will also be commissioned. Initial design and viability studies have also been procured to develop housing on the cleared General Fund sites in Whitehawk. These studies can be compared to bids received by 30 September for a potential receipt to the General Fund and maximising regeneration opportunities for these key Whitehawk sites.

Viability issues – Affordable Rents

- 3.30 At our Housing Summit (June 2012) and in subsequent papers to both Housing Committee and Strategic Housing Partnership we have reported on:
- Current market conditions that pose serious problems for delivery but also present opportunities;
 - Rapidly changing funding landscape, large government capital subsidy can no longer be relied upon for new affordable housing development, in particular in support of any developer contribution toward affordable housing required as a condition of award of Planning permission;

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- New approaches to funding investment and delivery for affordable housing, in particular Affordable Rent based funding of current Affordable Housing Programme.

3.31 Affordable market rents are based on social landlords charging rents up to 80% of market rents. thus closing the gap between private and public rented accommodation and creating greater opportunities for housing through leveraging more RP borrowing in support of new development as an alternative to Government capital subsidy. Affordable Rent remains one of the few viable options to help fund the development of new social housing given reductions in Government capital funding for new affordable homes. As outlined in paragraph 3.11, all Government support for new affordable housing, including arrangements for retained Right to Buy receipts, is aligned to use of Affordable Rents to support development.

3.32 Our Tenancy Strategy, approved by Housing Committee in March 2013, outlines our desire to see the rents on these new homes remain at or below the Local Housing Allowance which our Registered Provider partners in the Affordable Housing Partnership have agreed to.

3.33 Housing Committee in March also agreed that a range of funding, rent and home ownership options should be provided in new housing to be developed on HRA land. This was based on the evidence that the council could potentially build five and a half homes for Affordable Rent to every one home at Target Rent. For example, assuming the current revenue surpluses in the medium financial strategy for 2014/15 of £2 million (currently identified for debt set aside), we would achieve 125 new homes per annum with Affordable Rents compared to 23 homes a year with Target Rents.

3.34 However, although recognising the potential need to increase rent levels for new homes and build mixed tenure developments in order to maximise numbers built, Housing Committee also expressed concern about the affordability of 'Affordable Rents' if based on 80% of the market rent in Brighton & Hove. It was agreed that rent models and tenure mixes for individual schemes would be taken to Housing Committee and that affordable rents should be capped at Local Housing Allowance levels or below.

3.35 It was reported at Housing Committee that increases in rent may be, to some extent, mitigated by homes being built to higher sustainability standards compared to our existing stock. Analysis of energy savings related to homes built to sustainability Code level 4 (the minimum for homes planned in the programme) shows that energy bills reduce by between 68% and 86% compared to a traditional home. This means that the average family combined energy bill of around £1,500 per year may be reduced by between £1,020 and £1,290 per year. For those on full Housing Benefit this represents additional money in their household budget.

3.36 Our Registered Provider development partners also remain concerned about the impact of Welfare Reform and Affordable Rents on new affordable housing

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development in the City. RPs developing homes in the City report increased pressure on their income streams and rent collection risk, in particular where this income is aligned to supporting borrowing for new development. RPs report that this will potentially impact on their ability to borrow to support funding to build new affordable homes and the profile of clients to whom they let new affordable housing. RPs on our Affordable Housing Partnership report that potential reduced income and higher risk profile is likely to result in a more cautious approach to future development.

3.37 Concern that residents ability to pay their rent will result in higher income loss and higher property turnover has also led some RP's, including one of our key development partners, to require deposit, rent in advance, references and preference for working households when seeking nominations for new tenants on new developments and in some cases existing vacancies. This is currently outside of Brighton and Hove Housing Allocations Policy. While negotiations are underway with the one RP to take this approach in the City so far, future adoption of this approach by more RPs raises the concern that new homes on the Affordable Housing Development programme remain truly affordable and accessible to households on our Housing Register.

Viability issues - developer contribution toward affordable housing

3.38 As outlined under 3.8, on suitable housing sites the Council will negotiate with developers to secure a 40% element of affordable housing on proposals for residential development capable of producing 10 or more dwellings in line with the Council's Affordable Housing Brief.

3.39 National Planning Policy Framework states 'To ensure viability, the costs of any requirement likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking into account the normal cost of development and mitigation, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable' (National Planning Policy Framework, 2012, para 173).

3.40 Increasingly we are seeing that, with no government capital subsidy available for new affordable housing development in support of any developer contribution, we are facing challenges about the viability of affordable housing on schemes where this developer contribution applies.

3.41 Where this has arisen, such as on the recent Anston House scheme proposals considered by Planning Committee, we have sought to mitigate the adverse impact on affordable housing supply by negotiating arrangements whereby this reduction will be partially offset by the willingness of the applicants to explore alternative ways of increasing the proportion of affordable housing by entering into arrangements with the City council as a housing provider and other housing agencies to offer residential units at discounted rates. This is on the basis of potential lease-back arrangements whereby the Council or RP may purchase homes on the a new scheme on the basis that the Council have nomination rights for households to whom we have a housing

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duty using the rents received over the lease term to fund the discounted purchase of homes on the development.

- 3.42 However, if developer viability concerns over the deliverability of affordable housing on schemes are upheld and mitigation such as proposed arrangements above cannot be negotiated there will be an ongoing adverse impact on delivery of affordable homes in the City.

Best practice from other local authorities

- 3.43 We regularly meet with and peer review the work of other local authorities in order to ensure we remain appraised of all potential opportunities to improve housing supply. In common with Brighton & Hove, other local authorities are using a range of opportunities to improve housing supply in their area, including: borrowing aligned to HRA self funding freedoms and flexibilities; review and best use of existing HRA land and assets, utilising housing companies and special purpose vehicles; working to maximise HCA and other opportunities for inward investment.

- 3.44 We meet with Hastings and Wealden bi-monthly as part of the East Sussex Housing Officer Group where we share information on initiatives including stimulating new housing supply. Hastings have transferred their council housing stock so are not able to benefit from some of the freedoms and flexibilities offered by HRA self funding. However, they are working with Amicus Horizon and the HCA on improving supply, in particular on funding for initiatives to address issues with poor quality private rented homes in the town. Wealden have private sector commuted sums to help support RP affordable housing delivery. The authority also still sells land at less than market value to facilitate affordable housing (in the last six years sale of 8 sites providing around 89 homes). The Council has developed a rural affordable housing protocol to help smooth the path of affordable housing delivery. Wealden are also seeking to benefit from HRA freedoms and flexibilities to build their first new council homes in 20 years. Under phase one of their programme one refurbished rented home was completed in 2012/13 and 64 new build rented homes are due to complete 2013/14. Opportunities for phase 2 consist of potential for around 100 homes due to start around 2015 funded via HRA Loan, RTB receipts and possibly HCA grant, subject to report Cabinet in the New Year. We have met with Wealden to share information and our experience on procurement and development of Balchin Court.

3.45

South Holland have set up a housing company as a means of accessing HCA funding. They received funds and have completed development of a number of council houses, the first set of council developments for a generation. Since setting up the housing company HRA self financing has enabled SH to access grant funding directly. SH has sufficient surplus from the HRA self financing out turn that has allowed them to develop without HCA grant. They aim to charge up to 80% of market rent to tenants on all new builds.

3.46

Southwark have embarked upon an affordable housing and redevelopment programme including the 1970s Heygate Estate which was home to 3,000 people.

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The new scheme aims to deliver up to 536 new homes. Over 419 of these will be affordable and former Heygate residents will have priority for occupation. The site is due to be demolished this autumn making way for regeneration of the area. Other housing developments include Stead Street a development of 104 new mixed tenure homes including 84 social rental homes at target rents and 56 homes for private sale including a proportion of family units. The projects have been funded from a combination of HCA grant funding, the council putting their land in for free, funds from the RP and the recycling of value generated from private house sales.

3.46

Thurrock have sought to utilise the fact that their HRA self-financing modelling indicates that from April 2012 the Council will have sufficient capacity to borrow to support new build schemes, reconfiguration of shelter housing schemes to meet the needs of vulnerable population, and to improve the standard of existing stock above decent homes standards.

3.47

We have also reviewed development models used by local authorities such as Barking & Dagenham and their potential of finance, construction and project management solution for the development of new affordable homes. In the Barking and Dagenham scenario the council would identify a suitable constructor to carry out the development. The property or land is leased to a special purpose vehicle (SPV) for the duration of the development loan period with the freehold being retained by the council. Tenancy management remains under the council's control. All management and maintenance costs are ring fenced throughout the term of the lease ensuring sufficient funds are available throughout the lease period to uphold the property standards and fully maintain the stock. The life cycle costs are fully analysed during the production of the financial model, providing greater cost certainty about planned maintenance and life cycle works. The scheme is a 100% self financing by using the rents received over the lease term to fund the development. The council resumes full ownership and obligations of the stock at the end of the lease period.

4. COMMUNITY ENGAGEMENT AND CONSULTATION

- 4.1 Early, proactive and comprehensive consultation with ward councillors, local residents and community groups is key to successfully progressing development proposals outlined in this paper. General consultation on our approach to stimulating new house building, making best use of our HRA assets and estate regeneration has been undertaken with councillors, council tenants and leaseholders through reports and presentations to Housing Committee, City Assembly and specific tenant groups such as Building New Council Homes group (BuNCH). The BuNCH group were closely involved in the inception, specification, procurement, design and delivery of the recently opened Balchin Court scheme. In addition, Brighton and Hove City Council's adopted Statement of Community Involvement (SCI) details the various forms of engagement that are expected of both developers and the Council when considering proposals for planning applications.

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- 4.2 An illustration of the proactive approach undertaken to date, and potential model for future engagement on proposed schemes, has been the importance of consultation over a number of months on the development of our proposals for the Brooke Mead Extra Care scheme. Following the approach set out in the Council's (SCI) the following consultation was undertaken prior to submission of the Planning application. Subsequent formal consultation is undertaken as part of the Planning process:
- Early engagement with ward councillors on proposals, with our consultants (LSH) presenting the proposed scheme design for discussion and review;
 - Two separate leaflet drops to local residents and other stakeholders informing them of the proposals and inviting them to a public exhibitions;
 - Preparation of a leaflet about the scheme and register of attendees for exhibitions;
 - Two exhibitions outlining the proposals with members of the professional team on hand to answer questions and an opportunity for the public to leave their comments on the scheme. Exhibitions included large boards showing designs plus an inexpensive model that residents could touch/see. We also had a presentations session being shown on a loop as a backdrop and specific timed presentations. Council officers and ward councillors were in attendance;
 - Meetings with any key identified groups (e.g. Local residents associations and amenity groups) or individuals impacted by the scheme.
- 4.3 Exhibitions on the early proposals for the Brooke Mead site were considered to be the most effective way to involve the community and explain the proposals and the need for Extra Care facilities in Brighton and Hove. Following the consultation, the comments and feedback received from both meetings with residents and amenity groups, and the exhibition were collated and a statement of consultation included with the submission of the planning application to demonstrate compliance with the SCI and summaries the consultation process and results.
- 4.4 In parallel to the external consultation with relevant groups and the community the proposals were also subject to discussions with other departments within Brighton and Hove City Council, where officers will be able to give feedback and comment on the proposals.
- 4.5 With regard to broader estate regeneration proposals, as set out in the report to Housing Committee in March 2013, consultation with council tenants and leaseholders on the HRA budget for 2013/14 found substantial resident support for house building with HRA funds. The BuNCH group received a briefing and were also consulted prior to the March Housing Committee, expressing their support for the approach set out. In May a presentation on the proposed programme was given to council tenants and leaseholders at the City Assembly, which also included indicative Affordable Rent levels and the impact those and home ownership options would have on increasing the number of new homes that can be built. The summer edition of Homing In also carried an update on proposals.

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- 4.6 As regards individual sites, local residents and ward councillors have been updated on the procurement of a delivery partner for the Phase 1 garage sites. Local ward councillors and the Robert Lodge Tenant and Resident Association has been kept updated about potential development at the Manor Place and Preston Road sites. The Task and finish group of the Neighbourhood Council covering Whitehawk has also been updated about plans for the Manor Place and two General Fund sites for which business cases and initial design have been procured. The architects also met with the Chair of Robert Lodge Tenant Association and the council's Neighbourhood Co-ordinator to seek their views and local information before starting their work.
- 4.7 The team will continue to liaise with local ward councillors and tenant and resident associations as sites progress to viability modelling in order to obtain their views and the benefit of their local knowledge. Local residents will also be fully consulted as projects are taken forward and have opportunities to be involved as set out in the March 2013 report.

6. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 6.1 There are no direct financial implications arising from the recommendations in this report.

As schemes are developed, reports with financial implications will be presented back to this Committee for scheme approval and will also require project, budget and funding approval from Policy & Resources Committee.

Finance Officer Consulted: Susie Allen

Date: 12 Sept 2013

Legal Implications:

- 6.2 There are no direct legal implications arising from this report which is for information only. Any legal implications attaching to individual schemes will be identified and addressed in due course.

Lawyer Consulted: Liz Woodley

Date: 13/09/2013

Equalities Implications:

- 6.3 Increasing housing supply supports Tackling Inequality, priority one of the Corporate Plan. It will help meet the identified needs of households unable to access housing other than by approaching the Council for assistance. It will also help the Council discharge statutory duties to accommodate vulnerable households to whom it owes a housing duty. New affordable housing is built to Lifetime Homes standard with 10% fully wheelchair adapted in order to support households with a disability to live independently at home for as long as possible.

Sustainability Implications:

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- 6.4 Newly built homes will be built to Affordable Housing Brief standards in terms of size, Code for Sustainable Homes, amenity space, Lifetime Homes Standard. Development to the BREEAM standard level 'Good' ensures that new homes are designed sustainably to minimise carbon emissions and use sustainable materials in their construction. New homes will support One Planet Living principles.

Crime & Disorder Implications:

- 6.5 Good architectural and urban design can contribute to safer homes and neighbourhoods. The proposed developments will include Secure by Design principles and in relation to extra care schemes, IT enabled technology supporting older people particularly those experiencing dementia.

Risk and Opportunity Management Implications:

- 6.6 Risk and opportunity management implications are outlined in the report and will be kept under review.

Corporate / Citywide Implications:

- 6.7 Aligns to the following Corporate Plan priorities:
- Tackling inequality - Improving Housing & Affordability; Decent, affordable, healthy housing; reduce health inequalities and long standing public health issues; Vulnerable adults supported to live healthy independent lives.
 - Creating a more sustainable city: A healthier and higher quality built environment.

City Performance Plan (CPP) / Corporate Plan (CP) Measures:

- CPP 5.4. Number of affordable homes delivered per year;
- CPP 5.2 Corp Plan 1.3.4. Private sector vacant dwellings returned into occupation or demolished;
- CP Extra Care Housing (joint work with ASC) new extra care housing and supported accommodation units per year.

SUPPORTING DOCUMENTATION

Appendices:

1. Council Notice of Motion (as amended).
- 2.

Documents In Members' Rooms

1. None

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2.

Background Documents

1. None

2.

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Appendix 1 - Council Notice of Motion (as amended).

“This Council welcomes progress with the regeneration of sites on council land and notes that an extra care scheme of 44 homes on the Brookmead site has been submitted for planning permission as the next stage of this work, which delivered 15 new council homes under the last administration.

This council recognizes it has been necessary to revisit the previous administration’s Estates Masterplan, which was optimistic in identifying land for a potential 800 new homes in the city. The revised figure is 500 homes, a substantial number, and a new house building programme of this scale would not only help to reduce the growing waiting list but would also benefit the local economy by creating local jobs and apprenticeships.

This Council notes the proactive and innovative approaches to financing new affordable housing being taken by other local authorities in recent years in response to the climate of reduced public funding. For example, The London Borough of Southwark, which has ambitious plans to build new council homes, Wealden District Council, directly funding new council housing; a growing number of councils – e.g. Thurrock and South Holland setting up stand alone housing companies; councils such as Hammersmith & Fulham who have made use of the value in their housing stock to lever in new funding; and councils such as Hastings and Warrington who have loaned money to Housing Associations to develop housing.

Furthermore, this Council notes:

- (a) The administration’s plans to continue to build new council homes and involve housing co-ops and self-build groups in the provision of new homes on the council’s own sites and on other sites across the city.
- (b) The Government’s Affordable Rent model, which significantly reduces the amount of public subsidy required for new affordable housing. If adopted in Brighton & Hove, this could potentially increase the amount of affordable housing built by five and a half times.
- (c) The Government’s Affordable Housing Guarantee Scheme, which will help to reduce borrowing costs thereby increasing the number of new affordable homes that can be built.

However, it expresses its deep concern on the question of affordability and believes that homes built under (b) and (c) will be beyond the pocket of many of those in the most critical housing need in the city.

Therefore, this council requests that a report be brought to the next Housing Committee to

- (a) Look at how best practice from other councils could be applied in Brighton and Hove; Explore every housing avenue available to deal with the city’s housing crisis; and
- (b) Ask for a report to be brought to the next Housing Committee looking at all the options for speeding up the Estate Regeneration programme to provide more homes.’

