





**Brighton & Hove
City Council**

Overview & Scrutiny

Title:	Adult Social Care & Housing Overview & Scrutiny Committee
Date:	5 March 2009
Time:	4.00pm
Venue	Committee Room 1, Hove Town Hall
Members:	Councillors: Meadows (Chairman) Wrighton, Rufus, Hawkes, Janio, Pidgeon, Barnett and Wells
Contact:	Kath Vlcek Scrutiny Support Officer (01273) 290450 kath.vlcek@brighton-hove.gov.uk

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AGENDA

59. 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 by all Members present of any personal interests in matters on the agenda, the nature of any interest and whether the Members regard the interest as prejudicial under the terms of the Code of Conduct.
- (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 2 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.

60. MINUTES OF THE PREVIOUS MEETING

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61. CHAIRMAN'S COMMUNICATIONS

62. PUBLIC QUESTIONS

No public questions have been received.

63. LETTERS FROM COUNCILLORS

No letters have been received.

64. NOTICES OF MOTIONS REFERRED FROM COUNCIL

No Notices of Motion have been received.

SCRUTINY COMMITTEE

65. MEMBER DEVELOPMENT SESSION ON SINGLE HOMELESS STRATEGY

66. COUNCILLOR MARIA CAULFIELD, CABINET MEMBER FOR HOUSING

Presentation on Councillor Caulfield's role and her priorities.

67. UPDATE ON THE STUDENT IMPACT AD HOC PANEL 7 - 66

Update from the Chairman of the ad hoc Panel, Councillor Anne Meadows and discussion on the report and recommendations.

68. HOUSING ADAPTATIONS

Report of the Director of Adult Social Care and Housing (papers to follow)

Contact Officer: Joy Hollister, Director of Adult Social Care & Housing Tel: 295030

Ward Affected: All Wards

69. SCOPING PAPER ON POSSIBLE FUTURE AD HOC PANELS

Report of the Director of Adult Social Care and Housing (papers to follow).

Contact Officer: Joy Hollister, Director of Adult Social Care & Housing Tel: 295030

Ward Affected: All Wards

70. REVISED HOUSING STRATEGY 67 - 76

Report of the Director of Adult Social Care and Housing.

Contact Officer: Martin Reid, Head of Housing Strategy and Development & Private Sector Housing Tel: 29-3321

Ward Affected: All Wards

SCRUTINY COMMITTEE

71. REPORT ON EXTRA CARE HOUSING AND CHOICE BASED LETTINGS

Report of the Director of Adult Social Care and Housing.(papers to follow)

Contact Officer: Joy Hollister, Director of Adult Social Care & Housing *Tel:* 295030

Ward Affected: All Wards

72. REPORT ON THE PHYSICAL DISABILITY STRATEGY

77 - 122

Report of the Director of Adult Social Care and Housing.

Contact Officer: Karin Divall *Tel:* 29-4478

Ward Affected: All Wards

73. PRESENTATION AND UPDATE ON SHORT-TERM CARE COMMISSIONING PLAN

Presentation and verbal update of the Director of Adult Social Care and Housing.

Contact Officer: Joy Hollister, Director of Adult Social Care & Housing *Tel:* 295030

Ward Affected: All Wards

74. PERFORMANCE REPORTS FROM ADULT SOCIAL CARE AND HOUSING DIRECTORATE.

123 -
158

Report of the Director of Adult Social Care and Housing.

Contact Officer: Joy Hollister, Director of Adult Social Care & Housing *Tel:* 295030

Ward Affected: All Wards

75. ITEMS TO GO FORWARD TO CABINET OR THE RELEVANT CABINET MEMBER MEETING

To consider items to be submitted to the next available Cabinet or Cabinet Member Meeting.

SCRUTINY COMMITTEE

76. ITEMS TO GO FORWARD TO COUNCIL

To consider items to be submitted to the next Council meeting for information.

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.

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For further details and general enquiries about this meeting contact Kath Vlcek, (290450, email kath.vlcek@brighton-hove.gov.uk) or email scrutiny@brighton-hove.gov.uk

Date of Publication - Wednesday, 25 February 2009

BRIGHTON & HOVE CITY COUNCIL

ADULT SOCIAL CARE & HOUSING OVERVIEW & SCRUTINY COMMITTEE

4.00PM 8 JANUARY 2009

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors Meadows (Chairman); Barnett, Hawkes, Janio, Pidgeon, Rufus, Wells and Wrighton (Deputy Chairman)

PART ONE

42. PROCEDURAL BUSINESS (COPY ATTACHED)

42A. Declarations of Substitutes

42.1 There were none

42B. Declarations of Interest

42.2 There were none.

42C. Declarations of Party Whip

42.3 There were none.

42D. Exclusion of Press and Public

42.4 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.

42.5 **RESOLVED** – That the press and public be not excluded from the meeting.

43. MINUTES OF THE PREVIOUS MEETING (COPY ATTACHED)

43.1 **RESOLVED** - That the minutes of the meeting held on 6 November 2008 be approved and signed by the Chairman.

44. CHAIRMAN'S COMMUNICATIONS

44.1 The Chairman welcomed Councillor Rufus, who was replacing Councillor Randall on the Committee. The Chairman also welcomed Tom Hook, the new Head of Scrutiny for Brighton & Hove City Council, to the meeting.

45. PUBLIC QUESTIONS

45.1 There were none.

46. LETTERS FROM COUNCILLORS

46.1 There were none.

47. NOTICES OF MOTIONS REFERRED FROM COUNCIL

47.1 There were none.

48. MEMBER TRAINING SESSION ON 'RE-ABLEMENT'

48.1 Karin Divall, General Manager for Adult Social Care and Housing and Anne Hagan, General Manager for Provider Services, Older People's Services, gave a joint presentation in which members were informed about how reablement was developing nationally and how this was being piloted and rolled out in Brighton & Hove. Both officers addressed Members' queries following the presentation.

48.2 In response to a query about how residents with visual impairments would receive reablement, the committee heard that although the current roll-out had focussed on homecare services, the Sensory Team and occupational therapists were in the next phase. Service users would be supported by the team to access the same opportunities for reablement. There was an RNIB worker within the Sensory Team.

48.3 In response to a query about how the scheme would address isolation problems, members heard that it had been recognised that social isolation was a problem for many older people, but it was felt that traditional home care was not the solution. Reablement was aimed at helping people to become more active and make more social contact.

48.4 In response to concerns about vulnerable people who may need repeat support, members heard that there was an annual review system; all service users would be included within this. Service users were able to have more reablement provision if this were needed, or alternatively other options could be provided.

48.5 Members asked whether it would be possible to receive statistics on take-up of the service by age and requirement. It was agreed that this would be included in the progress report, due to come to the next Adult Social Care and Housing Overview and Scrutiny Committee in March 2009.

48.6 Members queried where the additional occupational therapy support would come from, as the service was already under pressure. Members were told that a new response

team had already been formed. In addition, it was felt that the successful take up of reablement would help to reduce the waiting lists for occupational therapy services.

- 48.7 The committee thanked both Ms Divall and Ms Hagan for their presentation.
- 48.8 **RESOLVED** – that a report on reablement be brought to the March 2009 committee.

49. COUNCILLOR KEN NORMAN, CABINET MEMBER FOR ADULT SOCIAL CARE

- 49.1 Councillor Norman gave a presentation to the committee about his priorities for Adult Social Care, and detailed some of the work that was underway towards these priorities. Councillor Norman also responded to questions from the committee.
- 49.2 Members raised concerns regarding the number of talking bus stop key fobs that had not been issued. Councillor Norman said that he had not been aware that this was the case; the directorate would look into it and work with the RNIB to raise awareness of the surplus key fobs.
- 49.3 Members queried how the work to align computer systems was progressing. Philip Letchfield, Interim Head of Adult Social Care and Performance and Development said that locally the project with Sussex Partnership Foundation Trust (SPFT) to achieve single inputting onto systems was continuing. It was unlikely to be delivered until the following year as SPFT had to prioritise bringing together the different ICT systems across the Trust.

Nationally, the council was following initiatives to link councils to the NHS ICT 'spine', to develop a Common Assessment Framework and to develop the use of the NHS number in adult social care records. Brighton & Hove City Council was not in the first round of pilots for this work.

- 49.4 Committee members were concerned at the proposed link between Extra Care Housing with the Choice Based Lettings (CBL) system, as it was felt that CBL was not the most appropriate way in which to allocate Extra Care Housing. Joy Hollister, Director of Adult Social Care and Housing responded on behalf of Councillor Norman. Ms Hollister said that the local authority was only legally able to operate one allocations system, so there was a need to align CBL and Extra Care. Extra Care would only be offered to people to address social care needs rather than housing need. The Director offered to bring an update report to the March 2009 committee; this was welcomed.
- 49.5 The committee thanked Councillor Norman for his presentation.
- 49.6 **RESOLVED** – that a report on Extra Care Housing with Choice Based Lettings be brought to the March 2009 committee.

50. HOUSING REVENUE BUDGET ACCOUNT (COPY ATTACHED)

- 50.1 The committee received an outline report from Sue Chapman, Head of Finance Services (Housing and City Support). The final report was due to go to the Overview and Scrutiny Commission in February 2009.

- 50.2 Members asked for further information about how rent increases were calculated. The committee heard that central government assumed that rents would be increased by the RPI rate as at September 2008 and calculated the authority's income on that basis. Central government also calculated the anticipated expenditure of the authority. By deducting the second amount from the first and applying a grant formula, central government would determine whether the authority needed additional subsidy or whether there would be a situation of 'negative subsidy.' Brighton & Hove City Council was in a position of negative subsidy and consequently paid central government approximately £2.5 million per year. The authority had received its determination for 2009/10; this had resulted in a slight increase in the negative subsidy being paid.
- 50.3 The committee heard that there was no scope to challenge the grant formula, but that it was necessary for each authority to check the calculations under that formula. The current subsidy system was under review as there was a surplus in the national 'pot'.
- 50.4 In response to a query about whether the authority could spend more to reduce the negative subsidy, the committee heard that calculations were made on the basis of notional expense and so this would not work.
- 50.5 In response to a query about how the Local Delivery Vehicle (LDV) might affect the account, the committee were told that the LDV concerned capital expenditure of resources, so it would not affect the Revenue Account.
- 50.6 One member indicated that he did not consider the rent increase to be fair, particularly in the economic difficulties that were being experienced. It was agreed that he would raise this issue with the relevant Cabinet Member for their attention.
- 50.7 **RESOLVED** – That the report be noted.

51. COMMISSIONING PLAN FOR SHORT-TERM CARE

- 51.1 The committee received a verbal update on the progress with the Commissioning Plan for Short-term Care from Jane Macdonald, the Service Improvement Manager for Commissioning, prior to the full report due to come to ASCHOSC in March 2009.
- 51.2 Members commented that this might be a topic that could be usefully covered in a Member Development session. This was agreed as an item for the 2009/10 work programme.
- 51.3 **RESOLVED** – that the full report be brought to ASCHOSC in March 2009 and that the topic of Commissioning for Short-term Care be raised as a development area.

52. HOUSING PROCUREMENT (COPY ATTACHED)

- 52.1 The committee considered a report on housing procurement. Joy Hollister, Director of Adult Social Care and Housing and Nick Hibberd, Assistant Director of Housing Management, answered members' questions.
- 52.2 Members asked for an update on the Local Delivery Vehicle (LDV) and how this was progressing in raising capital. Ms Hollister explained that an information memorandum

had been sent to a number of banks before Christmas for funding options. Of those, three banks had expressed an interest and had asked for further information. The directorate was in communication with the banks on a daily basis. The LDV company would continue to be set up concurrently, and would also start to apply for charitable status.

52.3 Members queried how the LDV would intend to achieve its aims of supporting small businesses and offering apprenticeships. Mr Hibberd said that the council would strongly encourage the use of local businesses as sub-contractors and encourage sub-contractors to take on apprentices; local businesses would also be made aware of the opportunities that were there. The council would track the progress of this piece of work to ensure the objectives were being reached. The council would be working with Connexions, Job Centre Plus and City College to address this issue.

52.4 **RESOLVED** – That the report be noted

53. REVIEW OF LEARNING DISABILITY DAY SERVICES

53.1 The special circumstances for non-compliance with Council Procedure Rule 23, Access to Information Rule 5 and Section 100B(4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) are that the department wished to allow the maximum time for consultation.

53.2 The committee heard that learning disability (LD) services were being shaped in line with the personalisation and reablement agendas. There was a proposal for an in-house Day Options Team to support clients in accessing more options for daily living.

The proposals would affect people with learning disabilities living in private residential homes. Residents in council-managed residential homes would continue to use day services in the same way that they currently did. The directorate had consulted widely on the proposals; they were supported by the Learning Disability Partnership Board and advocacy agencies. A full report was due to come to ASCHOSC in March 2009 for consultation.

53.3 The committee heard that in a study at Lancaster University of a similar change in LD services, service users had reported a vastly increased quality of life, and there had been a more efficient use of council resources.

53.4 **RESOLVED** – That the report be noted and a further report be brought in March 2009 for consultation.

54. BUDGET PRESSURES

54.1 The special circumstances for non-compliance with Council Procedure Rule 23, Access to Information Rule 5 and Section 100B(4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) are that the report could not be concluded prior to the despatch of the agenda.

- 54.2 The committee received a summary report from Joy Hollister, Director of Adult Social Care and Housing. The final report was due to go to the Overview and Scrutiny Commission in February 2009, then on to Cabinet and to full Council.
- 54.3 The committee members did not have any questions at present. It was suggested that if they did have any queries, these should be addressed directly to Ms Hollister.
- 54.4 **RESOLVED** – That the report be noted.

55. UPDATE ON AD HOC PANEL (VERBAL REPORT)

- 55.1 The Chairman of the ad-hoc Panel, Anne Meadows, verbally updated Members on the progress of the ad hoc Panel. The panel had had all of its public meetings and were now at the deliberation stage, considering appropriate recommendations. The draft report would be brought to the March ASCHOSC.
- 55.2 **RESOLVED**- That the update be noted and the draft report be brought to March ASCHOSC.

56. ASCHSOSC DRAFT WORK PLAN (COPY ATTACHED)

- 56.1 Members considered a proposed draft work plan for the next two meetings.
- 56.2 **RESOLVED** – That the draft plan be agreed.

57. ITEMS TO GO FORWARD TO CABINET OR THE RELEVANT CABINET MEMBER MEETING

- 57.1 There were none.

58. ITEMS TO GO FORWARD TO COUNCIL

- 58.1 There were none.

The meeting concluded at 6.00pm

Signed

Chair

Dated this

day of

Agenda Item 67

Update on the ad hoc Panel and draft recommendations

- 1.1** The draft recommendations from the ad hoc panel on student impact are appended in Appendix 1 to this paper.

- 1.2** The full draft report, together with the recommendations, will be circulated to all members of the Adult Social Care and Housing Overview and Scrutiny Committee following the final stages of the internal consultation process, prior to the Committee meeting on 5 March 2009.

Summary of Recommendations

Noise Nuisance

Recommendation 1 - The panel recommends that the Cabinet Member for Environment considers extending the council-run Noise Patrol to operate over more nights of the week, probably Wednesday and Thursday, and to extend the operating hours until later in the night (page 19)

Recommendation 2 - The panel recommends that there should be increased publicity to advise residents that they can report a noise nuisance problem retrospectively and to publicise the out of hours service; this could be included in City News, on the council's website and perhaps in leaflets in public offices. The panel also recommends that the Out of Hours emergency service should be properly resourced. (page 20)

Recommendation 3 – the panel recommends that the Cabinet Member for Environment considers the feasibility of a 24 hour telephone line for the public to report non-emergency noise and anti-social behaviour. If this were implemented, the panel would recommend that it is piloted for a year, with a report on the issues raised to go to the Student Impact Working Group. (page 20)

Recommendation 4 – the panel recommends that the Environmental Health and Licensing Team reviews its noise nuisance procedures in order to assess whether the noise nuisance diary sheets are always the most effective and user-friendly way of addressing noise complaints.

Recommendation 5 – the panel recommends that the Students' Union works to raise awareness of the SShh campaign amongst students and non-students including ward councillors. This should be an ongoing annual campaign due to the turnover of students. The panel recommends that particular focus is drawn to the impact of playing music in cars with the windows open and that the SShh campaign encourages students to refrain from this. (page 21)

Recommendation 6 – the panel would encourage the universities, the Police and the Student Union to work together to find ways to jointly address the issue of street noise nuisance in residential areas, caused by groups of students returning from nights out. (page 21)

Recommendation 7 – the panel recommends that the University of Brighton considers whether there is a more suitable outside space that might be used, and that measures are put in place to address noise from smokers and other students gathering on the Podium.

The panel would also recommend that signage is installed across the

Phoenix halls site asking that noise is kept to a minimum after 11pm. In addition, the panel would like the university to consider introducing a policy asking students to close their windows before playing music at night, in order to minimize noise nuisance for neighbours. (page 22)

Recommendation 8 – the panel would like to suggest that the University of Brighton considers how its premises are controlled and in particular, the staffing resources that might be needed to provide an effective way of managing and minimising the noise nuisance. (page 22)

Recommendation 9 - the panel would like to ask that the universities and developers have regard to possible noise impact on neighbours and the particular architectural nature of the area in which they will be built when they are being designed, especially in relation to the provision of smoking areas for residents. The panel also recommends that this suggestion is formalized in any relevant planning documents relating to student accommodation. (page 23)

Refuse & Recycling

Recommendation 10 – the panel recommends that CityClean issues wheeled bin stickers giving information about collection days so that all households know when to put their refuse out. It is recommended that this would be an alternative to the magnets that are currently issued. (page 24)

Recommendation 11 – the panel recommends that for those areas of the city that do not currently have council-issued wheeled bins, CityClean should erect additional notices on lamp-posts advising residents of their collection day. (page 24)

Recommendation 12 – the panel recommends that CityClean re-designs the information stickers for their recycling boxes in order that they can be stuck to the box rather than on the lid, as the lids tend to blow away. (page 25)

Recommendation 13 – the panel recommends that CityClean advertises information about changes in collection dates for refuse and recycling in both of the universities' newspapers and on the universities' websites. (page 25)

Recommendation 14 – the panel recommends that the Cabinet Member for Environment considers the issue of how to tackle the problem of bulky waste being abandoned by student households, both throughout term-time and at the end of term. The panel recommends that the Cabinet Member gives the suggestions made in the body of the report due consideration. (page 26)

Recommendation 15 – the panel suggests that the universities speak to their student unions about introducing termly clean-up days. (page 26)

Car Parking

Recommendation 16 – the panel would like to suggest to the universities that they include information in their prospectuses and accommodation guides about the range of public transport in the city and that they explicitly recommend that students do not bring cars with them automatically. (page 27)

Recommendation 17 - Students should be treated on the same basis as non-students when it comes to the issue of residents' parking permits. (page 27)

Council Tax

Recommendation 18 – the panel would encourage Council Tax officers to continue to meet regularly with the universities in order to establish current and future student numbers. The results from the meetings should be reported to the Student Impact Working Group or the Cabinet Member for their consideration. (page 28)

Recommendation 19 – the panel recommends that the Council Tax service considers the three suggestions made above about how to improve levels of registered student household exemptions. The panel recommends that the results are monitored on a bi-annual basis and that the results are reported to the Student Impact Working Group or to the Cabinet Member for consideration. (page 29)

Community Liaison Staff

Recommendation 20 - the panel suggests that the University of Sussex considers following the good practice established by the University of Brighton and establishes a role of a dedicated Community Liaison Officer for the University of Sussex. The two officers could work together to address shared student problems across Brighton and Hove. (page 30)

Recommendation 21 – the panel suggests that the University of Sussex considers how it could promote awareness of its housing team, and how residents can contact the university if they have complaints about particular students. (page 30)

Planning Policies

Recommendation 22 – the panel recommend that the Planning Strategy team carries out research into the various planning options available to control the level of student housing, and to consider whether there would be any merit in introducing such controls into Brighton & Hove where this was appropriate for the area. If planning controls were introduced, this would help to ensure balanced and mixed communities across the city.

The Planning Strategy Team should also consider the feasibility of adopting a planning condition regarding the need for universities who have planning permission to expand their educational space to provide a commensurate increase in bed spaces.

The findings should be published as a Supplementary Planning Document. (page 32)

Recommendation 23 - the panel recommends that the Cabinet Member for Environment lobbies central Government on behalf of Brighton & Hove City Council with regard to managing Houses of Multiple Occupation and in terms of the Use Classes Order. (page 32)

Recommendation 24 – the panel recommends that the Cabinet Member for Housing lobbies central Government on behalf of Brighton & Hove City Council to request that student housing is given its own targets with regards to providing accommodation. (page 33)

Recommendation 25 – the panel recommends that the Planning Strategy team recognises the need for student accommodation to be planned and that the team considers positively identifying land suitable for halls of residence in the Local Development Framework. The team could consider the scope for including small numbers of units of student housing amongst new- build developments (page 33)

Halls of Residence

Recommendation 26 – the panel would suggest that the universities, working with the students' union consider the potential for offering alternative, lower cost accommodation for students with low incomes. (page 34)

Recommendation 27 – the panel would suggest that the universities consider whether there is scope to expand the offer of rooms in halls of residence to those second and third years who would like to live there. (page 35)

Recommendation 28 – the panel would suggest to the universities that they explore the possibilities of expanding their portfolio of directly managed properties over the long term, in order to increase the range of options available to student tenants. (page 35)

Recommendation 28a – the panel recommends that the University of Brighton considers planting trees and bushes on the Phoenix Halls site, in order to assess whether this would help to mask any noise. The panel would like to suggest that the university talks to local residents about their experiences after a trial period. (page 35).

Student Landlord Issues

Recommendation 29 - the panel recommends that the Private Sector Housing Team discuss the potential benefits of a landlord accreditation scheme with representatives from Brighton and Hove's landlord associations and other parties.

Empty Properties

Recommendation 30 - the panel recommends that the Cabinet Member for Housing forms a view as to whether student properties that are empty on a long term basis might be re-used for social housing. (page 38)

Partnership Working and Communications

Recommendation 31 – the panel recommends that a Student Impact Working Group is formed, comprising of both of the universities and local colleges, the council, police, residents representing Residents' Associations, the students' unions, ward councillors, representatives for landlords and community liaison staff or staff from the accommodation teams. This would facilitate ongoing and improved communication and liaison between the partners.

The Group should consider the operational issues caused by the impact of students living in the city and discuss ways of addressing possible solutions where necessary. The Group should also coordinate a shared database of sanctions that the partners already have. (page 39)

Recommendation 32 – the panel recommends that the Student Impact Working Party supports and coordinates the information gathering and mapping of student numbers to establish an ongoing picture of the student map in Brighton & Hove. (page 40)

Recommendation 33 – the panel recommends that the Student Impact Working Group considers the benefits of producing one centralized induction pack for all partners in the city to issue to students. This might include a checklist of useful items to check when starting a tenancy. (page 40)

Recommendation 34 – the panel recommends that the Student Impact Working Group considers the benefits of carrying out a 'Health Impact Assessment' or a cumulative impact zone in student neighbourhoods. (page 41)

Positive Impact of Students to Local Community

Recommendation 35 – the panel would recommend that the universities continue to encourage students to take part in volunteering opportunities in their neighbourhood. The ward councillors could become involved in

helping to prioritise tasks. (page 42)

Recommendation 36 – the panel would encourage students, via their Students' Unions, to attend their Local Action Team meetings and to play an active part in the community. (p42)

DRAFT

Adult Social Care and Housing Overview and Scrutiny Committee

Investigative Panel

Scrutiny Report - Students in the Community

February 2009

Overview & Scrutiny

Brighton & Hove City Council

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- 07 November 2008
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- 05 December 2008

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Chairman's Introduction

It is recognised in Brighton and Hove that the student population is making a positive contribution to the city's economy and diversity. However, we need to find a balance between the energy, vibrancy and economic value that students bring to our city with the genuine concerns of local residents, to maintain a positive sense of community for everyone who lives here.

As a city, we need to take steps to manage and reduce any adverse impacts on particular areas. This can only be achieved by the local authority working together with the universities, colleges, local residents, students and other partners.

This investigation and report have been borne out of the desire to recognise and balance the lifestyles of all of Brighton & Hove's residents, whether they are living in the city for the short term or have settled here more permanently

We should all strive to achieve a more equitable residential mix of housing to ensure that our city's community spirit is maintained. I hope that the recommendations made in this report will contribute to achieving this ambition.

On behalf of all three of the panel members, I would like to thank everyone who took the time to contact the panel with their views and comments and all of those people who attended our meetings; your input was greatly appreciated

Anne Meadows, Chairman Adult Social Care and Housing Overview and Scrutiny

Committee Ad Hoc Panel

February 2009

Executive Summary

1. The Scrutiny Review on Students in the Community was instigated by members of the Adult Social Care and Housing Overview and Scrutiny Committee at Brighton & Hove City Council in autumn 2008.
2. The initiative for the work came following the Committee's consideration of Brighton and Hove City Council's draft Housing Strategy. The draft strategy had been formulated with extensive reference to issues relating to student housing, but following discussions with the Directorate, the Adult Social Care and Housing Overview and Scrutiny Committee members felt that there was an opportunity for a more focused piece of work on the issues relating to the effect of students living in Brighton and Hove.
3. The scrutiny panel was established, consisting of three members of the Committee, Councillors Anne Meadows, Georgia Wrighton and Tony Janio. Councillor Meadows was Chairman of the panel.
4. The panel recognised at the scoping stage that there was the potential for a very large piece of work; they were conscious that their work had to be focussed on the effect of student accommodation on other residents.
5. Panel members felt that hearing from members of the public was vital to establish an understanding of the effect of students living in the city; they sought public comments in a variety of ways, including inviting people to speak to the panel or send in letters or emails. A total of 42 letters and emails were received, as well as a representation on behalf of 87 Elm Grove residents. In addition, 12 city residents including students spoke to the panel at the public meeting.
6. The panel heard that residents' frustrations could be broken down into a number of broad categories:
 - noise complaints from within student houses or from halls of residence
 - noise complaints in the street, particularly late at night when students were returning home or due to non smoking legislation within buildings
 - refuse and recycling was being left out on the wrong collection days
 - refuse, especially bulky waste, was being left on the pavement or in front gardens for extended periods of time, causing an inconvenience
 - student households having multiple cars per house, and using a lot of on-road parking spaces
 - residents did not know who to contact when they had a problem with a student household, or what action they were able to take
 - student landlords did not maintain the properties adequately, leading to a run-down appearance in the neighbourhood and a poor standard of accommodation
 - that there were no restrictions on the number of student households in an area,
 - some areas were becoming saturated with student households, affecting the balance of the community and the infrastructure.
 - There were problems associated with accommodation in both halls of residence and in private sector housing.
7. Residents were also keen to make the point that the problems that they had

experienced were often limited to a minority of students and that they were aware that the majority of students lived in the city without causing any disturbance to other residents.

8. In addition, the students who attended the panel raised further issues:
 - There was a wide spread tendency to view all problems associated with young people as being student related but this was not always the case
 - There should be an accreditation system for student landlords, to ensure that all accommodation was of an acceptable standard
 - The council, universities and students' unions should work together on campaigns that targeted students
 - Students brought a lot of positive benefits to the city, and carried out volunteering work which benefited the city. They should be encouraged to play an active role in the community
 - The Students Unions could encourage students to use public transport rather than private cars
9. The panel recognised that residents might not differentiate between a student and a non-student occupied House of Multiple Occupation, tending to assume that the property was tenanted by students if it was tenanted by young people. Nevertheless, it was still beneficial to consider the impact of students on residents and neighbourhoods, as there was felt to be a correlation between student households and residents' concerns.
10. The focus was on the two large universities in the city, the University of Sussex and University of Brighton as the majority of students living in the city attend one of these two institutions. However this should not be taken to mean that the panel's discussions and recommendations exclude other establishments such as City College and Brighton Institute of Modern Music, amongst others, as both of these have their own students living in private rented accommodation and will invariably have their own student effect issues.
11. Following the first public meeting, the panel held three evidence gathering public meetings over November and December 2008, inviting a number of expert witnesses to speak to them, including officers of the City Council, Brighton and Sussex Universities, the police and city landlords, in order to understand the various issues that they had heard about from residents, and suggest recommendations to remedy areas where there may be problems.
12. At the end of the evidence gathering process, the panel met again to discuss the evidence that they had heard and to compile their recommendations. The panel have made a total of 37 recommendations which they hope will help to address the negative effects that residents reported.
13. The recommendations are aimed at a variety of audiences, including Cabinet Members within Brighton and Hove City Council and to the universities themselves.
14. The panel's work is intended to complement other research going on across the city through the Strategic Housing Partnership but it does not duplicate that work. It is hoped that this report and recommendations will be included in the ongoing work that is developed through the Partnership, helping them to formulate future policy documents.

Summary of Recommendations

Noise Nuisance

Recommendation 1 - The panel recommends that the Cabinet Member for Environment extends the council-run Noise Patrol to operate over more nights of the week, probably Wednesday and Thursday, and to extend the existing weekend operating hours, (page 28)

Recommendation 2 - The panel recommends that there should be increased publicity to advise residents that they can report a noise nuisance problem retrospectively; this could be included in City News, on the council's website and perhaps in leaflets in public offices.(page 29)

Recommendation 3 - The panel recommends that the Out of Hours emergency noise patrol service should be properly resourced and properly publicised, (page 29)

Recommendation 4 - the panel recommends that the Cabinet Member for Environment resources a 24 hour telephone line for the public to report non-emergency noise and anti-social behaviour, (page 29)

Recommendation 5 - the panel recommends that the Environmental Health and Licensing Team reviews its noise nuisance procedures in order to assess whether the noise nuisance diary sheets are always the most effective and user-friendly way of addressing noise complaints, (page 29)

Recommendation 6 - the panel would like to see the SShh campaign developed by Students' Unions in conjunction with community association representatives and ward councillors. This should be an ongoing annual campaign due to the turnover of students. (page 30)

Recommendation 7 - the panel would encourage the universities, the Police and the Student Union to work together to find ways to jointly address the issue of street noise nuisance in residential areas, caused by groups of students returning from nights out. (page 30)

Recommendation 8 - the panel recommends that the University of Brighton considers whether there is a more suitable outside space that might be used, and that measures are put in place to address noise from smokers and other students gathering on the Podium at the Southover Street Phoenix Halls, (page 30)

Recommendation 9 - The panel would recommend that the University of Brighton considers introducing a policy asking students on the Phoenix Halls site to close their windows before playing music at night, in order to minimize noise nuisance for neighbours. The panel would also ask that clearer, more visible signage is installed across the Phoenix Halls site asking that noise is kept to a minimum after 11pm. (page 30)

Recommendation 10 - the panel would like to suggest that the University of Brighton considers the staffing resources that might be needed to provide an effective way of managing and minimising the noise nuisance and how its premises in residential areas are controlled, (page 31)

Recommendation 11 - the panel recommends that the University of Brighton considers planting trees and bushes on the Phoenix Halls site, in order to assess whether this would help to mask any noise. The panel would like to suggest that the university talks to local residents about their experiences after a trial period, (page 31).

Recommendation 12 - the panel would like to ask that the universities and developers have regard to possible noise impact on neighbours and the particular architectural nature of the area in which they will be built when they are being designed, especially in relation to the provision of smoking areas for residents. The panel also recommends that this suggestion is formalized in any relevant planning documents relating to student accommodation, (page 31)

Community Liaison Staff

Recommendation 13 - the panel recommends that the University of Sussex considers following the good practice established by the University of Brighton and establishes a role of a dedicated Community Liaison Officer for the University of Sussex. The two officers could work together to address shared student problems across Brighton and Hove, (page 32)

Refuse & Recycling

Recommendation 14 - the panel recommends that CityClean issues wheeled bin stickers giving information about collection days so that all households know when to put their refuse out. It is recommended that this would be an alternative to the magnets that are currently issued, (page 33)

Recommendation 15 - the panel recommends that for those areas of the city that do not currently have council-issued wheeled bins, CityClean should erect additional notices on lamp-posts advising residents of their collection day. (page 34)

Recommendation 16 - the panel recommends that CityClean places the information stickers for their recycling boxes in order that they can be stuck to the box rather than on the lid, as the lids tend to blow away, (page 34)

Recommendation 17 - the panel recommends that CityClean advertises information about changes in collection dates for refuse and recycling in both of the universities' newspapers and on the universities' websites, in addition to the usual council publication locations. (page 35)

Recommendation 18 - the panel recommends that the Cabinet Member for Environment considers the issue of how to tackle the problem of bulky waste being fly tipped by student households, both throughout term-time and at the end of term. The panel recommends that the Cabinet Member gives the suggestions made in the body of the report due consideration, (page 36)

Recommendation 19- the panel suggests that the universities organise termly clean up days in conjunction with their student unions, (page 36)

Car Parking

Recommendation 20 - the panel recommend that the universities include information in their prospectuses and accommodation guides about the range of public transport and Car Clubs in the city and that they explicitly recommend that students do not bring cars with them, (page 37)

Recommendation 21- Students should be treated on the same basis as non-students when it comes to the issue of residents' parking permits, (page 37)

Council Tax

Recommendation 22 - the panel would encourage Council Tax officers to continue to liaise regularly with the universities in order to establish current and future student numbers, (page 38)

Recommendation 23 - the panel recommends that the Council Tax service considers the four suggestions made in the body of the report about how to improve levels of registered student household exemptions, (page 39)

Planning Policies

Recommendation 24 - the panel recommend that the existing Planning Strategy team carries out research into the various planning options available to control the level of student housing, and to consider whether there would be any merit in introducing such controls into Brighton & Hove where this was appropriate for the area. If planning controls were introduced, this would help to ensure balanced and mixed communities across the city.

The Planning Strategy Team should also consider the feasibility of adopting a planning condition regarding the need for universities who have planning permission to expand their educational space to provide a commensurate increase in bed spaces.

The findings should be published as a Supplementary Planning Document, (page 41)

Recommendation 25 - the panel recommends that the Cabinet Member for Environment lobbies central Government on behalf of Brighton & Hove City Council with regard to the planning Use Classes Order and the associated permitted development rights, (page 41)

Recommendation 26 - the panel recommends that the Cabinet Member for Housing lobbies central Government on behalf of Brighton & Hove City Council to request that student housing is given its own targets with regards to providing accommodation, (page 41)

Recommendation 27 - the panel recommends that the Planning Strategy team recognises the need for student accommodation to be planned and that the team considers positively identifying land suitable for halls of residence in the Local Development Framework. The team could consider the scope for including small numbers of units of student housing amongst major new- build developments (page 42)

Provision of Halls of Residence

Recommendation 28 - the panel would suggest that the universities, working with the students' union consider the potential for offering alternative, affordable accommodation in halls of residence for students with low incomes, (page 43)

Recommendation 29 - the panel would suggest that the universities consider whether there is scope to expand the offer of rooms in halls of residence, not only to first year students but also to those second and third years who would like to live there, (page 43)

Recommendation 30 - the panel would suggest to the universities that they explore the possibilities of expanding their portfolio of directly managed properties over the long term, in order to increase the range of options available to student tenants, (page 44)

Student Landlord Issues

Recommendation 31 - the panel recommends that the Private Sector Housing Team discuss the potential benefits of a landlord accreditation scheme in relation to student accommodation, which does not fit into the existing Houses of Multiple Occupation accreditation scheme, with representatives from Brighton and Hove's landlord associations and other parties, (page 46)

Empty Properties

Recommendation 32 - the panel recommends that the Empty Properties Team works proactively with student landlords and managing agents to ensure that student properties that are unoccupied can be reused for social housing, (page 46)

Partnership Working and Communications

Recommendation 33 - the panel recommends that a Student Working Group is formed, comprising of both of the universities and local colleges, the council, police, residents representing Residents' Associations, the students' unions, ward councillors, representatives for landlords and community liaison staff or staff from the accommodation teams. This would facilitate ongoing and improved communication and liaison between the partners.

The Group should consider the operational issues caused by the impact of students living in the city and discuss ways of addressing possible solutions where necessary. The Group should also coordinate a shared database of sanctions that the partners already have. (page 48)

Recommendation 34 - the panel recommends the immediate benefits of a shared information pack for all partners in the city to issue to students and that the Student Working Group could implement this as one of their first actions, (page 49)

Recommendation 35 - the panel recommends that the Student Working Group considers the benefits of carrying out a 'Neighbourhood Health Impact Assessment' or a cumulative

impact zone in student neighbourhoods, (page 49)

Positive Impact of Students to Local Community

Recommendation 36 - the panel would recommend that the universities continue to encourage students to take part in volunteering opportunities in the residential areas in the city where there is a significant student population in order to foster improved community relations. The ward councillors and community association should become involved in helping to prioritise tasks, (page 50)

Recommendation 37 - the panel would encourage students, via their Students' Unions, to attend their Local Action Team meetings and to play an active part in the community. (p50)

Part A - Introduction

1-The Scrutiny Review

- 1.1 The Scrutiny Review on Students in the Community was instigated by members of the Adult Social Care and Housing Overview and Scrutiny Committee in Autumn 2008, as part of Brighton and Hove City Council's Overview and Scrutiny programme.

Brighton and Hove City Council's draft Housing Strategy had been formulated with extensive reference to issues relating to student housing, but the Adult Social Care and Housing Overview and Scrutiny Committee members felt that there was an opportunity for a more focused piece of work on the issues relating to the effect of students living in the local community.

The scrutiny panel was proposed, with its remit to seek to take evidence from local residents including students and from a variety of expert sources, including officers of the City Council, Brighton and Sussex Universities, the police and city landlords, in order to understand the various issues and suggest recommendations to remedy areas where there may be problems. Please see Appendix 2 for copies of the letters and emails and Appendix 4 for a list of witnesses.

- 1.2 The Adult Social Care and Housing Overview and Scrutiny Committee agreed to form the proposed ad-hoc investigative panel to investigate this issue at its 4 September 2008 meeting.
<http://present.brighton-hove.gov.uk/Published/C00000139/M00001586/Minutes.doc.pdf>
- 1.3 Councillors Anne Meadows, Georgia Wrighton and Tony Janio agreed to become panel members. The panel members subsequently elected Councillor Meadows as Chairman of the panel.
- 1.4 The panel held one public meeting for residents and students to share their experiences with the panel, and three public meetings for evidence gathering, at which invited witnesses spoke to the panel, responding to questions about students in the local community.
- 1.5 The public meeting was very well attended. Many city residents took the opportunity to share their views about living alongside student households; students from both universities also spoke about their experiences of living in Brighton and Hove. In addition to the public comments, the panel received a number of written submissions from residents on this topic.
- 1.6 The witnesses at the three evidence gathering meetings included experts on student impact both nationally and locally; representatives for the Strategic Housing Partnership; representatives from Neighbourhood Police; officers of Brighton & Hove City Council (including managers from Private Sector Housing and Housing Strategy, Neighbourhood Renewal, Development Control, Planning Strategy, CityClean,

Environmental Health and Licensing, Council Tax and Strategic Finance); local letting agents; a representative on behalf of the National Federation of Private Landlords; senior officers from both the University of Sussex and Brighton University, and members of staff from both universities.

The panel would like to place on record its thanks to all of the people who took the time and effort to write in to them or gave evidence in person, to the expert witnesses for their invaluable contribution, and to all of the participants for the positive and helpful way in which they discussed the matter with the panel.

2 - Scope of the Review Panel

The panel members met prior to the first public meeting in order to agree the scope of the review.

The members agreed that their focus would be to consider how best to investigate the effect of student accommodation in residential areas, whilst recognising the long and short term positive effects of the universities and colleges and their student population for Brighton and Hove. It was important to set the effects in a context of the advantages of having the universities and colleges and their students in the city.

The panel was aware that there were already high-level strategic partnerships in place between Brighton & Hove City Council, both of the city's universities and other housing partners through the work of the Strategic Housing Partnership, one of the family of partners in the Local Strategic Partnership.

The ad hoc panel's work was not intended to duplicate the Strategic Housing Partnership's work but rather to assist its work by considering operational and practical solutions to the effect of student accommodation.

The panel recognised from the outset that a significant proportion of the negative impacts that they were investigating were not limited to student households, but that they were often indicative of Houses of Multiple Occupation.

Brighton has one of the highest proportions of privately rented homes in England outside London, although not all of these will be Houses of Multiple Occupation. Nationally 48 per cent of heads of household in the private rented sector are under 35, compared to 20 per cent in social renting and 13 per cent in owner occupation (<http://www.communities.gov.uk/housing/housingresearch/housinasurvevs/survevofenali shhousina/sehlivetables/survevenalish/224421/>)

The panel also recognised that residents might not differentiate between a student and a non-student occupied House of Multiple Occupation, tending to assume that the property was tenanted by students if it is tenanted by young people. Nevertheless, it was still beneficial to consider the impact of students on residents and neighbourhoods, as there was felt to be a correlation between student households and higher reports of residents' concerns.

The panel members had an initial range of ideas of the witnesses that they wished to invite to speak, but they felt that it was essential for residents to be able to have their input into the review at an early stage, so that members could attempt to identify and

understand the various issues involved from the outset. With this in mind, the first meeting was publicised as being open to anybody who wished to speak to the panel; written submissions were also actively encouraged, through press releases in the local newspaper, *The Argus*, and on the council's website, www.brighton-hove.aov.uk.

- 2.5 There was evidence from the content of some residents' contact with ward councillors suggesting that student housing - and in particular what was felt to be an overwhelming level of student accommodation in some areas- was causing a significant level of resentment and unhappiness that it was hoped could be avoided or reduced.
- 2.6 Following the public meeting and the written submissions, the panel finalised their list of invited witnesses, arranging for the relevant people to be able to respond to the points that had been raised by residents.
- 2.7 During the investigative panel, the focus was on the two large universities in the city, the University of Sussex and University of Brighton as the majority of students living in the city attend one of these two institutions. However this should not be taken to mean that the panel's discussions and recommendations exclude other establishments such as City College and Brighton Institute of Modern Music, amongst others, as both of these have their own students living in private rented accommodation and will invariably have their own student impact issues.
- 2.8 Due to the time-limited nature of an ad hoc panel (with constitutional guidance that the work should be conducted within three meetings or less) the panel took an early decision to focus on areas of residents' complaints and concern, particularly within the accommodation arena, as this was felt to be the focus of residents' dissatisfaction. As a related issue, the panel also wished to cover associated aspects of student impact, such as the effect on Council Tax due to student-only households, as this has an effect on the city as a whole.
- 2.9 Again, due to the time restrictions of an ad hoc panel, at the scoping stage the members also took the conscious decision not to actively investigate the many positive aspects that students living in Brighton and Hove brought to the city, although several members of the public and a number of the invited witnesses did make specific reference to this. In particular, the panel decided that it would not be practical to include the economic effect of students on the city in its scope.
- 2.10 The final report will be considered by the Adult Social Care and Housing Overview and Scrutiny Committee, the parent committee of this panel. The report will then go to Cabinet Members for a formal decision on the recommendations that have been made.

3 - Number and Areas of Student Households

- 3.1 There are two universities in Brighton & Hove, the University of Sussex and University of Brighton, as well as a number of other smaller colleges including City College and the Brighton Institute of Modern Music.
- 3.2 Mapping from 2002-2007 showed the greatest concentration of student households in the 'traditional' student areas of Hanover, Hartington Road and Moulescoomb but the situation had been fluid. Recent years have seen significant numbers of students residing near London Road Station and in Regency Ward, with future movements into

Hollingdean anticipated.

- 3.3 Joanna Sage, a research student from the University of Brighton has provided the panel with a breakdown of student households from both of the universities in Brighton and Hove, by ward for the 2006/07 intake.

Table One shows students living in the private rented sector or their own homes (but not those living in the parental home). Table Two shows students living in halls of residence, for example, those living in Phoenix Halls in Southover Street.

Table One:

Ward	Students in Private Rented Sector or Own Home
Withdean	189
North Portslade	54
Hangleton and Knoll	92
Stanford	75
Moulsecoomb and Bevendean	1715
Hollingbury and Stanmer	711
Rottingdean Coastal	184
Woodingdean	63
Wish	103
Goldsmid	347
St. Peter's and North Laine	1650
South Portslade	81
Preston Park	568
Patcham	85
Hanover and Elm Grove	1497
East Brighton	253
Brunswick and Adelaide	429
Westbourne	154
Central Hove	210
Regency	569
Queen's Park	697
TOTAL	9726

Source: University of Brighton and University of Sussex enrolment data
 Coverage: 2006-07 intake, Brighton & Hove City

Description

This data refers to undergraduate students living in the Private Rented Sector, or in their own home - this does not refer to the parental home, but a home owned by the student or their family, but lived in solely by the student. This data does not include the postgraduate population.

Table Two:

Ward	Number of Students Living in Halls/ University Managed Accommodation
Withdean	13
North Portslade	0
Hangleton and Knoll	3
Stanford	0
Moulsecoomb and Bevendean	419
Hollingbury and Stanmer	3334
Rottingdean Coastal	4
Woodingdean	0
Wish	0
Goldsmid	29
St. Peter's and North Laine	117
South Portslade	1
Preston Park	43
Patcham	1
Hanover and Elm Grove	161
East Brighton	6
Brunswick and Adelaide	179
Westbourne	3
Central Hove	3
Regency	230
Queen's Park	56
TOTAL	4602

Source: University of Brighton and University of Sussex enrolment data
 Coverage: 2006-07 intake, Brighton & Hove City

Description:

This data refers to the undergraduate student population living in halls of residence or University managed accommodation, and does not include the postgraduate population. This data has been mapped according to student term time postcode data provided by the student at the point of enrolment. Students living outside of the Brighton & Hove City boundary are not included in this data set.

3.4 It can be seen from both of these tables that there are some areas of Brighton & Hove that are more sought after and populated by students as areas to live, in particular, the four Brighton wards of Moulsecoomb and Bevendean, Hollingbury and Stanmer, Hanover and Elm Grove, and St Peter's and North Laine, each of which had in excess of 1500 students in the ward.

On the opposite end of the scale, there were a number of wards within Brighton & Hove that had a very low student population. Six wards - North Portslade, Hangleton and Knoll, Stanford, Woodingdean, South Portslade and Patcham - each had fewer than one hundred students living in the ward. It can be seen from the numbers above that

students are more likely to live in Brighton rather than Hove.

- 3.5 This pattern of a concentrated number of student households in certain areas of the city is not unique to Brighton and Hove. It is a situation that has been occurring nationally in university towns and cities. It has been termed 'studentification', a term coined by Dr Darren Smith of the University of Brighton.

'Studentification' can indicate the social and environmental changes caused by very large numbers of students living in particular areas of a town or city (Macmillan English Dictionary - <http://www.macmillandictionary.com/New-Words/040124-studentification.htm>)

However the term 'studentification' has taken on negative connotations in the media - page 11 <http://resource.nusonline.co.uk/media/resource/community%20report1.pdf> and the National Union of Students Welfare Campaign looking into the issue of student housing suggested that the term 'students in the community' was used as an alternative; we have endeavoured to use 'students in the community' in this report.

Part B - Evidence Gathering

1 -Public Engagement

- 1.1 Panel members considered it essential for residents to have the opportunity to describe how their lives were affected by students living in their neighbourhoods at the start of the process so that the investigation could be resident-led.
- 1.2 An article was published in the Argus on 4 October 2008 and on Brighton & Hove City Council's website at the same time inviting people to either write in with their comments or to attend the public meeting at Hove Town Hall on 17 October 2008. Subsequently, stories were published in the Argus on 21 October, 27 October, 29 October, 30 October, 31 October, 10 November and 24 November 2008. It was the topic of an on-line 'Friday Inquisition' on the Argus's website on 31 October 2008, where members of the public emailed in their questions about student housing and Councillor Meadows and representatives from both universities publically responded to the questions.
[http://www.theargus.co.uk/search/3808497.Councillor Anne Meadows and Brighton universities Student Unions /](http://www.theargus.co.uk/search/3808497.Councillor+Anne+Meadows+and+Brighton+universities+Student+Unions/)

Please see Appendix 1 for the press release and Appendix 5 for copies of the text of the above articles.

- 1.3 The panel ensured that both Sussex and Brighton's students' unions were aware of the public meeting. The student union presidents and students from both universities were encouraged to attend and did attend the meeting.
- 1.4 The panel received 42 individual letters and emails from residents, and a representation from David Lepper MP on behalf of 87 residents from the Elm Grove area of Brighton. Please see Appendix 2 for copies of the text of the letters, emails and representations.
- 1.5 Members heard detailed submissions and statements from twelve residents including students at the public meeting on 17 October 2008 in Hove Town Hall. The local media attended, as they did for the evidence gathering meetings, and stories and letters were published in the Argus after the meetings.
- 1.6 Members would like to formally thank everybody who took the trouble to contact them or to come to the public meeting. Members were particularly pleased to hear from students from both universities, including the presidents of both Students' Unions.

Residents' Comments

- 1.7 As mentioned in Section 2a, there are four areas of Brighton and Hove which have a much higher student population than others. It was anticipated that the majority of resident comments would therefore come from residents living in those four wards - Moulescoomb and Bevendean, Hollingbury and Stanmer, Hanover and Elm Grove, and St Peters and North Laine. This proved to be the case.
- 1.8 Residents expressed a wide variety of views, both positive and negative, about the impact of student households in their neighbourhoods and in the city generally.

Residents were, in general, keen not to lay the blame for problems with students as a whole, recognising that the majority of student households did not cause trouble.

Residents felt that it was the problems that had been experienced were largely due to a combination of factors, including a lack of information being given to student households on a variety of issues such as refuse collection days, a lack of planning legislation specifically on student housing.

1.9 The more negative comments that the panel received from the letters, emails and the public meeting are summarised in the list below.

- noise complaints from within student houses or from halls of residence
- noise complaints in the street, particularly late at night when students were returning home or due to non smoking legislation within buildings
- refuse and recycling was being left out on the wrong collection days
- refuse, especially bulky waste, was being left on the pavement or in front gardens for extended periods of time, causing an inconvenience
- student households having multiple cars per house, and using a lot of on-road parking spaces
- residents did not know who to contact when they had a problem with a student household, or what action they were able to take
- student landlords did not maintain the properties adequately, leading to a run-down appearance in the neighbourhood and a poor standard of accommodation
- that there were no restrictions on the number of student households in an area,
- some areas were becoming saturated with student households, affecting the balance of the community and the infrastructure.

It is important to note that there were problems associated with accommodation in both halls of residence and in private sector housing.

1.10 In addition, the students who attended the panel - who are also residents in the city - raised further issues:

- There was a wide spread tendency to view all problems associated with young people as being student related but this was not always the case
- There should be an accreditation system for student landlords, to ensure that all accommodation was of an acceptable standard
- The council, universities and students' unions should work together on campaigns that targeted students
- Students brought a lot of positive benefits to the city, and carried out volunteering work which benefited the city. They should be encouraged to play an active role in the community
- The Students Unions could encourage students to use public transport rather than private cars

More information is given on each of these points in the relevant chapters of this report.

2 -Evidence Gathering Meetings

2.1 Following the public meeting on 17 October 2008, the panel held three expert witness meetings in public, where invited witnesses came to speak to the panel about their thoughts on the impact of students living in Brighton and Hove. These were on 7

November 2008, 21 November 2008 and 5 December 2008. Residents and students attended each of the meetings.

The panel decided to divide the meeting location between Hove Town Hall and Brighton Town Hall in order to allow for greater accessibility for members of the public.

Full copies of the minutes for each of the four public meetings can be found in Appendix 3.

2.2 7 November 2008 in Hove Town Hall

2.2(i) Dr Smith, Reader in Geography, and Ms Sage, University of Brighton told the panel that they had studied the effect of increasing student numbers on several cities across the UK; they had mapped student households in Brighton and Hove. There was fluidity in the student housing market, with different areas of the city having higher concentrations and others lower numbers. The panel heard that Dr Smith and Ms Sage anticipated that there would be more student movement into Hollingdean in the near future.

The panel heard that Dr Smith and Ms Sage did not think it likely that de-studentification (where the overall numbers of students fall significantly) would occur in the city as it was an attractive destination for students. Both universities anticipated their attendance figures rising or staying stable until at least 2015.

Dr Smith and Ms Sage's research had shown that, in cities where de-studentification had occurred in some areas, this did not mean that the properties reverted to use as family housing; instead they were used for young professional tenants.

2.2 (ii) Mr Mannall, Community Liaison Officer, University of Brighton spoke about his role at the University of Brighton. He liaised with different agencies across the city on behalf of the University, as well as investigating and resolving individual complaints. Mr Mannall said that agencies welcomed there being a liaison officer.

Mr Mannall thought that it might be useful for there to be a shared information/ induction pack for all of the educational institutions to use, as well as the landlords, letting agents, the local authority and other partners. University of Brighton students were currently made aware of the standard of behaviour that was expected through compulsory inductions; the Student's Union was very involved in this process.

2.2(iii) Mr Newell, Community 2020 Partnership Officer, Brighton and Hove City Council spoke on behalf of the Strategic Housing Partnership, who were carrying out their own investigation into student impact on the city from both a positive and a negative stance. The Strategic Housing Partnership was focused on high-level strategic planning, coordinating discussions between various partners.

2.2(iv) Mr Reid, Head of Housing Strategy and Private Sector Housing, Brighton and Hove City Council told the panel about the legislation relating to Houses of Multiple Occupation from a private sector housing viewpoint. Legislation was fairly restrictive, both with regards to the way in which it defined a House of Multiple Occupation - a property of more than two storeys and/ or housing more than five people not living together as a single household - but also in terms of the powers given to local authorities. These powers tended to focus on ensuring a certain standard of

accommodation rather than managing any effect on the local community. Mr Reid said that most city landlords already provided good quality accommodation; any problems could be addressed through close working together between the universities and the local authority.

2.2(v) Mr Allen, Director, ebndc (East Brighton and New Deal for Communities) Partnership and Head of Neighbourhood Renewal Development and Strategy, Brighton and Hove City Council spoke about the positive contributions made by students to Brighton and Hove. Both of the universities were heavily involved in community and voluntary work in the city.

2.3 21 November 2008 in Brighton Town Hall

2.3(i) Sergeant Belfield, Street Policing Team explained that his team covered Hanover, St Peters and the North Laine areas. These were areas with high numbers of student residents, in both private rented accommodation and in halls of residence. Sergeant Belfield said that in his experience, students did not tend to cause difficulties in the city centre, but that the Street Policing Team would be tend to be called for noise complaints from students returning home or from noisy house parties. The police had powers to become involved in closing down noisy parties; tackling parking obstructions and double parking offences and so on.

Sergeant Belfield felt that students were often unaware that they were causing noise problems; it was important to raise students' awareness, perhaps by students attending residents' meetings to gauge the scale of the upset caused.

2.3(H) Mr Nichols, Head of Environmental Health and Licensing, Brighton and Hove City Council explained that his officers had a statutory duty to investigate all noise complaints received. The largest proportion of environmental health complaints were about noise nuisance, with over 3200 complaints received in 2007/8. It was not possible to calculate what percentage of the complaints received were about student households as this information was not collected.

The panel heard that a variety of penalties could be imposed, with equipment seizure being the most stringent. In 2007/8 149 noise abatement notices had been issued, with 16 prosecutions and two audio equipment seizures. Noise nuisance complaints had escalated by approximately 10% last year and 7% the year before. So far in 2008/9, there had been six equipment seizures [This had now increased to eight equipment seizures by February 2009]. It was hard to quantify why complaints had escalated, but it could be due to a combination of factors including better audio equipment, smoking legislation leading to more people being outdoors, and the removal of artificially early fixed licensing hours. Mr Nichols listed the various ways that the team could investigate noise complaints; it was not limited to calling out the noise patrol.

Mr Nichols said that he felt that addressing the problem of street noise was a gap in protection for residents. The recent Noise Act had introduced the power to issue fixed penalty notices of £100 fine or £1000 on prosecution which assisted in remedying sporadic, occasional loud parties. The council had issued 67 warning notices in 2007/08 and 71 warning notices between April 2008 and 22 January 2009.

The Environmental Protection team carried out customer satisfaction surveys, which had shown a generally high level of customer satisfaction with the service. The most

common comment from residents was that the hours of the service should be extended or operated on other days of the week.

2.3(iii) Mr Fraser, Head of Planning Strategy, Brighton and Hove City Council told the panel that the current Local Plan had been based on information from 2001 at which time student housing had not been an issue for the city; therefore student housing had not featured within it. Central government gave local authorities various housing targets, but that there was no government target for student housing. He would be wary of allocating land for student-specific accommodation in the city centre, due to the competing demands for any such land.

Mr Fraser did not feel that planning controls were the way to tackle problems caused by student accommodation; instead, it would be more beneficial to work with the universities and housing colleagues to find ways of providing more adequate student accommodation near the universities. The Planning Strategy Team was actively working with both universities to address possible solutions to the student housing problem.

2.3(iv) Ms Walsh, Head of Development Control, Brighton and Hove City Council, outlined the role of the Development Control Team in making recommendations on planning applications, and in investigating breaches of planning control. Ms Walsh clarified the legislation on Houses of Multiple Occupation from a planning control perspective, which differed from the private sector housing viewpoint.

2.3(v) Ms Marston, Head of CityClean, and Mr Marmura, Operations Manager, Brighton and Hove City Council, explained CityClean's policies with regard to student households. Households of five or more people could request a larger wheeled bin from CityClean. There was no limit (within reason) to the number of recycling boxes that a household could have. Problems such as leaving refuse or recycling out on the incorrect day were not a student-specific problem but a city-wide issue; CityClean would be happy to consider other communication campaigns to help address this. CityClean worked with the universities on a communication campaign. It was felt that more could be done with landlords to keep information flowing to student households. CityClean would welcome telephone calls from residents advising them of any households that might be causing problems.

2.4 5 December 2008 in Brighton Town Hall

2.4 (i) Mr Ireland, Head of Strategic Finance, and Ms Pearce, Assistant Director, Customer Services, Brighton and Hove City Council, spoke about the effect of student households on Council Tax, both in terms of households being exempt and in terms of the unnecessary costs incurred by the local authority in billing households who had not claimed exemption. This was particularly costly for those cases where the council had issued court proceedings before the household notified of their exemption status. The Council Tax Team already worked closely with the universities to try and encourage students to register for exemptions as early as possible, but it was always possible to improve the situation and raise students' awareness.

2.4(H) Mr Pearce, MTM Lettings said that he had been a student landlord in the city for 14 years; MTM had been in operation for five years. They managed approximately two hundred properties in the city, mostly being student lets in popular student areas. MTM were keen to tackle any negative student impact issues, and issued an induction pack with useful information. MTM operated a complaints procedure and addressed resident

complaints directly with the students where necessary.

Mr Pearce felt that the supply of student accommodation exceeded demand, and that he already had some empty properties on his books. The key factor was the quality of the accommodation.

2.4(iii) Mr Shields, G4 Lets said that G4 Lets focused on student lets, particularly in the Ditchling Road area. G4 gave their tenants a welcome pack with useful information and aimed to visit each property once a month. If a neighbour reported a problem household, G4 would address this directly with the student.

Mr Shields spoke about the trend of adding conservatories to student properties in order to create a living area. Mr Shields felt there were a number of benefits to converting the garden to a conservatory; students tended not to garden and so it made the space more useful.

2.4(iv) Ms Rich, National Federation of Private Landlords explained her qualifications to the panel; these included being a previous director of the National Federation of Private Landlords and author of the Federation's Landlord Training Manual. Ms Rich felt that it was becoming harder for landlords to let to students due to the lack of power given to landlords to take any action against problem tenants. It would take several months for a landlord to take a case to court; this was not a practical solution. Ms Rich did not feel that planning controls would be the answer to tackling the problems; it depended on micro-management. Ms Rich felt that one solution to noisy tenants could be to introduce on the spot fines, to be imposed by the council or police.

2.4(v) Mr House, Deputy Vice-Chancellor, University of Brighton said that the university needed to expand its campus accommodation; if it wished to offer first year accommodation to those students who had expressed an interest, it would have to double the current level. There were plans to expand Varley Hall and to develop land in Circus Street. However private sector housing also had a key role.

Mr House spoke about the problems that had been reported from Phoenix Halls; the university had been surprised by the current level of complaints as this was a relatively new situation. The university was committed to dealing with the problems and resolving them for the benefits of all parties. The university had employed a fulltime Community Liaison Officer, which he hoped would show their commitment to tackling problems. They were also reviewing the adverse effect of the smoking ban, recognising that students gathering to smoke outdoors had caused significant noise problems.

2.4(vi) Mr Dudley, Director of Residential, Sport and Trading Services and Ms Holness, Residential Services Manager, University of Sussex said that the university did not have a designated community liaison officer but that they suggested residents contacted the Housing Team in the case of any problems. Ms Holness said that the university did not tend to receive many complaints about its students in general. The university took steps to teach skills for life to their first year students living in halls.

The university was committed to housing all first year students in university managed accommodation. An exit survey was carried out with first year students leaving halls; 45% of students would like to have remained living in halls for a further year. There was almost 100% occupancy rate for the accommodation, with a majority of students stating that they believed them to offer value for money.

A study was underway looking at shared services with the University of Brighton; it was possible that recommendations from this might include the University of Sussex having its own community liaison officer, and improved communication channels between the two universities.

Part C - Recommendations

1 -Next steps

- 1.1 Following the public meeting and the three expert witness meetings, the panel met to consider all of the evidence that they heard and to suggest recommendations that might improve or affect some of the negative student effects that residents had raised.
- 1.2 Recommendations that have been made about council services will need to be considered and responded to by the relevant Cabinet Ministers. There are recommendations which will be made to the Cabinet Member for Housing; recommendations made to the Cabinet Member for Environment; recommendations made to the Cabinet Member for Central Services; and recommendations made to the Cabinet Member for Communities.
- 1.3 There are a number of suggestions that the panel has made that are solely for the universities. The panel acknowledges that the universities will have their own requirements and priorities, and that the council cannot impose its own rules on the universities. Nevertheless, there were a number of issues that residents raised which the panel wished to address as much as they were able. It is hoped that the universities will give reasonable consideration to the suggestions that have been made.

Recommendations

2 - Tackling Negative Impact in Residential Areas

- 2.1 The panel heard about a range of ways in which student households had a negative effect on residents' day to day living. These included noise nuisance in a variety of forms, problems with refuse and recycling, and student households having more than one car, thereby taking up an excessive number of parking spaces.

2.2 Noise Nuisance

'all night parties were a very regular, sometimes nightly occurrence both at the Phoenix and in the streets and gardens backing onto mine'

'there is the everyday disturbance that happens when people come home drunk at 2am, chase each other screaming up the stairs...a house filled with fire doors slamming through the night'

- 2.2(i) Nuisance caused by noise was one of the areas most commonly raised by residents who contacted the panel or who spoke at the public meeting and it is clearly an issue that generates a high level of public feeling.

Complaints fell into two broad themes, noise caused by students whilst they were inside their house, and noise caused whilst students were returning to their homes or were gathering outside them.

2.2(H) Noise from within a student property could be because of a late night party or students and friends returning home late at night, or by slamming fire doors that are required under House of Multiple Occupation legislation

2.2 (iii) Residents told the panel that noise nuisance caused by students was the biggest issue and caused the most concern for residents. They commented on the current noise patrol service provided by Brighton & Hove City Council and its effectiveness in tackling noise complaints:

The service was currently only in operation on weekends until 3am, which meant that it could not address the issue of students coming home after clubs closed and having parties. It was suggested that some students might deliberately choose to have parties after 3am, knowing that the noise patrol was no longer in operation. If a house party was broken up, it was often the case that the noise was simply transferred into the street outside. Residents suggested that the service should be available on weekdays and with extended hours of service to help tackle some of the later parties

In addition, some residents felt that the current system of issuing diary sheets to people who made complaints about noise nuisance did not adequately address the noise complaints. For example, it might be the case that different houses in the same street had parties on different nights, and the noise diary sheets that are issued was not suitable for capturing this cumulative nuisance information.

In addition, some people felt that noise was more of a problem during the week, with students coming home late, taxi engines running, car doors slamming, people shouting, noise coming from rooms in the attic or the conservatory, front and internal doors banging and so on. This problem was exacerbated by the fire doors in the house; often the doors would be slammed shut throughout the day and the night. This could be addressed by insisting that door closers be fitted and maintained.

Residents commented on the length of the prosecution process in relation to noise nuisance; it could be the case that the offending neighbours might have moved on before the process is over, and potentially another set of noisy neighbours had moved in, meaning a new prosecution process must be started

2.2(iv) External noise nuisance was often caused by students returning home late at night and forgetting that other people were asleep or being disturbed by the noise. Other factors included students smoking outside properties due to the ban on smoking inside properties.

Residents in Hanover complained particularly about Phoenix Halls, and about the Podium, a large space where students gathered, often for extended periods of time well into the night. Due to the layout of the Hanover streets and houses, residents said that noise echoed around the streets and through the houses. Residents said that they had tried to complain to the security staff on duty at the halls and had asked them to take action, but that there seemed to be little that the staff were able to do to address the noise on a permanent basis. Some residents felt that it would make a significant difference to the noise levels if there were more security staff on duty; they appreciated that there was a mobile patrol that could attend from the Falmer site but this would invariably mean that the problem had already occurred and the patrol was attending in

reaction to this. If there were more security staff on site at Phoenix Halls, this would be a preventative measure. It was also requested that signs were installed on the halls site asking that noise be kept to a minimum after 11 pm.

Residents welcomed the SShh campaign and said that it had made some improvements but that these had been undermined by the decision not to allow smoking on campus, leading to students smoking outside the halls on Southover Street, and the subsequent noise that was caused.

- 2.2(v) The Head of Environmental Health and Licensing told the panel that noise control was an accepted local priority in Brighton and Hove. The panel heard about the noise nuisance complaints that were received and investigated, and the penalties that could be imposed, including the recent Fixed Penalty Notices issued under the recent Noise Act. The panel heard about the different ways that noise nuisance complaints could be investigated and dealt with. The noise patrol team was just one way to gather evidence; other methods included interviewing and corresponding with complainants and alleged offenders, collecting statements, installing recording equipment, visiting the premises at any time of the day or night, carrying out surveillance and stakeouts. However it was difficult to address complaints about sporadic noise complaints.

The Environmental Health and Licensing team operated an out of hours emergency service to deal with all environmental health emergencies, for example, widespread public noise nuisance, food poisoning and infectious disease outbreaks, severe pollution incidents, for instance, major fires, food hazard warnings, work place major injuries and fatalities. It is staffed on a voluntary basis by four managers and is unfunded, but its officers are on call 24 hours a day, seven days a week, and are called out approximately twice a month.

The team had carried out customer satisfaction surveys which showed a generally high level of customer satisfaction with the service. The most common comment from residents was that the hours of the service should be extended or operated on other days of the week.

- 2.2(vi) The University of Brighton said that they were aware that the Phoenix Halls had become a focus of resident concerns in relation to noise over the past year. In response to these concerns, the University had switched to direct employment of a night security officer with back up support from the University mobile security team, relocated the staff office at Phoenix to provide a better overview of the site, and were due to install an upgraded CCTV system with audio capacity and additional cameras. The University acknowledged that the smoking ban in halls introduced as a result of the legislation banning smoking in public places had resulted in an increase in noise from students smoking outside and they were exploring whether a shelter could alleviate the problem.

The universities and students told the panel that the SShh (Silent Students, Happy Homes) campaign was in operation in Brighton and Hove. The campaign aimed to ensure students were respectful of their neighbours to assist in creating a good community atmosphere.

The University of Brighton Students' Union launched its first SShh campaign in Eastbourne in 2006; this was successful in raising awareness about noise disturbance with the students, and the Students' Union reported receiving fewer complaints following its introduction. The University of Brighton's Students' Union had decided to launch the

SShh campaign across all of its campuses.
(<http://www.ubsu.net/content/index.php?page=13651>)

2.3 Recommendations

2.3 (i) The panel wished it to be noted that they fully appreciated all of the work that the Environmental Protection team was carrying out; they recognised that it was a service that was in high demand across the city and they wished the team to carry on the work that they were doing. The panel was aware that this was not an issue that could be dealt with solely by the council. The panel appreciated the fact that the SShh campaign was in operation in the city, recognising that this was a positive step to addressing some of the late night noise complaints that they had heard.

With these points in mind, the panel wished to make some recommendations to enhance those services:

2.3(ii) The panel was mindful of the fact that many residents who made submissions requested that the noise service be extended. The panel heard that the current provision did not adequately address the noise nuisance incidents in the city. The current patrol was consistently working at maximum capacity and it was clear that there was more demand than could be met by current provision.

The panel was aware that the noise patrol team currently operated between 10pm and 3am and that analysis had been carried out into the frequency of calls that were received. Between 10-11 pm, on average the team received 25% of their calls; 11pm- 12am, a further 25%; between 12-1 am, a further 25%; between 1-2am, 12.5% and between 2-3pm, the team received 12.5%. The inference was that call numbers and requests for service tapered down throughout the evening and early morning, although there was still a significant demand for the service.

The panel was aware that the annual unit cost for providing one night of noise patrol for five hours once a week was approximately £25, 000. The panel recognised, therefore, that there would be considerable resource implications to extending the noise patrol service.

Recommendation 1 - The panel recommends that the Cabinet Member for Environment extends the council-run Noise Patrol to operate over more nights of the week, probably Wednesday and Thursday, and to extend the existing weekend operating hours.

2.3(iii) The panel heard that the Environmental Protection Team encouraged residents to report noise complaints to the council, whether this happened retrospectively or at the time, in order and to try and avoid a recurrence of the noise nuisance and to enable a central record of reported noise problems. It would generally be the case that a household that had caused an alleged noise nuisance would receive a warning letter from the Environmental Health Team; this was often enough to stop the problem from recurring.

However it did not appear that many residents were aware of the service. The panel felt that if awareness was raised of this facility, it might help address some of the frustrations that were expressed about the current operating hours. The panel considered various options to publicise the service, in order to reach as many residents as possible. It was felt that the two recommendations below could be combined to

ensure that residents had a twenty-four hour service.

Recommendation 2 - The panel recommends that there should be increased publicity to advise residents that they can report a noise nuisance problem retrospectively; this could be included in City News, on the council's website and perhaps in leaflets in public offices.

Recommendation 3 - The panel recommends that the Out of Hours emergency noise patrol service should be properly resourced and properly publicised.

2.3(iv) The panel heard that other local authorities, for example, Canterbury, had considered the introduction of a non-emergency 24 hour telephone line. The intention was that this would be used when the Noise Patrol was not in operation but the noise nuisance was not felt to be an emergency. The telephone line could be another means of recording noise nuisance complaints, keeping a central database of incidents and taking the necessary steps to deal with it.

The panel felt that this was an option that ought to be explored further within Brighton & Hove, as it may be another way for residents to register non-emergency noise nuisance complaints with the authority, and for the authority to build up a record of persistent offenders and assess the cumulative impact of such nuisance.

Recommendation 4 - the panel recommends that the Cabinet Member for Environment resources a 24 hour telephone line for the public to report non-emergency noise and anti-social behaviour.

2.3(v) The panel heard from residents that Brighton & Hove City Council's noise nuisance procedures and the issuing of noise diaries did not always seem to be particularly useful in addressing sporadic problems. The panel recognised that there were limited resources for the team and they were mindful that there were statutory requirements on the council but they felt that there were benefits to be gained from reviewing the team's procedures and considering whether there were alternative ways of addressing intermittent noise nuisance complaints.

Recommendation 5 - the panel recommends that the Environmental Health and Licensing Team reviews its noise nuisance procedures in order to assess whether the noise nuisance diary sheets are always the most effective and user-friendly way of addressing noise complaints.

2.3(vi) The panel heard that the University of Brighton promoted the SShh campaign across all of its campuses, including those in Southover Street. This was welcomed and the panel would encourage its ongoing expansion and promotion, particularly bearing in mind the turn-over of students on campus. The panel also felt that it might be beneficial to publicise the SShh campaign to people outside of the university so that residents were aware that the matter was not being ignored; this might help relations between students and non-students.

Residents told the panel that they were annoyed by students parking their cars and playing music from the car with their windows open. The panel felt that this was an issue that could be tackled by the SShh campaign. Residents said they would also welcome firmer action being taken against students playing music from the Phoenix Halls late at night with the windows open.

Recommendation 6 - the panel would like to see the SShh campaign developed by Students' Unions in conjunction with community association representatives and ward councillors. This should be an ongoing annual campaign due to the turnover of students.

2.3(vii)The panel heard that many residents were distressed and upset by the noise caused by students returning home late at night and it was felt that tackling street noise should be a priority for partners. The nuisance was exacerbated by the fact that the noise was unpredictable and it could extend for long periods into the night. Residents felt that this was a particularly student problem rather than one caused by young people in general. The panel felt that this noise nuisance was not generally within the local authority's power to address; it was suggested that it would be better addressed by the universities, the Student Union and the Street Policing Team.

Recommendation 7 - the panel would encourage the universities, the Police and the Student Union to work together to find ways to jointly address the issue of street noise nuisance in residential areas, caused by groups of students returning from nights out.

2.3(viii)The panel heard from residents who lived near the Phoenix Halls in Southover Street that students often gathered in groups on an outside area known as the Podium; this was either when they had returned from nights out, or when they wished to smoke, as it was not permitted to smoke inside the halls. The panel heard that, due to the narrow residential streets, noise echoed from the students all around the streets and caused significant noise nuisance.

The panel would like the University of Brighton to consider whether there is a more suitable outside space that might be used instead of the Podium. The panel considered recommending that the University re-allowed smoking in private rooms, as this is within the University's power, but it was felt that this would be unfair on other residents in the property.

The panel would like the university to consider introducing a policy asking students to close their windows before playing music at night, in order to minimize noise nuisance for neighbours. The panel would also like the university to install clearer, more visible signs across the Southover Street site, requesting that noise was kept to a minimum after 11pm.

Recommendation 8 - the panel recommends that the University of Brighton considers whether there is a more suitable outside space that might be used, and that measures are put in place to address noise from smokers and other students gathering on the Podium at the Southover Street Phoenix Halls.

Recommendation 9 - The panel would recommend that the University of Brighton considers introducing a policy asking students on the Phoenix Halls site to close their windows before playing music at night, in order to minimize noise nuisance for neighbours. The panel would also ask that clearer, more visible signage is installed across the Phoenix Halls site asking that noise is kept to a minimum after 11pm.

2.3(ix)The panel heard that residents near to Phoenix Halls also expressed frustrations with

the level of staffing allocated to the halls, particularly late at night. When residents contacted the halls to complain about the noise caused by students gathering on the Podium, it did not seem that the security staff were able to control the noise on a permanent basis.

Residents asked whether consideration could be given to either moving the night reception area to a location nearer to the Podium in order to monitor any disruptive behaviour by students, or alternatively whether there could be a porter's lodge on the Podium to overlook the area. The panel would ask the university to consider both of these suggestions.

Recommendation 10 - the panel would like to suggest that the University of Brighton considers the staffing resources that might be needed to provide an effective way of managing and minimising the noise nuisance and how its premises in residential areas are controlled.

2.3(x) A number of residents explained that, inadvertently, the design of the Phoenix Halls of Residence and the inclusion of the Podium has led to unanticipated noise nuisance due to students gathering outside the halls. The panel recognised that this was entirely accidental but they would like to ask the universities to be mindful of what has happened in Phoenix Halls and to bear this in mind in any future developments. The panel will also recommend that this suggestion is included in any planning documents that relate to student accommodation.

With regard to the Phoenix Halls, residents were concerned that there were no trees or bushes to conceal some of the noise from the halls, and asked whether these could be introduced.

Recommendation 11 - the panel recommends that the University of Brighton considers planting trees and bushes on the Phoenix Halls site, in order to assess whether this would help to mask any noise. The panel would like to suggest that the university talks to local residents about their experiences after a trial period.

Recommendation 12 - the panel would like to ask that the universities and developers have regard to possible noise impact on neighbours and the particular architectural nature of the area in which they will be built when they are being designed, especially in relation to the provision of smoking areas for residents. The panel also recommends that this suggestion is formalized in any relevant planning documents relating to student accommodation

2.4 Community Liaison Staff

2.4(i) The panel heard that the University of Brighton had chosen to employ a full time member of staff as a Community Liaison Officer. The Community Liaison Officer's remit includes: coordinating activity to promote social responsibility and good citizenship amongst students; advising students on maintaining good relations with local communities; liaising with community groups in areas near to the university's campuses; mediating between students and residents as necessary and acting as a focal point of contact for non-student residents with a complaint.

The Community Liaison Officer said that he was aware that partner organisations in the city welcomed his role and that they found it very useful to have a central contact.

- 2.4(ii)** The University of Sussex told the panel that they had opted not to have a designated Community Liaison Officer but that they had a dedicated housing team who could assist with any issues or complaints about student households. The University said that it seemed that they would need to do more work to promote awareness of this service amongst residents.
- 2.4(iii)** Residents told the panel that they appreciated having a known person to contact when they had problems with particular households and that the Community Liaison Officer was very effective at dealing with complaints about students from the University of Brighton and in identifying practical ways forward. The panel heard that some residents found it more difficult to make complaints about students from the University of Sussex; the existing service was reported to be insufficiently responsive to their needs. There seemed to be a lack of awareness about the role of the University of Sussex housing team in addressing complaints. If residents wished to complain about a student household, the residents would not necessarily be aware of whether they were students of Sussex or of Brighton. Residents were adamant that there should be a consistent service across the city, regardless of which university the students came from.
- 2.4(iv)** Residents from the Elm Grove Local Action Team requested that university representatives liaise regularly with Local Action Teams and other residents groups across the city, ensuring that their contact details are known to residents. It was asked that the universities provide clear and consistent advice to students about avoiding neighbour disputes, as well as informing them of their rights as tenants and providing support for them to enforce those rights where necessary.

2.5 Recommendations

- 2.5(i)** The panel considered the comments made by the universities and by residents. They felt that there was a case to be made for the University of Sussex to appoint its own Community Liaison Officer, who could work with the officer from the University of Brighton to address issues about students across the city.

The panel felt that, in the interim period, it would be beneficial for the University of Sussex to promote their existing housing team's service, advising residents that they could contact the housing team if they wished to complain about a student household from the University of Sussex. The University of Sussex agreed that it would be useful to raise awareness of how to contact the team.

Recommendation 13 - the panel suggests that the University of Sussex considers following the good practice established by the University of Brighton and establishes a role of a dedicated Community Liaison Officer for the University of Sussex. The two officers could work together to address shared student problems across Brighton and Hove.

2.6 Refuse & Recycling

'they do not take a blind bit of notice about the rubbish collection day, when their bags get ripped open by seagulls they just leave it on the pavement'

'the majority of students in this area do not recycle'

'at the end of summer term, the whole contents of houses are thrown onto the streets...this then encourages fly-tipping...it often remains on the pavements for weeks'

- 2.6(i)** When the panel considered the comments made by residents about the influence of student households on residential areas, it was apparent that households who were not sticking to the correct refuse and recycling procedures were a particular problem. However it should be noted that these are not solely student problems, but happen across the city in student and non-student households.
- 2.6(H)** Residents commented that student households were not always aware of their refuse/ recycling collection day. This could lead to refuse being left out for several days before collection and related environmental/ hygiene problems. Residents and students felt that this was in part due to a lack of information given to student households by CityClean, Brighton & Hove City Council's refuse and recycling service.
- The panel heard examples of situations where residents had called CityClean on behalf of the student households to address problems with their refuse collections, as the student households had not been aware of who to contact or what they could request.
- As well as problems with the weekly refuse collections, residents told the panel that they were unhappy about bulky waste and furniture being left either in front gardens or on the pavement. It was quite often left there for long periods of time, which was not only unsightly but caused obstructions on the pavement.
- 2.6(iii)** Students told the panel that at the end of term, some landlords encouraged them to leave all of their refuse including bulky furniture on the pavement regardless of the correct collection day, telling the students that CityClean would clear the refuse away.
- 2.6(iv) The letting agents told the panel that they issued induction packs to their tenants at the start of their tenancy, which included information on refuse and recycling collections.
- 2.6(v)** CityClean told the panel that problems such as leaving refuse or recycling out on the incorrect day were not student-specific but a city-wide issue. CityClean worked with the universities on a communication campaign but they would be happy to consider other options and introduce new ways of notifying residents about their collection days. It was felt that more could be done with landlords to keep information flowing to student households.

2.7 Recommendations

- 2.7(i)** The panel recognised that CityClean provided refuse and recycling services to all households across the city. The panel considered ways of increasing awareness of their refuse and recycling collection days for all households, including student households. They heard from CityClean that households were currently issued with fridge magnets,

leaflets and letters showing the collection dates for the year, but there was concern that the magnets and letters were liable to become lost or get thrown away as tenants moved in and out of the properties.

The panel felt that it might be more beneficial to issue stickers with the collection day to go onto the wheeled bin rather than the magnets currently used. It was more likely that the wheeled bin would stay with the property and so the information would stay with the house.

The panel felt that this could be a solution that could be implemented across the city, as it had been noted that this was not an issue caused solely by student households but by households across Brighton & Hove. It was suggested that the roll-out could begin in areas with the highest numbers of student households, but this would be an operational decision for CityClean.

Recommendation 14 - the panel recommends that CityClean issues wheeled bin stickers giving information about collection days so that all households know when to put their refuse out. It is recommended that this would be an alternative to the magnets that are currently issued.

2.7(H) The panel was aware that there were a number of areas, including Hanover and Lewes Road, in which households did not have council-issued wheeled bins; it would not be possible for the recommendation above about wheeled bin stickers to be introduced in those areas. The panel considered that an alternative might be for streets in those areas to have notices fixed to lampposts advising residents of their collection day and of the possible penalties for refuse being put out on the wrong day. The panel was aware that this system had already been successfully introduced in some areas but felt that that was scope for it to be more widely spread.

CityClean updated the panel about their progress on this recommendation; they had begun to install signs in Kemptown, Hanover and Elm Grove. They would then be moving on to the Lewes Road and Bevendean/ Moulsecoomb areas. Cityclean also advised that they were trialing another refuse container known as binvelopes in parts of Hanover. If this scheme were successful, CityClean would look to roll this out across other areas that could not have wheeled bins.

Recommendation 15 - the panel recommends that for those areas of the city that do not currently have council-issued wheeled bins, CityClean should erect additional notices on lamp-posts advising residents of their collection day.

2.7(iii) The panel heard that CityClean issued stickers to go onto recycling boxes to advise residents of what could be recycled, and of their collection dates for the year. However, the panel heard that the stickers were designed to go on the lids of the box, and these tended to blow away if it was windy and the information would be lost. The panel felt that the idea of the stickers was a positive one, but that it might be more beneficial if the stickers could be redesigned to go on to the box itself, rather than the lid. Again this was a recommendation that could benefit all households across the city, not just those with student tenants.

Recommendation 16 - the panel recommends that CityClean places the information stickers for their recycling boxes in order that they can be stuck to the box rather than on the lid, as the lids tend to blow away.

2.7(iv) The panel heard that the letting agents and landlords advised their student tenants on where to find information about their refuse and recycling collection; this was welcomed. It was recognised, however, that student households might not be aware of any changes in the collection schedule, for example, over bank holidays. The panel was aware that this information was published in CityNews and on the council's website but they were unsure how effective this might be in reaching student households. They thought that it would be useful for CityClean to publicise changes in the collection dates in the universities' own newspapers in order to try and reach student households that would be affected. It might also be prudent to include this information on the universities' websites.

Recommendation 17 - the panel recommends that CityClean advertises information about changes in collection dates for refuse and recycling in both of the universities' newspapers and on the universities' websites, in addition to the usual council publication locations.

2.7(v) Residents and students told the panel that there was an ongoing issue with regards to bulky waste, how it might be stored and where it might be left. Bulky waste might include such items as old furniture, unwanted mattresses, unwanted bicycles etc. Residents were upset that items might be abandoned in a front garden for months on end, causing a visual blight and possible health and safety risk. The panel heard that some residents had approached the student households to ask them to remove the bulky waste; this had received mixed reactions. Students told the panel that they knew landlords who had advised students to leave unwanted furniture on the pavement for collection and that the council would collect it.

The panel heard that there was a difference as to how refuse could be handled according to whether it was left on the pavement or whether it was left within the curtilage of a property, i.e. in a front garden. If the item was within a property's boundary, CityClean would be unlikely to be allowed to remove it, as it would be designated as private property. However if the item was on the pavement, CityClean could remove it, and may have the right to recharge the cost to the owner or tenants.

The panel was aware that this was a complicated issue, and that there might be a number of options that could help reduce the bulky waste being left out, either in a garden or on the pavement. The panel has suggested various options below but would recommend that further work is carried out by the Cabinet Member and/ or the Directorate to consider each suggestion, both on its own merits and in conjunction with other options.

Options to address this issue include:

- The city council carrying out more enforcement cases, either for refuse being left out on the wrong day, bulky waste being abandoned on the pavement or other cases of fly-tipping.
- An agreement between landlords and the council in which landlords would have a specified amount of time to clear a property and dispose of the waste, once it became empty, or CityClean would do this and re-charge the landlord.
- There might be an incentive offered where CityClean would offer a discount on their bulky waste collection service at the end of term for a fixed period of time.
- The end of term waste issue should also be tackled by better publicity and promotion of

the existing services that are available

Recommendation 18 - the panel recommends that the Cabinet Member for Environment considers the issue of how to tackle the problem of bulky waste being flytipped by student households, both throughout term-time and at the end of term. The panel recommends that the Cabinet Member gives the suggestions due consideration.

2.7(vi) The panel was aware that some cities, for example Canterbury and Loughborough, who had previously considered how to tackle the bulky waste issue had introduced termly clean-up days in student neighbourhoods. These were organised by the student's union in conjunction with ward councillors. During the termly clean-ups, the students took anything that was re-sellable to charity shops, arranging for the remainder to be collected for recycling or for landfill.

The panel thought that this might be a useful approach for Brighton and Hove; it could be introduced in student halls as well as in private sector student housing. The panel felt that it would be best led by the students' unions and the universities, as an indication that they were taking responsibility for the students. The panel suggested that the two students' unions work together, as student households will be made up of a mixture of students from both universities. The students' unions might wish to work in conjunction with Magpie as well as charity shops in the city.

Recommendation 19 - the panel suggests that the universities organise termly clean up days in conjunction with their student unions.

2.8 Car Parking

' a car was parked outside my house for three months'

'the road simply can not cope with 4 or 5 cars per household'

2.8(i) Residents told the panel that they were often frustrated at student households who had several cars per household and who occupied several parking spaces in the street. Residents felt that their opportunities to park near their homes were hampered by a proliferation of student cars in their neighbourhood. Some residents asked whether students needed their cars, pointing to the public transport links across the city. Students said that there could be scope for the students' union to promote the public transport and discourage students from bringing cars to the city.

The Sergeant from the Street Policing Team told the panel that parking obstructions and double parking offences were targeted on a regular basis, with fixed penalty notices being issued where necessary. More permanent measures had been put in where possible; for example in Elm Grove, barriers had been erected to stop on-pavement parking.

2.9 Recommendations

2.9(i) The panel thought that a good way to encourage students to use public transport rather than rely exclusively on their own cars would be for both universities' prospectuses and accommodation guides to have promote public transport and explicitly recommend that

students do not automatically bring their cars with them. This could include reference to the 24 hour bus to the university campus the Big Lemon bus, the car clubs in the city, the cycle routes to and from the universities and the train stations.

The panel noted that the University of Brighton's accommodation guide did include a section on public transport and explained that students living in certain halls of residence must not bring cars with them, but it was felt that there was room for a more direct statement requesting that students think carefully before bringing cars to Brighton & Hove. The University of Sussex's accommodation guide did not appear to make reference to public transport, although it did explain that students living on campus must not bring cars with them. The universities could draw students' attention to the difficulties and potential costs of parking in the city.

Recommendation 20 - the panel recommend that the universities include information in their prospectuses and accommodation guides about the range of public transport and Car Clubs in the city and that they explicitly recommend that students do not bring cars with them

2.9(ii) The panel also considered what options there might be for those student households who did choose to bring cars to the city. There are a number of Controlled Parking Zones in Brighton & Hove, where residents must have a permit to park their cars. Permits are restricted to one permit per person, and the car must be registered to a Brighton or Hove address. Not each area of the city has a Controlled Parking Zone, and for those areas that do not have one, there are generally no restrictions on parking. The panel felt it was important that, where applicable, student households were treated equally with other households requesting permits. They understood this to be the case already and wished the practice to continue.

It was noted that the four areas with the highest student population numbers - Moulescoomb and Bevendean, Hollingbury and Stanmer, Hanover and Elm Grove, and St Peters and North Laine - only one, St Peters and North Laine, was subject to any type of parking restriction. There were plans to consult on a Controlled Parking Zone in Hanover in summer 2009, with a potential introduction date of 2011.

Recommendation 21 - Students should be treated on an equal basis as non-students when it comes to the issue of residents' parking permits.

2.10 Council Tax

2.10(i) The panel heard from the Head of Strategic Finance and the Assistant Director, Customer Services that those student households who had not registered themselves as exempt under Council Tax legislation led to the local authority incurring costs in sending bills to those households, up to and including issuing court proceedings. These costs were incurred unnecessarily and this was therefore an inefficient use of council funds. The Assistant Director, Customer Services said that they worked closely with the universities in trying to publicise the importance of registering for exemption as soon as possible but recognised that this would not always be a priority for students.

The panel heard from one letting agent that they would return tenants' rent deposits only after the households could evidence that they had cleared their Council Tax obligations.

The panel also heard that it was important that the council had the correct number of student households registered, as this might affect central Government calculations for the council's funding. There were already regular information sharing meetings where this data was discussed but the panel queried whether these were as effective as they might be in communicating the necessary information between partners.

2.11 Recommendations

2.11(i) The panel was pleased with the proactive work of the Council Tax officers in meeting students and registering student households for exemption but wished to make recommendations for ways in which this could be extended.

The panel discussed whether there might be scope for letting agents or landlords to take any steps with their student tenants to complete the exemption forms at the beginning of their tenancy.

2.11(ii) The panel understood that meetings already took place between the universities and the council to establish the numbers of students in the city and to estimate future numbers in order to advise central Government for their funding calculations and that such information was shared with the Strategic Housing Partnership. The panel felt that these were important and wished to encourage the various parties to continue the meetings, perhaps on a bi-annual basis. The panel requested that results from the meeting could be made available to the proposed Student Working Group so that they could take it into account in their considerations.

Recommendation 22 - the panel would encourage Council Tax officers to continue to liaise regularly with the universities in order to establish current and future student numbers.

2.11(iii) The panel was concerned at the unnecessary administrative overheads being incurred by the Council Tax team in billing student households because those households had not registered their exemption. They were aware that Council Tax was not often a priority for students, and that many students might incorrectly assume that they did not have to register their exemption. The panel heard that the Council Tax officers went to Freshers' fairs at the beginning of term and that this was successful in terms of a number of households registering for exemption. The panel wished to think of ways in which this could be extended, perhaps by involving letting agents or universities earlier in the process. The panel had a number of suggestions that they wished the Council Tax team to consider:

- Letting agencies and private landlords could be emailed a web link to access exemption certificates online and encouraged to provide a form to each student household at the start of their tenancy. The email link would mean that as many forms as were needed could be printed off by the landlords, and it would be in line with the council's sustainability agenda
- The universities and student unions could be emailed the same web link and students actively encouraged to complete the forms as soon as possible. The Council Tax team could consider whether an incentive could be offered to the universities if a certain percentage of households were registered
- The universities and students' unions could be asked to publish the form in their

newsletters and on their website on a regular basis. This would mean that students could either tear out the form from the printed newspaper or complete the form online via the university website. The university newspapers might wish to expand this by publishing occasional articles reminding students to register their exemption and explaining the benefits for students in registering?

- When students enrolled with the university with details of their address, they could authorise the university to share the information solely with Council Tax, to ensure that an exemption form is sent to the household as soon as possible.

Recommendation 23 - the panel recommends that the Council Tax service considers the four suggestions made in the body of the report about how to improve levels of registered student household exemptions.

3 - Planning & Accommodation Policies

3.1 Planning Policies

'Neighbours ...tell me of feeling like they are virtual prisoners in their own homes because they are surrounded by HMOs. Many of these have conservatories built out into the garden so there is no escaping their presence.'

'overbuilding is a huge problem'

'one solution would be... to limit the numbers of extensions granted for HMOs'

- 3.1 (i)** The panel heard from a number of residents that they felt that there should be a cap put on to the number of Houses of Multiple Occupation tenanted by students in certain areas. This was requested because it was felt that some areas were in danger of losing or changing their character as the make-up of tenants had changed. They pointed to the fact that one school had already closed one of its two reception classes due to low pupil numbers, because there were fewer families and more students living in the area.

The panel's research showed that some university cities had chosen to introduce restrictions on future student housing, for example Loughborough introduced a threshold approach and Newcastle established areas of Student Housing Restraint, where potential student landlords would be subject to tighter planning restrictions for future developments.

The universities and the Federation of Private Landlords told the panel that they did not think that further planning restraints would be of any benefit to Brighton & Hove; they recommended that it would be better to micro-manage the situation and address problems as they arose.

The panel heard that there was currently no requirement to report or obtain permission for plans to convert family accommodation for student use unless the accommodation in question was designated a 'House in Multiple Occupation'. Although there was widespread support for the notion of introducing some kind of 'class order' for such changes of use, this could not apply retrospectively, so even if it were to be introduced,

it would apply to only a small percentage of student housing.

The panel's research had indicated that local authorities had the discretion to extend licensing to other categories of Houses of Multiple Occupation to address particular problems that existed in smaller properties, although there was a corresponding requirement to compensate landlords who were negatively affected by any such licensing introduction. The panel said that an analysis of this option and its potential application in Brighton and Hove should be included in the research undertaken by the Planning Strategy team.

- 3.1 (ii) The panel heard that some local authorities had a planning condition that stipulated that, for every square metre of additional educational space that was agreed, the university would agree to supply a corresponding number of bed-spaces rather than relying solely on private sector housing to meet the additional need that would be created. The panel thought that this was an interesting concept and one that should be explored further by the Planning Strategy team in their work on the Supplementary Planning Document.
- 3.1 (iii) The Head of Planning Strategy and the Head of Development Control told the panel that there was a limited amount that Brighton & Hove City Council was able to do with regard to registering student households, due to the legislation on Houses of Multiple Occupation. The panel heard that there were two sets of legislation relating to Houses of Multiple Occupation, one from a planning perspective, and one from a private sector housing point of view, and the two sets of legislation did not correlate.

In terms of planning permission and property classification under the Use Classes system, the panel were told that, although it was relatively straightforward to re-classify a 'family home' as a 'student home', it was more complicated to change the classification in the opposite direction. This might discourage possible purchasers from buying an empty property. The panel's research indicated that there was already a national lobby regarding this issue. The panel thought that it would be helpful if the Government took action to make it easier to change property classification from 'student' house to 'family house'.

- 3.1 (iv) The panel heard that the Planning Strategy team had to demonstrate how they would meet challenging government targets for different housing types in the Local Plan; at least 11, 000 new homes were needed by 2025. However there was no government target for student housing. This meant that the Planning Strategy Team was loath to allocate specific land for student housing in the Local Plan and it was not considered a priority. On-campus accommodation did not conflict with any other housing policies.

3.2 Recommendations

- 3.2(i) The panel considered residents' requests for the council to introduce a cap on student housing in the city. The panel concluded that they did not have sufficient time to explore all of the options in enough detail to provide meaningful comment. However they were mindful that it would be useful for further research to be carried out and that the conclusions be drawn up and included in a formalised Supplementary Planning Document by the council.

The panel therefore felt that it would be more appropriate for a recommendation to be made that the Planning Strategy team carry out research into the various planning

options available to control the level of student housing, and to consider whether there would be any merit in introducing such controls into Brighton & Hove. Their findings should either be published as or be included in a Supplementary Planning Document. The Supplementary Planning Document would be of use to the Strategic Housing Partnership in their work on strategic planning for student impact.

Recommendation 24 - the panel recommend that the existing Planning Strategy team carries out research into the various planning options available to control the level of student housing, and to consider whether there would be any merit in introducing such controls into Brighton & Hove where this was appropriate for the area. If planning controls were introduced, this would help to ensure balanced and mixed communities across the city.

The Planning Strategy Team should also consider the feasibility of adopting a planning condition regarding the need for universities who have planning permission to expand their educational space to provide a commensurate increase in bed spaces.

The findings should be published as a Supplementary Planning Document.

- 3.2(ii)** The panel heard about the discrepancies in the planning and private sector housing legislative systems with regard to the use classes order. The panel felt it would be of use for the local authority to make representations to the Government on these anomalies, requesting that the process was streamlined.

The panel was also mindful of residents' comments that developers were using permitted development rights to build conservatories at the rear of properties and using these as living rooms, thereby freeing up additional rooms to be used as bedrooms. Residents were aggrieved that there was no action that could be taken to prevent this from happening.

Recommendation 25 - the panel recommends that the Cabinet Member for Environment lobbies central Government on behalf of Brighton & Hove City Council with regard to the planning Use Classes Order and the associated permitted development rights.

- 3.2(iii)** The panel was mindful of the competing demands on land resources and it recognised that the Planning Strategy team had a number of demanding targets to accommodate, although student housing was not included within a target. The panel thought that it would be advantageous for the council, through the Cabinet Member for Environment, to lobby central Government to issue a target for student housing so that more forward planning could be carried out.

Recommendation 26 - the panel recommends that the Cabinet Member for Housing lobbies central Government on behalf of Brighton & Hove City Council to request that student housing is given its own targets with regards to providing accommodation.

- 3.2(iv)** The panel considered that it was necessary to take steps to plan for future student housing provision in Brighton & Hove, regardless of whether or not there were central Government targets for student housing. The panel appreciated the various competing demands on the available land, but they felt that it was short-sighted not to consider

allocating land space for the development of halls of residence. The panel thought that there might also be scope to include some units of student housing in major new build housing developments across the city, for example, Preston Barracks. This work would be best carried out in conjunction with the universities.

Recommendation 27 - the panel recommends that the Planning Strategy team recognises the need for student accommodation to be planned and that the team considers positively identifying land suitable for halls of residence in the Local Development Framework. The team could consider the scope for including small numbers of units of student housing amongst major new- build developments.

3.3 Provision of Halls of Residence

- 3.3(i)** The panel, the universities, residents and students were all in agreement that providing more halls of residence would be valuable in addressing some of the issues of student effect, although it should be borne in mind that the halls of residence themselves led to certain problems. It was clear from listening to both of the universities that there was a high demand for accommodation in halls of residence and that the universities were unable to meet the demand.
- 3.3(ii)** The University of Sussex had drawn up a housing strategy campus master plan in consultation with planning officers from Brighton & Hove City Council. The University guaranteed to offer accommodation to all of its first year students who wanted to live in halls. It managed 3,400 bedspaces in total, with 3,145 at Falmer. 35% of students were housed, which was in line with the national average, and were aiming at a target of housing 40%. 18% of their students did not require housing, preferring to live at home or make their own arrangements. The University's housing strategy was having a positive influence, with the number of students living in private sector accommodation reducing by more than 1000 people. The University had recently received planning permission to build a new halls of residence on its land.
- 3.3(iii)** The University of Brighton told the panel that its supply of purpose built halls accommodation has not kept pace with the growth in student numbers; as a result, a high proportion of their students lived in private sector accommodation. The University considered it a high priority to increase the stock of halls accommodation on offer and was working with Brighton & Hove City Council to expand Varley Hall and on a development in Circus Street.

A comparison of the approximate numbers of full time students at each of the University of Brighton sites with the availability of halls of residence accommodation is below:

Campus	Full time students	Number of halls beds	Shortfall	Halls places as % of students
Falmer	3,500	1,128	2,372	32%
Moulsecoomb	5,000	163	4,837	3%
Grand Parade	1,500	298	1,202	20%
Total	10,000	1,589	8,411	16%

- 3.3(iv)** The panel heard from some students, however, that they found the costs of the rooms in

halls prohibitive, at up to £125 per week inclusive for an en-suite study room, and that they actively chose to live in lower standard private rented accommodation because it was much cheaper. The panel also heard that there was demand for accommodation in halls from some second and third year students, but that this could not be met at present.

- 3.3(v)** The panel also heard from the universities that they currently managed some properties in the private rented sector that were tenanted by students. These were popular places to live for students, and the demand outstripped supply. The universities did not rule out the possibility of expanding their portfolio of managed properties, although they were mindful that they did not wish to become full landlords directly.

The panel was aware that halls of residence had to be carefully sited and planned, as they would also have a significant effect on the local community, as seen, for example, in the case of the Phoenix Halls. Both of the universities said that they would be happy to consider any suggestions for managing student impact.

3.4 Recommendations

- 3.4(i)** The panel recognised that the halls of residence were highly in demand and that there were almost 100% occupancy rates in halls. They were also mindful that the rent included gas and electricity, cleaning costs, broadband internet and other facilities.

However, members were concerned at the comments made by some students that the costs were too high for the students to consider living in halls and wished the universities to consider whether it was possible to offer cheaper rooms to students with a low income, perhaps in exchange for slightly fewer facilities to be offered.

Recommendation 28 - the panel would suggest that the universities, working with the students' union consider the potential for offering alternative, affordable accommodation in halls of residence for students with low incomes

- 3.4(ii)** The panel heard that a significant proportion of second and third years who had lived in halls in their first year had expressed an interest in staying on in halls in their second and/ or third years but that this was not possible due to the limited number of rooms available. The panel considered that, if even a small number of second or third year students were able to live in halls, this might slightly reduce the number of private sector houses needed for students.

Recommendation 29 - the panel would suggest that the universities consider whether there is scope to expand the offer of rooms in halls of residence, not only to first year students but also to those second and third years who would like to live there.

- 3.4(iii)** The panel considered the option of the universities directly managing accommodation in the private rented sector. It was apparent that there was unmet demand for such accommodation and the universities said that they would not rule out taking on more properties in this manner. The universities have their own occupancy standards for properties, and any private property would need to meet the standard.

The benefit of these properties for residents is that the university is directly involved with

the management and can take swift action against any complaints; the benefit for students is that the property would be of a certain guaranteed standard.

Recommendation 30 - the panel would suggest to the universities that they explore the possibilities of expanding their portfolio of directly managed properties over the long term, in order to increase the range of options available to student tenants.

3.5 Student Landlord Issues

'Landlords should be made, through their HMO licences to have more responsibility for their properties and tenants'

3.5(i) The panel heard from residents unhappy with the condition of student properties in their neighbourhood; the panel heard about houses with flaking paint, broken windows, and unkempt gardens. Students told the panel that they often had to live in unsatisfactory conditions in private rented accommodation, and that they had little control over the condition of the building.

The panel was mindful that this was an issue that could cause tension between student and non-student neighbours, and that it was not a subject that could be resolved by either party, but that it was the responsibility of the landlords to resolve.

3.5(ii) The Head of Private Sector Housing told the panel about the legislation that already existed in terms of Houses of Multiple Occupation, from a housing perspective.

The Housing Act 2004 relating to the licensing of Houses in Multiple Occupation and the new Housing Health & Safety Rating System for assessing property conditions came in to effect in 2006. The Act requires landlords of many Houses in Multiple Occupation to apply for licences. Licences were needed for Houses of Multiple Occupation with:

- three or more storeys, which are
- occupied by five or more people forming two or more households (ie people not related, living together as a couple, etc), and
- which have an element of shared facilities (eg kitchen, bathroom, etc)

The council issued a set of standards for licensable houses in multiple occupation:

http://www.brighton-hove.gov.uk/downloads/bhcc/housing/hmo_licensing/BH_HMO_Licensing_Standards.pdf

The panel heard that the legislation governing Houses in Multiple Occupation was quite restrictive, both in terms of defining an House in Multiple Occupation and in terms of the powers it granted to local authorities, which tended to focus on ensuring the quality of accommodation provided rather than on managing the effect upon the local community.

3.5(iii) In terms of landlord accreditation schemes, members were told that there was an existing scheme for Houses of Multiple Occupation and that most city landlords already provided good quality accommodation. However most student properties did not fit the House of Multiple Occupation definition, so it might be beneficial to extend the scheme's criteria. This might be achieved by closer co-working with the universities.

It might also be useful to encourage the universities to manage their own accommodation. It was recognised that the ultimate guarantor of housing quality was demand: if demand for a particular kind of housing outstripped supply, then accreditation could never be wholly effective, as non-accredited landlords would still find customers.

3.5(iv) The panel heard that some private landlords were wary about the introduction of a formal accreditation system; there were concerns that some landlords might decide not to continue renting properties if the legislation were too onerous.

3.5(v) Letting agents told the panel that potential student tenants would choose or ignore properties based on the standard of the accommodation. They already had some properties that were not tenanted and they felt that this number would be likely to increase.

3.5(vi) Students told the panel that they felt there would be benefits to having an accreditation system for properties as this would mean it would be more likely that accommodation would be of a reasonable standard.

3.5(vii) The panel heard that the universities limited the private sector rental properties that they advertised on their websites to those properties with a rent of £80 or under. They were concerned that this gave potential students who did not live in Brighton and Hove a false idea of rental levels in the city, and potentially restricted their access to better quality accommodation. The panel thought that it might be more beneficial if the universities were to offer the full range of housing options on their websites, and then allow students to make their own choice about costs.

3.6 Recommendations

3.6(1) The panel considered the comments of all of the parties involved and the experience of local authorities who had introduced a voluntary accreditation scheme. Canterbury, for example, reported that approximately 50% of private landlords had signed up to their voluntary accreditation system. Canterbury said that they had found it useful to offer incentives to the landlords, for example, additional refuse services for registered accredited landlords at the end of term.

3.6(ii) The panel was mindful that it would not do to be too heavy-handed or forceful with any potential accreditation system as this would alienate landlords and not achieve the desired outcome. However it was hoped that a voluntary accreditation scheme would be of assistance to landlords too; if there was more of a supply of properties than was needed, the accreditation system might help to signpost students to properties of a better standard. It would help to improve the management and safety of student houses in the city.

The panel thought that it would be valuable to explore the potential for a voluntary accreditation system with the various parties concerned or to extend any scheme that was already in existence. It was suggested that this would be led by the Private Sector Housing Team as they would be likely to be the team to administer any such scheme. The research should take resource implications into account as well as any costs for the landlord.

Recommendation 31 - the panel recommends that the Private Sector Housing

Team discuss the potential benefits of a landlord accreditation scheme in relation to student accommodation, which does not fit into the existing Houses of Multiple Occupation accreditation scheme, with representatives from Brighton and Hove's landlord associations and other parties.

3.7 Empty Properties

3.7(i) The panel was concerned by comments from the letting agents that some properties were already sitting empty because they had not been let to student tenants. The panel thought it was more likely that these properties would become rundown and so become less desirable; any disrepair might have an adverse effect by spreading to neighbouring properties. The letting agents told the panel that they anticipated that more and more student properties would remain vacant as there was higher supply than demand in the city. Empty properties were of no benefit to the owners; they would be losing money for the entire time that the property is empty, and they would have to cover any resulting repairs costs etc.

3.8 Recommendations

3.8(i) The panel was mindful that there was an overwhelming demand for family accommodation in Brighton & Hove, and that some of the student properties that were now standing empty had originally been intended as family housing. They considered whether there might be a citywide strategy to encourage landlords to use empty homes for family accommodation again. This might be particularly welcome in the current economic climate; any steps that could be taken to reduce the number of vacant properties, assist community cohesion, help landlords financially and ensure that family accommodation was brought back to its original use should be strongly considered.

The Panel discussed whether there might be a further role for the council's Empty Properties Officer to build on its existing good practice. The Officer could look at properties that had been empty for perhaps one or two years, assisting with grants or other ways of renovating property on the agreement that the property would then be let to families via a Housing Association.

3.8(ii) The panel was aware that there would be a great many factors to be taken into consideration when debating how the long term empty properties might best be used and that there were already empty property strategies in place within Brighton & Hove City Council. They felt that it was a piece of work that should be fully researched and the potential benefits of extending the Empty Properties Strategy to be considered.

Recommendation 32 - the panel recommends that the Empty Properties Team works proactively with student landlords and managing agents to ensure that student properties that are unoccupied can be reused for social housing.

4 Partnership Working and Communications

4.1 Partnership Working

4.1(i) The panel felt that an overarching approach for all of the student impact issues could be in continuing to develop partnership working in the city. The partners might include

stakeholders such as both of the universities and local colleges, the council, police, residents, the students' union, local councillors, landlords and community liaison staff. It was recognised that the Strategic Housing Partnership met to consider a wide range of strategic housing issues across the city and there was no intention to duplicate this work.

The panel felt that this was a significant piece of community work. The issues that had been raised could not be addressed in isolation but would be better tackled by cross-partner working and shared approaches; for example, the council might introduce an initiative to address noise problems but this would be more effective if, as suggested in recommendation 7, the universities and Students' Unions were involved and could promote the message amongst its students.

It was felt that local councillor involvement might be better coordinated through more joint working. At present, individual ward councillors tend to contact the universities separately, although it is likely that the issues are largely the same. In addition, the panel felt that there were also a number of initiatives going on across the city but they are not always joined up as well as they might be.

- 4.1(ii)** Residents told the panel that they were not concerned about which university or college a student household might attend; if there were complaints about the tenants, they would like there to be a consistent approach across all of the educational institutions in the city. Partnership working and shared communication could help to address this. Residents said that it was difficult to always know to which agency a particular complaint should be addressed; would it be a police matter, local authority or university. The panel heard that residents would welcome guidance and asked whether this might be publicised on the council's website.

4.2 Recommendations

- 4.2(i)** The panel heard that the Strategic Housing Partnership met to develop strategic approaches to a variety of housing issues in the city, and that both of the universities were represented at the Partnership. There was debate amongst the panel as to whether the Strategic Housing Partnership might be best placed to deal with the operational issues that had been raised by residents or whether another forum ought to be established. It was felt that a number of the potential issues would fall outside of the remit of the Strategic Housing Partnership, for example, noise nuisance protocols or work involving CityClean.

The panel concluded that it wished to recommend a new Student Working Group, which might act like a 'Student Impact Local Action Team'. Their work would be community based, facilitating better relationships between residents and students, and covering the whole range of student effects that have been discussed in this report.

Subject areas might include residents' complaints about street noise; about refuse, recycling and bulky waste; planning policy; council tax implications; the quality of student housing; review students living in certain wards; student numbers in the private rented sector compared to numbers in halls of residence, joint work on promoting the SShh campaign as suggested in recommendation 7, review the provision of purpose built accommodation and so on.

- 4.2(ii)** The panel was mindful of Dr Darren Smith's comments that 'existing powers were often

enough to tackle problems' and that it might not always be necessary to introduce new policies but rather to use the existing ones. The partner organisations each already had a number of powers and sanctions that might be of use in tackling any kind of antisocial behaviour, not just that which could be attributed to students. The council, for example, had its noise abatement procedures, and CityClean could take enforcement action if households consistently left refuse or recycling out on the wrong days.

However, there was a sense that partners were not always fully aware of the extent of the power that other stakeholders might have. The panel thought that it would be beneficial for the members of the Student Working Group to summarise the powers that already existed, and to monitor and update the information as necessary. This information should be made available to the public, via the website and other means.

There may well be other occasions when various partners needed to meet up throughout the year; this suggested meeting is not intended to replace those other meetings. However the suggested Student Working Group would be an opportunity for all of the various stakeholders to be together to discuss operational issues and to allow them to consider possible solutions.

The panel recognised that there would be resource implications in establishing a new group. It was felt that the local authority could provide officer support and it was hoped that all of the partners, in particular the universities, would recognise the benefits and value of having such a group, and support it accordingly.

The panel felt that it would be important for the Student Working Group to be aware of the information gathering that was currently happening in the city. It welcomed the work that was being carried out by the University of Brighton on behalf of the Strategic Housing Partnership in mapping student numbers in Brighton & Hove and hoped that this research would be continued into the future, as this would help to inform planning and strategies for student housing in years to come.

Recommendation 33 - the panel recommends that a Student Working Group is formed, comprising of both of the universities and local colleges, the council, police, residents representing Residents' Associations, the students' unions, ward councillors, representatives for landlords and community liaison staff or staff from the accommodation teams. This would facilitate ongoing and improved communication and liaison between the partners.

The Group should consider the operational issues caused by the impact of students living in the city and discuss ways of addressing possible solutions where necessary. The Group should also coordinate a shared database of sanctions that the partners already have.

4.3 Communications

4.3(i) The panel felt that one of the areas that the Student Working Group might wish to consider was that of the induction packs given to students. At present, the universities each have their own pack, the letting agents and landlords issue students with a pack, and the council has its own information that it wishes to give to students; this can lead to students being overloaded with information and discarding it all out of frustration.

The Community Liaison Officer from the University of Brighton confirmed that a joint

council/ university information pack for students would be useful, particularly if landlords and letting agents were encouraged to distribute it, as many students take up accommodation in advance of their university induction, meaning that landlords are a better initial contact than universities or student unions.

4.4 Recommendations

- 4.4(i) It was felt that it might be more effective to have one induction pack that was used by all of the partners in order to coordinate the information that is given to students across the city.

The panel thought that this might be resourced by redirecting the funds that are currently spent on each partner's individual induction packs. It was considered that it could prove to be more cost-effective to have a centralized induction pack.

The pack might include a checklist that students ought to consider when setting up their tenancy, for example, suggesting that the students introduce themselves to their neighbours; that they check details of their refuse and recycling days; has the household completed its Council Tax exemption form etc. The panel was aware that the University of Sussex's current accommodation induction booklet included a checklist of this nature; they considered this to be an example of good practice that they would like to see continued.

Recommendation 34 - the panel recommends the immediate benefits of a shared information pack for all partners in the city to issue to students and that the Student Working Group could implement this as one of their first actions.

- 4.4(ii) As a long-term goal, the Student Working Group might wish to commission a piece of work to look at various environmental factors in a student neighbourhood, in order to assess its 'healthiness'. This could include car pollution/ refuse/ effect of poor standard accommodation on health and stress levels, and so on. The research might include work about the hidden costs of student accommodation, for example, the number of students living in private rented accommodation means that a certain number of family type houses are no longer available for family use, and the ongoing effect that this might have on the demand for social housing.

Alternatively, the working group might wish to work in conjunction with researchers at the universities to carry out investigations into the feasibility of an Area Action Zone, also known as a cumulative impact zone.

Recommendation 35 - the panel recommends that the Student Working Group considers the benefits of carrying out a 'Neighbourhood Health Impact Assessment' or a cumulative impact zone in student neighbourhoods.

5 Positive Impact of Students to Local Community

- 5.1 (i) The panel was concerned that it may seem as if Brighton & Hove did not welcome students and that the entire panel had been focused on listing the negative effects of students living in the city. The members wished to place on record their commitment to students living in Brighton and Hove.

The panel heard that students played a valuable and useful community role in the city in terms of carrying out volunteering in the city. This was welcomed and students were encouraged to carry on volunteering.

- 5.1(ii)** The panel heard that the University of Brighton was linked to local communities through the Community University Partnership Programme which had been in operation since 2003. One of its main tasks was to develop the curriculum to give students the chance to contribute to their local community through their studies. Over 300 students were annually involved in community projects as a formal part of their learning, with each student would normally do 50 hours which equates to 15,000 hours of University of Brighton student resource going into the community each year. On top of this many students also volunteered in their own time. The panel heard that the University of Brighton was the winner of the national award for outstanding contribution to local community 2008, awarded by the Times Higher Educational Supplement. Students from the University of Sussex also contributed to community engagement in a large number of projects in the city.

5.2 Recommendations

- 5.2(i)** The panel welcomed and supported the current volunteer arrangements that were in place at both universities. The panel thought that there may be benefits if students were encouraged to undertake volunteering opportunities in their immediate neighbourhood as much as possible, as this would help to foster good relationships between students and non-students. Members thought that it would be useful for the volunteer coordinator or organising group to work closely with ward councillors to establish what might need to be done in an area; this would help to ensure that the most pressing tasks were being prioritised. The panel would encourage the student volunteers to liaise with the local press and with the university newspapers in order that their achievements could be recognised and publicised.

The panel was aware that work was underway on a citywide volunteering strategy and would encourage the universities and students' unions to sign up to the strategy.

Recommendation 36 - the panel would recommend that the universities continue to encourage students to take part in volunteering opportunities in the residential areas in the city where there is a significant student population in order to foster improved community relations. The ward councillors and community association should become involved in helping to prioritise tasks.

- 5.2(ii)** Dr Smith told the panel that students were traditionally under-represented on residents' groups and associations and any work which encouraged greater engagement should be welcomed. The panel also thought that it would be a positive move if students were encouraged to be active members of their Local Action Teams and Residents' Committees. This would help to build relationships between students and non-students, and break down barriers between the two groups.

Recommendation 37 - the panel would encourage students, via their Students' Unions, to attend their Local Action Team meetings and to play an active part in the community.

6 - Conclusion

- 6.1** The panel heard and received evidence from a wide range of Brighton and Hove residents and bore this in mind throughout the three evidence gathering meetings. The panel members would like to sincerely thank all of the residents and witnesses who took part in the work of the investigative panel in any way.
- 6.2** The panel appreciated that the issue of students living on a temporary basis amongst longer established communities had a significant effect on residents, although it was often the case that the majority of students had little or no effect on other residents.
- 6.3** The panel has made a range of recommendations that it hopes will help to address the various aspects of the student impact on residents. These recommendations are not intended to stand alone but, if accepted, should form part of the policy framework for student housing that already exists in the city.

ADULT SOCIAL CARE & HOUSING OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 70

Brighton & Hove City Council

Subject:	Housing Strategy 2008-2013		
	healthy homes, healthy lives, healthy city		
Date of Meeting:	5 March 2009		
REPORT OF:	Director of Adult Social Care & Housing		
Contact Officer:	Name:	Andy Staniford	Tel: 29-3159
	E-mail:	andy.staniford@brighton-hove.gov.uk	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report is focused on the development of the draft Housing Strategy and the draft specialist housing strategies relating to Older People and the city's LGBT (Lesbian, Gay, Bisexual and Trans) communities.
- 1.2 Development of these strategies began in 2007 to replace the previous Strategy that was developed in 2001 and updated in 2004. This report is to inform Adult Social Care & Housing Overview & Scrutiny Committee of the strategic development process used for the new strategies.

2. RECOMMENDATIONS:

- (1) To comment on the report.

3. RELEVANT BACKGROUND INFORMATION:

- 3.1 Our last housing strategy was developed in 2001 and updated in 2004. The development of our new housing strategy began in 2007.
- 3.2 To ensure our services are working together as effectively as possible, the development of the new housing strategy has been the springboard for a larger

strategy development and consultation review. This review is covered 8 key strategy and service areas during 2007 and 2008:

Overarching Housing Strategy

- Housing Strategy 2008-2013: healthy homes, healthy lives, healthy city
- BME People's Housing Strategy (to be further developed in 2009/10)
- Older People's Housing Strategy
- LGBT People's Housing Strategy

Core Strategies

- Supporting People 5-year Strategy
- Homelessness Strategy

Homelessness Sub Strategies

- Single Homeless Strategy
- Temporary Accommodation Strategy

- 3.3 This report is focused on the overarching Housing Strategy and the specialist strategies relating to Older People and the city's LGBT communities that are being developed in recognition of the particular needs faced by these groups. These strategies are currently in development and will be submitted for approval later in the current year.
- 3.4 The Homelessness Strategy, Supporting People Strategy Review and Temporary Accommodation Strategy were approved at Housing Committee in March 2008.
- 3.5 The draft Housing Strategy, Older People's Housing Strategy and LGBT People's Housing Strategy were published for consultation in October 2008. Final drafts will be ready in Spring 2009. A BME People's Housing Strategy will be further developed during 2009/10.
- 3.6 We recognise that housing plays an important part of all aspects of people's lives, particularly health and wellbeing. To support the new strategy the Primary Care Trust is carrying out a Health Impact Assessment on the city's housing needs. The results of this assessment are helping us to ensure that our strategy and action plans contribute to improving the health and wellbeing of local people.
- 3.7 Oversight of the strategy development process has been by the Strategic Housing Partnership of the Local Strategic Partnership which has been acting as the Project Board.

3.8 The Housing Strategy 2008-2013: healthy homes, healthy lives, healthy city will be submitted for joint approval to both Council and the Local Strategic Partnership and will become a key component of the Community Strategy.

4. CONSULTATION:

4.1 Our strategies have been developed in stages to maximise opportunities for local people, advocacy groups, partner organisations, staff and other stakeholders to engage in the process.

4.2 The first round of consultation was undertaken over 3 months in summer 2007. The consultation was shaped around a Briefing Pack developed to highlight key areas of housing need to provide stakeholders with relevant information to help facilitate discussion. This pack was available on the council website and throughout the city in libraries and other public places. It was also sent out to many stakeholders, voluntary organisations and residents.

4.3 To support this consultation we also organised a 2 day Consultation Fair that included a Saturday, officers went out into the community, attended social functions, service user groups meetings and other events. Where possible we also linked in with other research and consultation being carried out across the city, such as the groundbreaking *Count Me In Too!* research looking at the needs and aspirations of the city's LGBT population.

4.4 In winter 2007/08 we published strategy frameworks outlining the proposed key priorities and actions for the Housing Strategy, Older People's Housing Strategy, BME Housing Strategy and LGBT Housing Strategy. These priorities and actions were developed from the Consultation Briefing Pack and findings of the first round of consultation. Consultation on the strategy frameworks together is being used to help develop the draft strategies and action plans.

4.5 To support the development of the specialist strategies, two Housing & Support Working Groups have been set up:

- Older People's Cross Sector Housing & Support Working Group
- LGBT Housing & Support Working Group

These groups are made up of representatives from a wide range of support and advocacy groups, the community and voluntary sector, the Primary Care Trust and the local authority. Whilst these groups have been instigated and facilitated by the local authority, they are led by our stakeholders.

4.6 These groups have reviewed each stage of the strategy development process and made many valuable contributions to our strategic priorities, action plan

and equality impact assessment. We hope that these groups will have an ongoing input into monitoring and review once the strategies are published.

- 4.7 We are working with the BME communities to explore the potential for a similar group to be a critical champion of the BME Housing Strategy. This work is planned for 2009/10.
- 4.8 Sub groups of the Strategic Housing Partnership have been looking at the role of housing co-ops and the issues around student housing (see Appendix 1 for draft outline to Student Housing Strategy). The findings of these groups are helping to inform the draft strategies.
- 4.9 In tandem with the strategy development process, a number of Chairman's Focus Groups have been set up to consider key issues affecting the council's social housing stock and impacting on the lives of tenants. These groups are looking at a number of issues such as sheltered housing, adaptations and allocations which are also helping to inform the draft housing strategies.
- 4.10 The draft Housing Strategy, Older People's Housing Strategy and LGBT Housing Strategy were published in October 2008 for a final 3-month round of stakeholder consultation. The drafts were published on the website and on the websites of community partners such as Spectrum, and officers once more visited a number of stakeholder groups, residents groups and community meetings in order to get a wide range of views on the drafts.
- 4.11 A Stakeholder Event was organised to gather officers in the relevant Council services, such as Adult Social Care, Housing Management and Community Safety, to discuss issues from the draft strategies and help draft and 'own' actions for their own services. This event was attended by members, officers, and community sector professionals, and co-facilitated by the Chairs of the two Housing & Support Working Groups.
- 4.12 Final draft strategies are currently in development and will be available in the spring. They will be accompanied by full Equality Impact Assessments, a Health Impact Assessment and a Consultation Report.
- 4.14 We do not want consultation to end with the publication of our strategies, but would like it to be a part of an ongoing process, involving local people and other stakeholders throughout the life of the strategies helping us to monitor its implementation and review our services. This approach has led to recognition of this model of consultation by the Office of the Third Sector; the report by Involve, 'Better together: improving consultation with the third sector' cites this consultation as an example of national best practice.

5. RECOGNISING GOOD PRACTICE:

5.1 The stakeholder focussed approach and joint work with health to develop the Housing Strategy has been recognised as good practice nationally and internationally:

- **Audit Commission (Apr 2008)**
National study scoping exercise: Improving performance through a strategic approach to housing,
- **World Health Organisation (Oct 2008)**
Seminar / Case Study, WHO Healthy Cities International Conference, Croatia
- **Housing Quality Network (Nov 2008)**
Case Study, Understanding the Public Health Agenda
- **Office of the Third Sector (Nov 2008)**
Research project looking at effective and innovative consultation with the third sector
- **UK Public Health Association (Mar 2009)**
Parallel Session / Case Study, 17th UKPHA Annual Public Health Forum

6. FINANCIAL & OTHER IMPLICATIONS:

6.1 **Financial Implications:** *[Mike Bentley, Accountant, 23 February 2009]*

There are no direct financial implications arising from the recommendations made in this report. However the final strategies will have strong links to the various financial recovery plan actions in place/being developed across Adult Social Care & Housing.

6.2 **Legal Implications:** *[Liz Woodley, Lawyer, 24 February 2009]*

Under section 87 of the Local Government Act 2003, the Secretary of State can by direction require local housing authorities to produce a housing strategy. However, no such direction has yet been given. On the other hand, it is perfectly proper for a local housing authority to produce strategies, such as the ones which have already been out to public consultation.

6.3 **Equalities Implications:**

An equality impact assessment is being carried out on each strategy as it is being developed, with the strategy containing a summary of the assessment. Assessments will be completed during the last stage of consultation to inform the final drafts of the strategies. Additional Equality Impact Assessments will be required as the strategy action plans are implemented over the next few years. Below is a summary of our approach to each of the 6 equality strands:

- **Race:** BME Housing Strategy in development
- **Disability:** Strategy Statement on Physical Disabilities incorporated in Housing Strategy and Older People's Housing Strategy. Disability of all kinds, including physical disability, learning disability and mental health issues, are also a key feature of the Supporting People and Learning Disability Housing Strategies
- **Gender and gender identity:** Actions from the Gender Equality Scheme have been fed into the strategic development process. Gender Identity is also a key feature of the LGBT Housing Strategy.
- **Age:** Older People's Housing Strategy in development. Youth Homelessness Strategy developed in 2007. Supporting People Strategy links to older people's services, youth homelessness services, and action to fund LGBT support worker for young people at risk
- **Religion / Belief:** The BME Housing Strategy to be further developed during 2009/10 includes community safety objectives which also cover religion and belief.
- **Sexual Orientation:** LGBT Housing Strategy in development

6.4 **Sustainability Implications:**

Housing is one of the 12 key objectives of the council's Sustainability Strategy which aims ***to ensure that everyone has access to decent, affordable housing that meets their needs***. The Housing Strategy 2008-2013 and related specialist strategies support this aim.

6.5 **Crime & Disorder Implications:**

Ensuring appropriate housing and support is essential in helping to reduce antisocial behaviour and other crime and also to support the victims of crime. Specific actions within the LGBT and BME housing strategies recognise hate crime and aim to support victims and help develop safer communities.

6.6 **Risk and Opportunity Management Implications:**

The current economic climate brings with it the risks of increased levels of home repossessions, increased numbers of empty homes, increased overcrowding, reduced access to equity funding for maintenance and improvements and reduced levels of house building. This could increase pressures relating to homelessness, housing support and community cohesion.

A robust housing strategy is essential to help mitigate these risks and resultant budgetary pressures.

6.7 Corporate / Citywide Implications:

Housing is a fundamental aspect of people's wellbeing affecting the daily lives of 250,000 residents in Brighton & Hove. Poor or inappropriate housing has a direct impact on the ability of residents to maintain their independence – this has implications for social care, education and the health. 22,000 households in the city have someone with a support need and vulnerability affects 1 in 5 households. Housing also has a significant impact on the economy, with the housing stock currently valued at approximately £26bn. Homes worth more than £1bn are sold every year with around a further £1bn being spent on maintenance, rents, mortgages and other associated housing costs. Our housing aims support the priorities and aims of the 2020 Community Strategy.

SUPPORTING DOCUMENTATION

Appendices

1. Draft Student Housing Strategy Contents

Documents In Members' Rooms

1. None

Background Documents:

All available at: <http://www.brighton-hove.gov.uk/index.cfm?request=c1188834>

1. Draft Housing Strategy 2008-2013, October 2008
2. Draft Older People's Housing Strategy, October 2008
3. Draft LGBT People's Housing Strategy, October 2008

4. Draft Housing Strategy Framework, December 2007
5. Draft Older People's Housing Strategy Framework, December 2007
6. Draft BME People's Housing Strategy Framework, December 2007
7. Draft LGBT People's Housing Strategy Framework, December 2007

8. Housing Strategy 2008: Consultation Briefing Pack, May 2007

Appendix 1: Draft Student Housing Strategy Contents

About this Student Housing Strategy

Foreword by Councillor Mary Mears, Leader of the Council

1. Executive Summary
 - 1.1 Student Housing Strategy for Brighton and Hove
 - 1.2 Engaging Local Communities
 - 1.3 The Goals of the Strategy

2. Introduction
 - 2.1 The Patterns of Student Housing and Student Populations in Brighton and Hove
 - 2.2 The Benefits of a Large Student Population in the City
 - 2.2 The Challenges of Student Housing in Brighton and Hove

3. The Student Housing Strategy in Context
 - 3.1 The Changing National Conditions
 - 3.2 Organising to Meet the Challenges
 - 3.2 A Partnership Approach
 - 3.3. Strategy Co-ordination

- 4 Strategic Objective 1: An area-based approach to effectively manage students, student housing and residential environs in HMO-dominated neighbourhoods; thereby mitigating the negative effects of high-density student populations on established residential communities and students.

- 5 Strategic Objective 2: The dispersal of students from HMO-dominated neighbourhoods, via the promotion and development of accommodation which is purpose-built for students by universities / commercial providers.

- 6 Strategic Objective 3: Manage students, student housing and residential environs in areas where concentrations of students have formed in clusters of purpose-built student accommodation.

- 7 Strategic Objective 4: Monitor and counter the possible formation of destudentification, which is linked to the dispersal of students into purpose-built accommodation

Adult Social Care & Housing Overview & Scrutiny Committee

Agenda Item 72

Brighton & Hove City Council

Subject: *Physical Disability Strategy 2009-2012*
Date of Meeting: *5th March 2009*
Report of: *Director Adult Social Care & Housing*
Contact Officer: Name: *Karin Divall* Tel: *29-4478*
E-mail: Karin.divall@brighton-hove.gov.uk

Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT

- 1.1 A strategy has been drawn up in partnership by the Brighton & Hove PCT and Brighton & Hove City Council which outlines the development of services for adults with physical disabilities over the next three years. The strategy is based on national and local policy and incorporates views that have been collected from service users and carers and has been developed in consultation and engagement with service users.
- 1.2 The strategy was presented to Adult Social Care Cabinet Member Meeting in December 2008 and recommendations at that meeting were to complete the consultation and finalise the strategy and supporting documentation.
- 1.3 A Joint Strategic Needs Assessment, Equalities Impact Assessment and implementation action plan are therefore being prepared for presentation alongside this strategy at the Adult Social Care Cabinet Members Meeting in March

2. RECOMMENDATIONS:

- 2.1 That the Overview and Scrutiny Committee comment on the strategy.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 The PCT, as lead commissioner for services in the City for adults with physical disabilities, has been working with the local authority, and a wider representative stakeholder group, to develop this strategy. The strategy which identifies demand and need for services and provides the opportunity to develop better commissioning and improved management of limited resources across the health and social care sector.

The strategy identifies the local and national drivers for change. An assessment of need based on demographic information, local activity and trends. It then maps out the future direction including:

- Involvement and engagement
- Person centred care and self directed support
- Promotion of independence and extended living opportunities
- Improved support to those with complex and higher dependency care needs through the commissioning of alternatives to high cost residential, nursing home care
- Increased opportunities for local; citizenship and community participation

4. CONSULTATION

- 4.1 The strategy has been developed by a steering group with representation from the statutory and voluntary sectors. A period of engagement and consultation was led by the PCT and took place during October and November 2008 with key stakeholders including voluntary sector and communities of interest, Disability Equality Scheme steering group and service users groups, relevant clinical groups and networks. Further consultation has been carried out since December and this has informed the Equalities Impact Assessment.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The strategy is expected to be delivered within health and social care budgets however elements of the action plan may require further investment and will be subject to detailed business cases and a value for money approach. The strategy sets out objectives and where a changed approach is proposed. The expectation is that through service modernisation efficiency savings will be generated which will fund the new approaches

The PCT currently spends £420m in providing health care across Brighton and Hove. A significant proportion of this health care is provided to the working age population with physical disabilities. A key part of the Physical Disability Action Plan will be to establish baseline funding streams for physical disabilities and to ensure that these can be clearly linked with appropriate healthcare outcomes.

Expenditure across social care on physical disabilities (adults under 65) is approximately £9m. A proportion of the City Council's capital budgets on adaptations and Disabled Facilities Grants is applied to physical disabilities.

Finance Officer Consulted: Anne Silley/Jonathan Reid

Date: 25/11/08

Legal Implications:

- 5.2 The Physical Disability Strategy has been developed in accordance with national and local policy and follows a comprehensive analysis of assessed need within Brighton and Hove, taking into account the outcome of consultation with relevant stakeholders.

The Strategy should therefore ensure that the Council continues to be able to meet its statutory duties to service users, in accordance with individual need, and in compliance with the Human Rights Act.

Lawyer Consulted: Hilary Priestly
Equalities Implications:

Date: 11/11/08

- 5.3 An Equalities Impact Assessment Checklist has been completed for this strategy and this has identified the need to increase access to services and wider representation for service users and their carers. A full EIA will be completed before the Strategy is finalised.

Sustainability Implications:

- 5.4 The strategy aims to improve access to and quality of services for disabled people without additional impact upon the environment.

Crime & Disorder Implications:

- 5.5 A higher proportion of disabled people are subject to abuse and hate crime than for the City population as a whole and this strategy aims to support disabled people to access support, advice and services that will address this inequality.

Risk and Opportunity Management Implications:

- 5.6 Demand for, expenditure on and unit costs of services for adults with physical disabilities has been increasing year on year and future growth is a financial risk. This strategy provides an opportunity to work across health and social care to strengthen commissioning and deliver improved value for money and reduce the financial risk and to meet the council priority of better use of public money.

Corporate / Citywide Implications:

- 5.7 This strategy meets the council corporate priority of reducing inequality by increasing opportunity. It is relevant to disabled people who live, work and use services from across the council and this strategy will apply equally to disabled people from across the City.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 The strategy has been developed to address the financial risk and to develop improved demand planning, the alternative would be no strategy which would present a financial risk.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The strategy has been developed by the Primary Care Trust in partnership with the local authority. Further work is being completed including the Joint Strategic Needs assessment and Equality Impact assessment.

SUPPORTING DOCUMENTATION

Appendices:

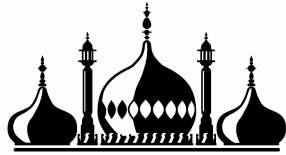
1. Choice, Independent Living and Personalised Care: A Draft Strategy for Physical Disability Services 2009-2012

Documents In Members' Rooms

1. None

Background Documents

1. None



Brighton & Hove



Brighton and Hove

Choice, Independent Living and Personalised Care
A Strategy for
Physical Disability Services
2009-2012

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	Homelessness As overall homelessness in the city has been reducing in the last few years there has also been a reduction in homelessness amongst those with physical disability as the main priority need. However, at least one household every week is accepted as homeless with physical disability as the main reason for priority need. The local authority has recognised that there is a shortage of adapted temporary accommodation in the city for homeless applicants, while they are waiting for suitable permanent accommodation and as a result the City Council is funding the adaptation of six self contained flats for this client group, with more to come following feasibility studies.	33
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1 Acknowledgements

This strategy has been developed with contributions from:

- Service user and carers
- Representative of organisations of disabled people
- Members of a Strategy Steering Group
- Disability Equality Scheme steering group and service users group
- Integrated Service Improvement Programme (ISIP) workshop members
- Care Services Improvement Partnership (CSIP)

2 Executive Summary

The joint Physical Disability Commissioning Strategy sets out the future direction of physical disability services in Brighton and Hove from 2009 - 2012.

The purpose of this strategy is to extend choice, strengthen independent living, deliver personalised care and create greater citizenship opportunities for people with a physical disability.

The strategy supports a social model of disability which shifts the focus from impairment (the medical model) to the recognition of the impact of social and environmental barriers for people and how these can restrict and exclude people with a disability from mainstream society¹.

Relevant to a range of disabilities (cognitive, mobility, sensory, and communication) and health conditions a broad scope is required and responsiveness to a range of individual needs. The strategy whilst relevant to all age groups and people with other disabilities addresses focuses on the needs of adults (18-65yrs) with a physical disability and the associated care services. It is therefore important to cross-reference this strategy with other key areas of work² to ensure a comprehensive approach to the development of services, efficiency and best use of resources.

The development of the strategy has been informed by: national and local policy and guidance, a Joint Strategic Needs Assessment for Adults with Physical Disabilities, and listening to the views of disabled people and their carers.

Disabled people have told us that services must be planned and commissioned based upon a social model of disability. The social model recognises the need to address the environmental and attitudinal barriers which exist and prevent full equality for disabled people. Disabled people and their carers want more involvement and meaningful engagement in the process of planning for service improvement. Service users and carers have identified areas for improved access and support including: information services, during hospital admission and at point of hospital discharge, to support independent living and to access mainstream community activities.

As a result of the above the strategy has five overall strategic objectives outlined below:

¹ Social model of disability: Disability within the social model is defined as “the loss or limitation of opportunities to take part in society on an equal level with others due to social and environmental barriers”.

² Key areas of work are included at Appendix A

Five strategic objectives:

- To actively involve and engage physically disabled people and their carers in the future planning and development of services.
- To develop personalised and self directed care
- To promote independence and extend opportunities for independent living
- To improve support to those with complex and higher dependency care needs
- To increase opportunities for local citizenship and participation in communities

For each of the five objectives above the strategy identifies: relevant local priorities the key actions for delivery and the desired outcomes. The key actions of this strategy include:

To strengthen service user and carer engagement and involvement the key actions are:

- To ensure service user and carer involvement in the planning, development, monitoring and reviewing of future services through the development of inclusive engagement structures.
- To develop a service user led centre for independent living to provide a focal point for community information, independent living support and further opportunities for service users and carers.

To further develop personalised and self-directed care the key actions are:

- To ensure information services are highly visible and integrated thereby strengthening the one-stop shop approach to information, advice and advocacy services.
- To strengthen health promotion and well being initiatives through the introduction of designated health trainers and Expert Patient Programmes.
- To develop self care and management by increasing take up of self directed care including Direct Payments and individual budgets.
- To ensure care delivered is timely, responsive, accessible and person centred

To increase support to individuals and their families to maintain independence and independent living the key actions are:

- To strengthen the focus of services on reablement and rehabilitation to support independence and independent living.
- To improve management of disability during hospital stay and in discharge planning to facilitate a return to independent living
- To improve access to accessible and adapted housing
- To deliver primary and community services which support independence, are delivered as close to home as possible, with appropriate access and re-access to support as needs change

To improve support to those with complex and higher dependency care needs and their carers the key actions are:

- To develop a commissioning framework to broaden support options available locally this will include:
- Development of Extra Care Housing for adults aged 18-65 years
- Improving access to short term, transitional services for those in transition (e.g. those leaving hospital or specialist rehabilitation services or children's care services),

- Improving longer term support for those who wish to return to the city from out of area placements and those wishing to remain living independently within their own homes
- Exploring further integrated working for those with complex health and care needs to ensure appropriate and greater co-ordination of care
- Strengthening current procurement initiatives to ensure high quality and value for money care is purchased for the city's population

To increase opportunities for local citizenship and partnership the key actions are :

- To increase opportunities for employment, and training to include support for finding and retaining employment, accessing training and retraining opportunities.
- To ensure that people with a disability are able to access the city's wide range of mainstream community activities.
- To develop a centre for independent living model which will develop strong links with the wider community and develop further opportunities for community participation.

Delivering the Strategy

To successfully deliver this strategy a whole systems approach is required. A cross-representational Physical Disability Commissioning Strategy Steering Group will be established to steer and monitor implementation of the strategic action plan. Due to the wide-ranging scope of the strategy a project management approach will be taken to implement the key actions of the strategy.

3 Setting the scene

3.1 Introduction

Brighton and Hove City Primary Care Trust (B&H PCT) has, together with Brighton and Hove City Council, jointly developed a three-year strategy (2009 to 2012) to improve opportunities and support services to people with a physical disability.

The strategy encompasses the whole health and social economy of Brighton and Hove, and must be read in conjunction with local disability schemes³, which provide the local plans for ensuring equality of opportunity for disabled people.

National and local policy sets out the direction for the delivery of health and social care and this strategy outlines how local services will develop to meet national policy whilst ensuring the most effective use of resources.

3.2 Scope

This strategy is based on the social model definition of disability, which shifts the focus from impairment (the medical model) to the recognition of the impact of social and environmental barriers for people and how these can restrict and exclude people with a disability from mainstream society⁴.

The strategy's remit is broad, relevant to a range of disabilities (cognitive, mobility, sensory and communication) health and long term conditions. Specific focus is given to the needs of younger adults (18-65yrs) with a physical disability, and the related adult support services to ensure that work, family, social and personal life considerations for working age adults are addressed.

However whilst the principles and aims of the strategy will be relevant to all it is necessary to refer to the relevant individual plans for information on other detailed work programmes. To assist this other relevant strategies and areas of work are listed in Appendix A.

3.3 Key Strategic Objectives

The Government's vision for disabled people is set out in Improving The Life Chances of Disabled People⁵ It states:

“By 2025, disabled people in Britain should have full opportunities and choices to improve their quality of life and will be respected and included as equal members of society”

³ <http://www.brightonhovecitypct.nhs.uk/pct/howwework/equalities/documents/DisabilityEqualitySchemeDraft17.pdf>

⁴ Social model of disability: Disability within the social model is defined as “the loss or limitation of opportunities to take part in society on an equal level with others due to social and environmental barriers”.

⁵ Improving the Life Chances of Disabled People, Prime Minister's Strategy Unit 2005

To improve the life chances of people locally the following key objectives have been identified:

- To actively involve and engage physically disabled people and their carers in the future planning and development of services
- To develop personalised and self directed care⁶
- To promote independence and extend opportunities for independent living⁷
- To Improve support to those with complex and higher dependency care needs
- To increase opportunities for local citizenship and participation in communities by improving access to the city's services and facilities e.g. education, employment, leisure and other activities

*Throughout the strategy recognition and consideration of the support needs of carers: both carers of disabled people and disabled people as carers themselves will be evaluated.

3.4 Key Principles

This strategy is underpinned by the following key principles:

- Services should be designed and developed in partnership with users and carers.
- The strategy must ensure that the needs of those more traditionally excluded⁸ are fully considered.
- Services commissioned must provide high quality, evidence based care and represent value for money.
- The commissioning plan will seek to sustain a balanced financial position across the local health and social care economy.

3.5 Key Challenges

Key challenges for the strategy are:

- Ensuring that the plan is responsive and flexible in order to address a wide range of disabilities and individual needs.

⁶ Personalised care: This is where the individual is central to the decision making and planning of care and has choice as to how their needs are met

⁷ Increasing disabled people's opportunities to live independent lives at home, at work and in the community

⁸ Including disabled people from black and minority ethnic communities, and disabled people who are lesbian gay, bisexual or transgender

- Achieving the necessary coordination and integration of commissioning plans and support systems to ensure a shared approach.
- Delivery of the plan and significant service improvements within a financially challenged local health economy.

3.6 Risks

3.6.1 Securing ongoing service user engagement and involvement

3.6.2 Stronger local service user engagement and involvement is required to ensure that services are responsive and flexible to meet local need. A robust and inclusive model is required to secure wider representation locally.

3.6.3 Financial Plan

Across the local care economy key services for physical disability experience a consistently high level of demand. As treatment and technology advances and more people with complex needs are supported to live at home the demand on services and existing budgets has increased. This has led to significant pressures within both health, housing and social care budgets.

In addition, the economic environment is more challenging than in previous years – health, housing and social care services will face increasing and competing demands for prioritisation within a tightening financial envelope. The key risk here is that, as identified in both this strategy and the Joint Strategic Needs Assessment, the funding streams for physical disability services are often less directly ‘visible’ and receive less direct focus than others as they are often located within other service pressures. This is because services for adults aged 18-65 years with a physical disability are often associated with other conditions (particularly within a healthcare context).

3.6.3 Management information

This strategy’s assessment of need is largely based on national data applied to the local population. This has enabled an estimate of local incidence, and prevalence rates and expected type and level of disability locally. Improved record keeping across the local health economy is required to facilitate a more robust analysis of future needs.

3.7 Mitigating Factors

Development of a robust model for ongoing service user engagement and involvement is a key priority of the three year action plan (included at Appendix D) and will be taken forward in year one.

The Joint Strategic Needs Assessment (JSNA) and action plan highlights the key budget lines for physical disability services. To mitigate the recognised financial risks above, work will continue to further assess need and identify spend against physical disability. A Physical Disability Steering Group will be established to monitor implementation and financial impact of the proposed initiatives and to secure closer alignment of performance and financial reporting, budget planning and

commissioning. This group will help ensure that the profile of the needs of service users with a physical disability will be maintained within the prioritisation processes within health, housing and social care.

4 Drivers for Change

4.1 National context

This strategy is developed in the context of national legislation, policy and initiatives aimed at achieving full equality for disabled people by 2025⁹ and a government drive to give a right to independent living.

It is also developed at a time of major reform within health and social care that will shape the way services are delivered in the future, giving renewed priority to:

- Good prevention services and early-targeted intervention;
- Supporting those with more long term needs;
- Equality of citizenship and reducing health, social and community inequalities;
- Improving access to community services, integrated and personalised care
- Greater integration and joined up working between health and social care services.

The main guiding legislation and national policy for the Physical Disability strategy include:

- The Disability Discrimination Act (1995)
- The Disability Equality Duty (2005)
- World Class Commissioning and the Darzi Review “Our NHS, Our Future” (2007)
- Our health, our care, our say: a new direction for community services' (DOH (2006)
- Putting People First: A shared vision and commitment to the transformation of Adult Social Care
- Improving the Life Chances of Disabled People, Prime Ministers Strategy Unit, 2005

It is also informed by clinical and best practice guidelines such as:

- Long-term conditions National Service Framework (DOH 2005)
- National Stroke Strategy (2007)

⁹ Equality 2025 - the UK Advisory Network on Disability Equality is a network of disabled people, who will act as a reference group for the government to ensure input from disabled people at the start of policy development. The intention is that policy changes across all government departments will be referenced by the network and therefore validated by disabled people.

- Standards for Services for people who are deafblind or have a dual sensory impairment in partnership with the Department of Health
- Stepping Away for the Edge, Improving Services for Deaf and Hard of hearing
- Transforming Community Equipment Services Project, (DOH 2006)

4.2 Local context

In addition to key national policy the strategy is developed in line with the city's overall strategic plan for local health and social care services. Several key documents set out the future direction for services across the city.

Brighton & Hove City Council Corporate and Directorate Priorities set the framework for this strategy and are to:

Corporate Priorities	Directorate Priorities
<ul style="list-style-type: none"> • Protect the environment while growing the economy • Better use of public money • Reduced inequality by increasing opportunity • Fair enforcement of the law • Open and effective city leadership 	<ul style="list-style-type: none"> • Providing homes to meet the needs of the city • Improve housing quality in the City to ensure all have access to decent homes • Deliver Value for money services • Work in partnership to improve the commissioning and provision of services • Reduce inequality • Deliver excellent customer services

Brighton & Hove City Council (Adult Social Care) is taking forward an ambitious Personalisation Programme with the vision of creating an integrated range of effective services and opportunities and delivering timely and appropriate responses to individuals' needs and aspirations and which support people to lead fulfilled and healthy lives.

The city is committed to empowering people to make informed choices about the sort of support that suits them and to achieve the outcomes they want to maximise their independence and quality of life. This includes safeguarding those people whose independence and well being are at risk of abuse and neglect.

To deliver this vision, services are being re-designed to offer:

- clear advice and information through multi skilled contact points
- self assessment, easy access to simple services (e.g. equipment, community services, telecare)
- identification of and signposting to partnership solutions to improved quality of life
- self directed support options at all stages for all social care users
- an integrated approach to reablement for the majority of social care users
- a robust care management service for those who need it
- a professional and effective process to safeguard vulnerable adults

The new service will work to a set of key principles, including:

- a service that enables people to make decisions and choices wherever possible
- a service that facilitates independence whereby people can access the appropriate resource at the right time and move on
- a service that is flexible and designed to meets changing needs
- a service that listens to people's views and is open to change
- a fair service for all parts of the community that does not discriminate on the basis of income or background
- a service that represents good value for money for the community and the person using the service

The Primary Care Trust (PCT) has developed its Strategic Commissioning Plan for 2008-2013 – this is the overall commissioning plan for the city's health care services. It sets out the plans for improving health care services to ensure "High Quality Care for All" in line with World Class Commissioning and the Darzi Review and the three key principles of: better health and well being, better care and better value for all, underpinned by the organizational competencies to deliver them. The PCT has identified six key overall commissioning goals for the next five years. The goals are for:

- i) Average life expectancy to increase above expected trends with biggest gain in the most deprived areas
- ii) Children grow to adulthood with maximum life chances and best possible health

- iii) Improve quality and response for mental health, sexual health, alcohol and drugs services
- iv) Improve quality and response in primary care services
- v) Improve quality of life for people living with long term conditions
- vi) To have a range of services nationally recognized as best practice

Healthier people excellent care for NHS South East Coast (2008) – sets out a shared vision and recommendations for health services in the South East Coast region over the next 10 years. The PCT has agreed and signed upto a number of pledges for the improvement of health services. Relevant to this strategy are pledges for staying healthy, acute and planned care and long term conditions. Key pledges for Long Term conditions are set out below:

No	Long Term Conditions - Pledge
1	By 2010 health and social care to be jointly planned and purchased for long term conditions where appropriate, so that people will receive co-ordinated and personalised care that is tailored to their needs.
2	By 2011 90% of patients with long-term conditions will have personal care plans
3	By 2012 all patients will receive ongoing support , education and training to help them better manage their own condition
4	Networks of clinicians will be developed to improve the quality of care for people with long-term conditions
5	We will work with the NHS and employers to rehabilitate people so that they return to work at the earliest opportunity

Other key local strategies with which the physical disability strategy is cross-referenced are summarised in Appendix A and include:

- Older Peoples Commissioning Strategy (2007-2010)
- Strategy for Self Care
- Housing Strategy
- Strategy for Self Directed Support
- Carers Strategy
- Extra care housing strategy

5 Local assessment of need

This strategy is informed by the city's Joint Strategic Needs Assessment for Adults (aged 18-64 years) with physical disabilities 2009 (included at Appendix B)

The JSNA provides an assessment of local need based on local demographic and activity information and national studies applied to the local data. The report does however recognise the challenge this presents due to a number of factors including:

- much of the available data relates to impairment rather than disability and therefore reflects the medical model of disability, which is less useful than the social model in guiding the planning of services to respond to users needs.
- local activity is often not broken down by age range, or level of individual need
- uncertainty over future trends, and the use of measures which give only a partial indication of levels of disability and dependency.

Due to these difficulties most forecasting models of future health and care are based on current levels of need¹⁰.

Overview of Joint Strategic Needs Assessment:

- The social model of disability highlights that disabled people face social, environmental and attitudinal barriers which can restrict their activity and participation in society. Policies that increase independence and enablement are important in supporting good outcomes for people with physical disabilities.
- Evidence highlights that people with physical disabilities experience disadvantage in many aspects of daily life. They are more likely to live in poverty as well as experience problems with hate crime and harassment, housing and transport.
- The specific needs of people with physical disabilities who are members of groups that potentially experience additional barriers to participation, such as Lesbian, Gay, Bisexual and Transgender (LGBT) people, people from Black and Ethnic Minority (BME) groups, and Gypsies and Travellers, should be taken into account in service planning and delivery.
- It is estimated that approximately 14,000 Brighton and Hove residents aged 18 to 64 have a moderate physical disability, and 3,400 have a severe physical disability.
- In the 2001 census, a higher proportion of Brighton and Hove residents aged less than 65 reported having a limiting long term illness compared with the

¹⁰ The Parliamentary Office of Science and Technology¹⁰ acknowledges the difficulty in forecasting future demand;

England average, and a higher than average proportion of residents aged 16 to 74 reported that they were permanently unable to work.

- Approximately 6,700 local residents aged 18 to 64 are expected to have a moderate personal care disability, and 1,293 are expected to have a severe personal care disability.
- The number of people with a physical disability living in Brighton and Hove is expected to increase by between 3.5% to 5.0% between 2008 and 2015.
- Brighton and Hove has a young age distribution and a reduction in the number of older people living locally is projected. Therefore the proportion of all people with physical disabilities who are aged less than 64 years is likely to increase. The young age distribution of the local population means that for health conditions which are typically young onset, such as multiple sclerosis, there are likely to be a higher than average number of new diagnoses in the local population each year compared with other authorities with a similar sized population.
- One in twenty adults aged 18-64 in Brighton and Hove receive Disability Living Allowance, (DLA) however the rate varies by geographical area and in the electoral wards of East Brighton and Queens Park one in twelve receive DLA.
- Residents with a physical disability were more likely to live in a home in disrepair and more likely to be fuel poor.
- Households with a disabled member are more than twice as likely to rent from a local authority or social landlord (37 per cent of all households with a disabled member live in social housing, compared with 15 per cent of all households living in social housing across the City). The City has a large privately rented sector, and there may be barriers to fitting adaptations for people with physical disabilities in these properties.
- Historically Brighton and Hove has had a relatively high number of people living in long stay residential and nursing care. Since 2003 the number has fallen considerably. However the unit cost of this care is rapidly increasing and is high compared to other local authorities.
- During the same period the number of people with physical disabilities helped to live at home by Brighton and Hove City Council has increased considerably, and local performance is higher than the England average.
- In 2006/07 the rate of Brighton and Hove residents with physical disabilities aged 18 to 64 receiving direct payments was low compared to the national average, however since this data was published the actual number receiving payments locally has increased from 39 in 2006/07 to 65 in 2008/09
- The proportion of homelessness acceptances with physical disability as the priority need in Brighton & Hove is consistently two to three times higher than the England average, indicating a high level of need locally.

- More than 200 applicants on the housing register require a property that is partially or fully adapted for wheelchair use. Of the 88 requiring a fully adapted property, 76% are aged less than 60 years.

In summary the JSNA makes the following recommendations:

- Ensure that service planning takes into account the projected increase in the size of the population aged under 65 with physical disabilities
- Ensure local people with physical disabilities are involved in planning and development of services
- Ensure that services provide high quality information at the initial point of access to promote independence and enablement
- Ensure those involved in service planning and delivery consider and respond to the needs of specific groups including as BME groups, LGBT people and gypsies and travellers,
- Improve access to accessible and adapted housing
- Ensure the needs of carers of people with physical disabilities are considered in service planning and delivery
- Increase the number of local people in receipt of self directed care
- Consider how knowledge of the needs of local people with physical disabilities can be improved, including improved data collection, and include this information in the revised version of this Joint Strategic Needs Assessment.

6 Overview of Performance and finance

Performance: Services are measured against a number of national and local standards. Overall the city has a varied picture of performance with some services performing highly and showing real strength and others requiring further improvement.

The Health Care Commission assesses the overall health performance of the city. Health targets include condition specific and cross cutting performance targets. The most relevant performance measures for physical disability are a combination of performance targets and quality standards. The new Care Quality Commission will continue to monitor performance across specified targets and quality standards, and will reflect the significant shift in emphasis across all health services towards commissioning for quality. Funding for service providers is increasingly dependent on meeting specified, and challenging, quality targets.

The position in Adult Social Care is currently under review. The Commission for Social Care Inspection (CSCI) is leading a national consultation to inform the future performance management of Adult Social Care. Early indications are that there will be a strengthened focus on evidence of local delivery of the White paper “Our Health, Our Care, Our Say” national outcomes. A National Indicator Set (NIS) will apply within which the thirty-five Local Area Agreement targets will be critical. In addition Councils will continue to collect the Performance Assessment Framework indicators during 08/09 until the consultation is concluded .

The NHS Operating Framework (2008) outlines the key priorities and “vital signs” on which local health and social care services will be monitored. Relevant targets include:

- Percentage of patients seen within 18 weeks for admitted and non-admitted pathways
- Patient experience of access to primary care
- Adults helped to live at home.
- Proportion of people with long term conditions supported to be independent and in control of their condition (NIS 124)
- Timeliness of social care assessment (NIS 132)
- Timeliness of social care packages (NIS 133)
- Adults and older people receiving direct payment and/or individual budgets per 100,000 population (aged 18 and over) NIS 130 and a LAA target

- Proportion of carers receiving a carers break or a specific carers service as a percentage of clients receiving community based services (NIS 135 and a LAA target)
- VSA14: Quality stroke care (outcome: Reduction in stroke related mortality and disability) Patients who spend at least 90% of their time on a stroke unit and higher risk TIA cases who are treated within 24 hrs
- Also in 2009 two additional service user experience indicators are planned: NIS 127 regarding satisfaction and NIS 128 regarding dignity and respect

The Primary Care Trust measures performance against all of these key targets on a monthly basis, and works across key partnership agreements to ensure that these targets are met.

6.1 Local Authority - Key performance indicators

The city performs well in terms of those helped to live at home; with over 90% helped to live at home. Table 1 shows a steady increase in the number of people helped to live at home and Table 2: shows a steady fall in the number of people supported in residential and nursing home care since 2003.

Table1: People with a Physical Disability helped to live at home (Rates per 10,000 population aged 18 to 64 years)

	2003/04	2004/05	2005/06	2006/07	2007/08
Brighton and Hove	4.2	3.9	6.1	6.7	7.6
England	4.2	4.2	4.5	4.5	4.7
SE England	3.9	3.7	4.3	4.6	5.0

Source: CSCI Performance Assessment Framework

Table 2: Long stay supported residents receiving residential and nursing home care (Rates per 10,000 population aged 18 to 64 years)

	2001	2002	2003	2004	2005	06	07	08
Brighton and Hove	3.5	3.7	4.5	3.8	3.6	3.0	2.5	2.4
IPF Comparator group	3.6	3.3	4.3	3.8	3.5			
England	2.9	2.9	3.4	3.2	3.0			

Source: Key Indicators Graphical System

However the city performs relatively less well with regard to unit cost. For both residential and nursing home care unit costs are shown to be above the unitary average and close to the outer London boroughs' average.

Table 3: Unit costs per week residential and nursing home care for Brighton and Hove 2004/05 to 2007/08

2004/05	2005/06	2006/07	2007/08
£734	£804	£893	£993 (provisional)

Improving local performance for self directed care is a key priority for the city; the number of people accessing direct payments in the city is improving with an increasing number of people receiving care via direct payment 36 (2006) 54 (2007) and 65 March (2008)

6.2 Health Performance

There are no specific physical disability performance indicators within health; indicators are condition specific or cross cutting targets. The PCT Strategic Commissioning Plan outlines local health priorities and associated targets. Targets of relevance to this strategy include:

- Vital Sign 14: Quality stroke care (outcome: Reduction in stroke related mortality and disability) Patients who spend at least 90% of their time on a stroke unit and higher risk TIA cases who are treated within 24 hrs. The reporting method for this indicator is currently under revision by the DoH and therefore performance against target will not be confirmed until later in 2009.

- Proportion of people with long term conditions supported to be independent and in control of their condition (NIS 124) and
- Healthier People, excellent care pledges one to five for Long term conditions

In addition to the above targets individual services are monitored against agreed outcome measures and include targets to support: better health outcomes improved functional independence and individual patients' experience of care, a reduction in wait times and delayed transfers of care and prevention of admissions.

The Physical Disability commissioning strategy must maintain performance where services are performing highly and support the delivery of new targets across the local health and social care economy. A further comprehensive needs analysis will inform work streams and monitoring of the associated action plan will ensure alignment of performance and financial reporting, budget planning and commissioning.

6.2.1 Financial context

Primary Care Trusts and Local Authorities receive budget allocations based on a weighted capitation formula, which includes population need, size and age structure and variation in the cost of providing care.

For both health and local authorities, the financial environment is impacting on the funds available for investment. This is driving an increased focus on efficiency and value for money, and means a renewed emphasis on prioritisation for new investment. As an example, the underlying funding formula for the NHS has now changed, and places a greater weighting on funding areas with an older population and a greater degree of rurality than was previously the case. The PCT has now moved from being broadly 'on target' in terms of funding, to being 7% 'above target.' While the allocations for the next two years are broadly secured, this will inevitably have implications for 2011/12 and future years.

However, both health and social services have invested significantly across the range of services for adults with physical disabilities in recent years, as can be seen below. More investment will be required in the future, but as outlined in more detail in the costed activity plan, much of this investment will be funded through improvements in productivity and efficiency. Some upstream new investment will be required – for example, in delivering the personalisation agenda – but this is anticipated, in due course, to deliver efficiencies which will be reinvested to focus on

targeted areas for improvements. Both health and adult social care have seen a renewed focus on commissioning for quality, with a strong emphasis on using system reform tools, such as better contracting, strengthened market management and procurement, and CQUIN (Commissioning for Quality Indicators, which incentivises improvements in targeted service areas) to deliver better outcomes within a narrowing financial envelope.

6.2.2 Expenditure on Health Services for adults with physical disabilities

The PCT currently spends £435m in providing health care across Brighton and Hove. A significant proportion of this health care is provided to the 18-65 yrs age group with physical disabilities. However capturing the relevant health expenditure is challenging because of the broad range of health specialities, care groups and diseases covered. As an example, primary care practitioners provide extensive support to service users as part of their broad package of care.

However, some areas of key health expenditure can be identified and utilised as drivers for change. This includes acute hospital services, specialist and general rehabilitation services, health continuing care spend, and specific primary and community services. As an example, combined expenditure on neurorehabilitation services is around £5m per annum, with around 33% of activity attributable to adults aged 18-65. The PCT has been working closely with both local health providers and the local authority to ensure that these services are fit for purpose and to establish the nature of investment required in future years. Further details on these areas of expenditure can be found in the Joint Strategic Needs Assessment which accompanies this strategy.

For each of the next two years, the PCT has identified that it will be funding additional growth (varying from 3.25% to nil, dependent on the specific service area) and tariff uplifts of between 1 and 2.2% across local health services.

Looking to targeted investment to align with this strategy, a key priority of the PCT Strategic Commissioning Plan is to improve health outcomes and to reduce health inequalities. Financial investment has been allocated to ensure that the quality of service is improved across the board, and issues of access are addressed for all key service user groups – including those with physical disabilities and their carers. The PCT is also funding additional capacity to support carers, and to improve the quality and responsiveness of primary care. These broader programmes of investment will impact on adults with physical disabilities, and one of the objectives of the Strategy, and the supporting working groups, is that it enables a clearer focus on the specific investment needs in this area.

A key part of the Physical Disability three year Action Plan will be to continue work to identify and establish baseline funding streams for physical disabilities and to ensure that these can be clearly linked with appropriate healthcare outcomes. This is part of a wider increased emphasis within healthcare on the link between investment and outcomes.

6.2.3 Expenditure on Social Care Services for adults with physical disabilities

Expenditure across social care on physical disabilities (adults under 65) is approximately £9m. A proportion of the City Council's capital budgets on adaptations and Disabled Facilities Grants is also applied to physical disabilities

The local authority community care budget currently supports 800 people with substantial and critical care needs with their care and accommodation needs. This budget has been under continuing year on year pressure as people with higher dependency care needs remain living in their own homes.

6.2.4 Joint Commissioning and Other Services

The PCT and the local authority have a number of key partnership arrangements, including formal joint commissioning agreements.

Two services relevant to this strategy are the integrated community equipment service and the intermediate care service, with a combined total investment across the two organisations of £4.7m. These services have seen considerable additional investment in recent years, reflected in improved service outcomes.

The PCT and the Local Authority also have a number of contracts with the third sector and independent providers and routinely work together to secure strengthened value for money.

The Joint Strategic Needs Assessment (Appendix B) captures the key budget lines for physical disability services.

7 Service profile and future priorities

This section profiles current service delivery and highlights the future direction for service development, identifying local priorities for service improvement, key actions for delivery and desired outcomes.

A three-year action plan (included at Appendix B) will steer implementation and monitor progress against the key actions. Each work programme of the action plan will incorporate an Equalities Impact Assessment (EIA).

Five overall strategic objectives:

- Strengthened involvement and engagement of disabled people and their carers in future service planning and development
- Strengthened personalised care and increased self directed support
- Promotion of independence and extended independent living opportunities
- Improving support to those with complex and higher dependency care needs
- Increased opportunities for local citizenship and participation in local communities

7.1 Objective 1: Strengthened Involvement and engagement of disabled people and their carers in future service planning and development

Future direction:

World Class Commissioning places service user engagement and involvement at the centre of commissioning plans. The involvement of people with a physical disability and their representatives is key to ensuring the delivery of appropriate and responsive services. It is important to provide opportunities for people to voice their views on the services they have received and to influence the way services are planned for and provided in the future.

Local Position:

Locally work is underway to strengthen the involvement and engagement of service users and carers through the development of Local Involvement Networks (LINKs¹¹), and partnership working with the voluntary sector to widen service user engagement and representation.

¹¹ LINKs Local Involvement Networks

Local priorities:

- To develop effective and inclusive structures to enable people with a disability, their carers and representatives to be fully involved in the planning and development of services, ensuring that those traditionally excluded are included and supported to fully participate
- To ensure user feedback is a central part of our planning and monitoring of services
- To secure appropriate user representation on key programmes of work

Key Actions:

- We will agree with service users and carers a model for future engagement to ensure full involvement in the implementation and monitoring of the physical disability strategy
- We will work in partnership with people with disability and carers regarding the future model for a service user led independent and healthy living centre

Desired Outcomes:

- Increased number of people engaged in the planning and development of services with representation and involvement from those traditionally excluded
- High quality, responsive services which reflect and meet individual need
- A reduction in health and care inequalities

7.2 Objective 2: Person centred care and self directed support

Future direction:

National policy¹² has been driving a reform of the way care is delivered with a strong emphasis on choice and personalised care, earlier intervention and prevention, streamlined assessment and the development of empowerment models of care and initiatives for consumer-directed care or self-directed support.

Local position:

Care navigation, coordination and management

To support this reform of care access to high quality information, care navigation and support services is required. Disabled people and their carers have told us that they were at times unaware of existing support and were unclear where to go for advice and help. Service users and their carers have asked for clear and easily accessible information¹³ and for easier and faster access and re-access to services.

Locally a number of initiatives to improve signposting, care navigation and management have been introduced. The city has developed a number of models of care management including community matrons, a case management team and a number of specialist nurse posts. Integrated Care Pathways¹⁴ (ICPs) have been developed across services to improve patient experience and ensure smooth transition between services and delivery of care¹⁵. Local protocols are in place for transitional care planning to ensure coordinated planning of care between children's and adult's services from the age of 14 years.

Self care and self directed support

The local authority social care transformation programme will transform the way care is delivered in the city, facilitating clearer and faster access to support and developing a stronger focus at assessment and review on reablement.

Currently personal care is purchased either through Direct Payments or the care management service. Uptake of Direct Payments in the past has been slow, but is now increasing. A detailed review of current systems was completed and nine recommendations are being followed to increase the local take up of Direct

¹² The NSF for LT conditions, Our health our care our say, Putting People First

¹³ PCT DES , MS Stakeholder event

¹⁴ A care pathway is the journey that individuals may expect to access the assessment and care interventions from the statutory and non-statutory agencies. The Chronic Disease Management strategy defines an ICP as a "multidisciplinary outline of anticipated care placed in an appropriate timeframe, to help a patient with a specific condition or set of symptoms move progressively through a clinical experience"

¹⁵ Care pathways have been developed for the following health conditions: stroke, chronic Obstructive Pulmonary Disease, Cellulitis, intravenous antibiotics, Management of infections, Heart failure, Falls, Urinary problems/catheters

Payments. This includes building further flexibility into the scheme and further investment in the Direct Payment support service.

The target for 07/08 was for 70 services users with physical disability to be in receipt of a direct payment and for 08/09 the target was increased to 140. Progress against targets is overseen and driven by a cross agency Direct Payment Implementation Group.

The current national piloting of Individual Budgets¹⁶ extends individual choice and control further. Users of social care services will receive a single assessment the purpose of which is to assist people to identify their need for support, how they wish these to be met and to determine the resource allocation. People will be able to choose from a range of services such as equipment, home care, housing adaptations and low level preventative services. Currently a pilot for individual budgets is underway within Adult Learning Disability services.

A Self Directed Support strategy will be completed during 09/10, which will outline the city's plan for the future extension, and development of self directed support options.

Local priorities:

- To develop clearly visible and integrated information services, which are responsive and accessible to the needs of people with a physical disability and their carers.
- To strengthen focus on earlier interventions and prevention services and initiatives.
- To increase the use of self directed support options, with more people purchasing care through Direct Payments and the introduction of individual budgets for people with a physical disability with support, advice information and training for service users and carers.
- To deliver faster and more responsive assessment and review services with a strengthened focus on the promotion of independence and reablement.

Key Actions:

- We will develop a one-stop shop approach to information services through the centre for independent living. This will provide a focal point for support and advice to the wider community.
- We will review current delivery of advice and advocacy services to ensure that they are relevant and fully accessible to disabled people, and are supporting

¹⁶ Our health, Our Care, Our Say

people to manage self-directed care and increase opportunities for independent living.

- We will introduce Expert Patient Programmes which are accessible and relevant to people with disability and/or long-term conditions and ensure that the wider expert patient programme is accessible, relevant and appropriate to people with a disability and peoples' cultural needs.¹⁷
- We will develop a self-care strategy to achieve optimum quality of life and health outcomes.
- We will recruit designated health trainers focused specifically on the health needs of those with disability and/or long term conditions to help people maintain health and remain living independently in their own homes.
- We will work with people to develop personalised care plans.

Desired Outcomes:

- Reduction and minimalisation of disability
- Increased number of people empowered to manage their health and care needs
- More streamlined interventions and improved co-ordination between services
- Improved access and reaccess to support
- Reduced number of unplanned hospital attendances and admissions and reliance on higher dependency care

7.3 Objective 3: Promotion of Independence and extended independent living opportunities

The Putting People First¹⁸ vision and framework for a personalised adult care system supports independent living for all adults. To effectively promote independence and extend opportunities for independent living a whole systems approach to health and care is required with integrated care pathways and coordination of resources. A number of local services are key to the promotion of independence and independent living. These include specialist and general rehabilitation services, housing and primary and community services.

Rehabilitation

¹⁷ Ensure balanced programme in terms of age, gender

¹⁸ Putting People First a shared vision and commitment to the transformation of adult social care (2007)

Rehabilitation following injury or severe illness can help to prevent or reduce long term disability, increase personal independence and bring quality of life benefits.

Rehabilitation is a complex process involving a range of approaches: clinical, social, vocational and educational. Therefore care must be well coordinated with clear referral processes, strong partnership working and good communication and team working across care pathway.

Specialist neurorehabilitation¹⁹ services

The National Service Framework (NSF) for Long Term Conditions provides clinical evidence of the effectiveness of rehabilitation and emphasises the importance of flexible and responsive services which allow re-access to care as needs change²⁰.

A Sussex wide review of specialist neurorehabilitation has been completed and a commissioning framework agreed to secure access to a comprehensive and integrated range of services for the adult population of Sussex.

Within the city of Brighton and Hove a broad range of specialist neurorehabilitation services are delivered. Services provided include a post acute inpatient service, an outpatient service and mobility service, a multi disciplinary community rehabilitation team and a vocational rehabilitation service.

In addition other specialist services are spot purchased from the independent and voluntary sector including slow stream rehabilitation and/or specialist placements and specialist community outreach and day care.

For Brighton and Hove the key priorities are to ensure early access to appropriate specialist services and timely, smooth transition between services ensuring that care is person centred and provided as close to home as possible. Key issues to be addressed within the strategic action plan will include management of transfer of care and hospital discharge, access and reaccess to specialist support, and longer-term rehabilitation.

Housing

Good housing is a key to independence for those with physical disabilities. Having independence in this context means having choice and control over the assistance and/or equipment needed to go about daily life and having equal access to housing opportunities.

¹⁹ The British Society of Rehabilitation Medicine (BSRM) ¹⁹ provides a conceptual and service definition of rehabilitation:

Conceptual definition: A process of active change by which a person who has become disabled acquires the knowledge and skills needed for optimal physical, psychological and social function

Service definition: The use of all means to minimise the impact of disabling conditions and to assist disabled people to achieve their desired level of autonomy and participation in society

²⁰ Eleven evidence-based quality requirements (QRs) are established throughout the patient care pathway. QR 4-6 are concerned with rehabilitation, adjustment and social integration

Barriers to accessible housing for people with physical disability is compounded by much of the city being hilly preventing full wheelchair accessibility. Many homes were built in the 19th century and subsequently converted into flats, often with small rooms and narrow stairways making accessibility and adaptation difficult. Key areas of housing priority for the city are access to accessible and adapted properties; including temporary accommodation to prevent homelessness, and the provision of housing with care.

Homelessness As overall homelessness in the city has been reducing in the last few years there has also been a reduction in homelessness amongst those with physical disability as the main priority need. However, at least one household every week is accepted as homeless with physical disability as the main reason for priority need. The local authority has recognised that there is a shortage of adapted temporary accommodation in the city for homeless applicants, while they are waiting for suitable permanent accommodation and as a result the City Council is funding the adaptation of six self contained flats for this client group, with more to come following feasibility studies.

New Housing Development In 2001 the city council adopted the Lifetime Homes Standard to ensure that all new housing built in Brighton & Hove is accessible and adaptable to changing household needs. The city is also ensuring that 10% of all new affordable homes are built to the authority's new wheelchair standard Accessible Housing & Lifetime Homes, adopted in March 2008 which sets standards higher than national requirements.

Extra care housing - For those with more complex needs who are unable to live at home the development of extra care housing can offer people an alternative to residential or nursing home care. Extra care housing has the potential to provide greater opportunities for independent living and increased choice and control over the care and support received through the delivery of personally tailored services.

Existing extra care housing services are primarily aimed at older people, however a successful central application in 2008 will enable the development of ten extra care flats specifically designed for adults under 65yrs with a physical disability.

Access to accessible social housing

In 2007/8 32 fully adapted wheelchair accessible properties became available for letting, the majority of these owned by housing associations (24). Currently there are 88 applicants waiting for this type of accommodation, so demand far exceeds supply of this type of property. There is an almost equal need for one and two bedroom properties and a smaller demand for larger family homes.

For those waiting for accommodation that is partially adapted for wheelchair use (e.g. the property will have internal and external level or ramped access, but some parts of the property may not be fully wheelchair accessible) the level of demand in comparison to supply is more severe with 126 households waiting but only 24 properties becoming available a year. Of this group the largest need is for one bedroom properties.

Following a service review Choice Based Lettings now incorporates a mobility rating that indicates whether an available property is suitable for a wheelchair user or someone with limited mobility. All new affordable housing that meets the wheelchair standard is advertised before it is built in order to ensure that the features installed are designed around the specific needs of the future occupants. To ensure the best use of local housing stock, an Accessible Housing Register is being developed and an Accessible Housing Officer recruited to improve the way in which Accessible and Adapted properties are advertised and let in the city.

Adaptations to homes - Each year almost £2m is spent on adaptations to improve the accessibility of people's homes across the public and private sectors, helping around 500 households. Currently there is a long waiting list of those needing adaptations. The House Condition Survey estimates that 6,950 adaptations are currently needed by households with a disability.

The Disabled Facilities Grant scheme (DFG) funds major adaptation within the private housing sector and are a mandatory requirement for local authorities to provide. Providing DFGs can be a lengthy process as they require a full tendering process for works. DFGs are subject to means testing and an assessment by an Occupational Therapist. The most needed adaptations are for the redesign of the bathroom, followed by grab/hand rails.

In 2007/08 the number of grants processed was 124 with a total expenditure of £930,000. The average payment per grant was around £8,000. The number of grants planned for 2008/09 is 159 with a planned expenditure of £1,273,000.

The Housing Adaptations Service is responsible for the completion of major and minor adaptations within public sector housing and major adaptations for the private housing sector²¹. This is an integrated case management service comprised of occupational therapists, technical and administrative staff. The integration was the result of evidence on the best way to manage an adaptations service, and recent Department of Health guidance commends this model. If adaptations are either not feasible, or not considered to be 'reasonable and practicable' then a dedicated officer from either Housing Options or the Under-Occupation Officer can work with the family to see what alternatives may be available to them.

If an adapted property is unable to be re-let to a Disabled applicant due to external steps or an other inaccessible feature, attempts will be made to recycle the adaptations with the and equipment resited to where a need has been identified.

Community equipment and assistive technology

The city's Integrated Community Equipment Store (ICES) is a jointly commissioned service within a Section 75 agreement for the provision of equipment. In recent years, both health and adult social care have invested in this service to ensure

²¹ The Integrated Community Equipment Service currently provides all minor (i.e. <£1,000) adaptations in the private sector.

continued improvements in the quality of care. The Daily Living Centre (DLC) provides information and advice on equipment and is a demonstration centre for items of equipment. Telecare and assistive technology is provided as part of the Carelink service. Demand for community equipment has risen dramatically and a particular increase has been seen from the acute sector as more people are supported to live at home.

As of 2007 Telecare had received a total of 317 referrals for Telecare devices across all age ranges. The majority of requests were received directly from current CareLink users. Twenty-four installations had been completed including: smoke alarms, bed/chair occupancy sensors, property exit sensors, and temperature extremes sensors. Installs are scheduled for flood detectors, medication reminders, medication dispensers and bogus caller alerts.

Local priorities

- To improve access and reaccess to rehabilitation and reablement models of care including clinical, social, vocational and educational rehabilitation
- To ensure that care is well coordinated and delivered in the most appropriate setting, and as close to home as possible
- To implement housing initiatives to improve access to accessible and adapted accommodation, prevent homelessness and support people to remain living independently within their own homes.

Key Actions

- We will implement the agreed commissioning framework for neurorehabilitation services across Sussex incorporating acute, post acute and community services, supported by a clinical network and local commissioning plans. This will include development of the longer term plan for inpatient neurorehabilitation, strengthening the earlier supported discharge model and providing more care closer to home.
- We will improve care pathways and multi agency management of hospital discharge for people under 65 years,
- We will improve access to accessible and adapted accommodation to prevent homelessness and to support independent living and develop housing with care to enable people to remain living independently within their own homes.
- We will increase use of assistive technologies telecare and telehealth to support independent living
- We will ensure carers of people with physical disability and/or long term conditions have access to specialist carers assessment, advice information, training and support, (including care planning, flexible, planned and emergency

respite care) to support greater personalisation of care, and opportunities for independent living.

Desired Outcomes:

- Better health outcomes and improved well being
- Increased functional independence and reduced reliance on more higher dependency care models
- improved personal experience of care through greater choice and control improved wait times and more streamlined support

7.4 Objective 4 - Improved Support to those with complex and higher dependency care needs

For those with higher dependency care needs it is important to ensure that there is choice as to how needs are met, that the care received is of high quality and evidence based and that opportunities for independence and independent living are maximised.

A broad range of care options are required to meet the needs of individuals and to support independent living. Services must be person centred, responsive and flexible to changing needs.

Support to people in transition

Support maybe required to assist people when leaving hospital or specialist rehabilitation services or when moving from children’s services to Adult Social Care.

Within the city two to three young people are referred from Children’s services each year. Generally their needs are very complex and specialist and currently there are a limited range of options to support the needs of this age range. As a result young people may remain within the family home or often need to move to residential care outside of the city for their needs to be met.

For those leaving hospital or specialist services and returning to independent living a wider range of support options are required including short-term support services, and access to supported and adapted housing.

Care home placements

Whilst this strategy aims to reduce reliance on higher dependency care access to high quality 24 hr care within the city is required as part of a broad range of care services.

Currently care home placements are purchased by the Local Authority or Health (via continuing care) jointly or by individuals funding their own care. All placements are purchased through spot contracts and from a range of independent providers.

The number of people with a physical disability living out of the city in care home placements whilst small has remained constant for a number of years and accounts for about a quarter of the allocated funding in physical disability adult social care services.

Continuing Health Care funds an increasing number of placements for those with a physical disability. Over the past two years the costs of placement activity has increased significantly. The budget for 2008/2009 for continuing care, directly linked to physical disability, is around £950,000. The budget for neurorehabilitation support, through continuing care, is a further £500,000, but the actual expenditure is around £800,000. The PCT has recognised that the costs of continuing care (across all service areas) continues to grow and has set aside additional funding to address this challenge. At the same time, the PCT is exploring a number of options for delivering strengthened value for money, discussed in more detail below.

The framework for continuing care assessment has changed in recent years, and the PCT and the Local Authority have been explicit about their desire to work jointly in addressing the overall pattern of need, rather than simply moving costs around within the system. This approach does deliver better value for money, and an improved outcome for service users.

Intensive personal and live in care

The number of people living at home with intensive care packages is again very small but accounts for just under half of the allocated adult social care funding. Personal care is provided by the independent sector and the local authority home care service. The local authority service focuses specifically on hospital discharge, complex needs, terminal care and prevention of admission.

Local Priorities:

- To develop local alternative models of care which enable people to remain or return to more independent living so reducing reliance on longer term care options and providing value for money for the city
- To ensure all providers endorse a strong ethos of independence and provide opportunities where possible for greater independence, moving on and a return to independent living

Key actions:

- We will agree a commissioning framework across social care, housing and health, which develops capacity within the city to support those with complex needs. This will include: improved access to short term services for those in transition (e.g. those leaving hospital or specialist rehabilitation services or children's care services) longer term support services for those who wish to return to the city from out of area placements and those wishing to remain living independently within their own homes
- We will explore models for further integrated working for those with complex health and care needs to ensure that people's needs are being met most appropriately and to facilitate a greater focus on independence and independent living.
- We will develop quality supported and adapted housing options as an alternative to higher dependency care options
- We will develop local slower stream rehabilitation opportunities for people leaving hospital following spinal injury, acquired brain injury and stroke to facilitate greater independence and a return to independent living.
- We will strengthen current procurement initiatives to ensure high quality and value for money care is purchased for the city's population. Both the PCT and the local authority already engage in joint procurement to achieve optimum value for money, but there are further opportunities for market development and rationalisation. The PCT is working with the NHS South East Coast Collaborative Procurement Hub to deliver strengthened value for money across both health and social care.

Desired outcomes:

- Increased individual choice through a broader range of care options
- An increased number of people with complex needs supported locally within the city
- Improved service user experience of care through smoother transition between care services
- Improved quality and value for money services within the city

7.5 Objective 5: Increased opportunities for local citizenship and participation

The Disability Discrimination Act legislates that disabled people must enjoy the same rights and opportunities as other members of the community to participate in education, training, employment and leisure. Government policy is leading a welfare reform, demanding further action to support disabled people in the labour market e.g. The Pathways to Work²² pilots introduced by the Department of Work and Pensions to encourage and assist people on Incapacity Benefit to return to work.

Access to mainstream activities and services is key to enabling people to participate in social, family and community life. People with a physical disability may need support to maximise opportunities and our services will need to address how best to achieve this.

Employment support, vocational rehabilitation and training opportunities

A number of services are provided locally to support people whilst in work and to help people start and return to work. Coordination and promotion of services and improving access to relevant services will ensure that people are supported and have increased working opportunities.

Transport

Disabled people and carers have requested increased flexible transport options to assist them in their every day lives. They have told of the difficulties they have in attending health appointments and of a loss of independence with inflexible transport arrangements. Carers have told of difficulties coordinating transport with care arrangements and in attending health appointments with the person they care

²² Pathways to Work Dept of Works and Pensions - Pathways to Work provides a single gateway to financial, employment and health support for people claiming incapacity benefits.

for. The PCT will be strengthening its overall support arrangements for Carers over the next two years, in line with the Carers Strategy, including arrangements for advocacy and these views will be built into the new arrangements. In addition, the contracting arrangements for patient transport are changing – PCTs will be directly commissioning these services from 2010/2011, and this will provide a good opportunity to ensure that the new contract reflects the needs of carers more fully

Day Care

The local authority and independent providers currently provide Day care. The local authority day care service is at Montague House. The service has an average total of 73 service users with most people using the centre between two and three times a week. The majority of service users are aged between 56 and 65 years. The service facilitates external training courses selected by service users and hosts the low vision clinic. Specialist day care and outreach work is commissioned through the independent voluntary sector.

Local priorities:

- To increase access to mainstream employment, training and leisure opportunities
- To support carers in their caring role so that they are able continue to manage own health, everyday lives including work

Key Actions:

- We will develop a centre for independent living to deliver a one stop shop approach to independent living, improving access to information, advice and support for the city's disabled community and their carers. This will involve a multi agency review of current services to compliment and maximise resources.
- We will coordinate and promote existing support services to maximise opportunities for greater access to employment, training, community and leisure opportunities
- We will link with the Disability Equality Scheme review to scope existing accessibility to mainstream activities and include a review of our existing transport links.

Desired Outcomes:

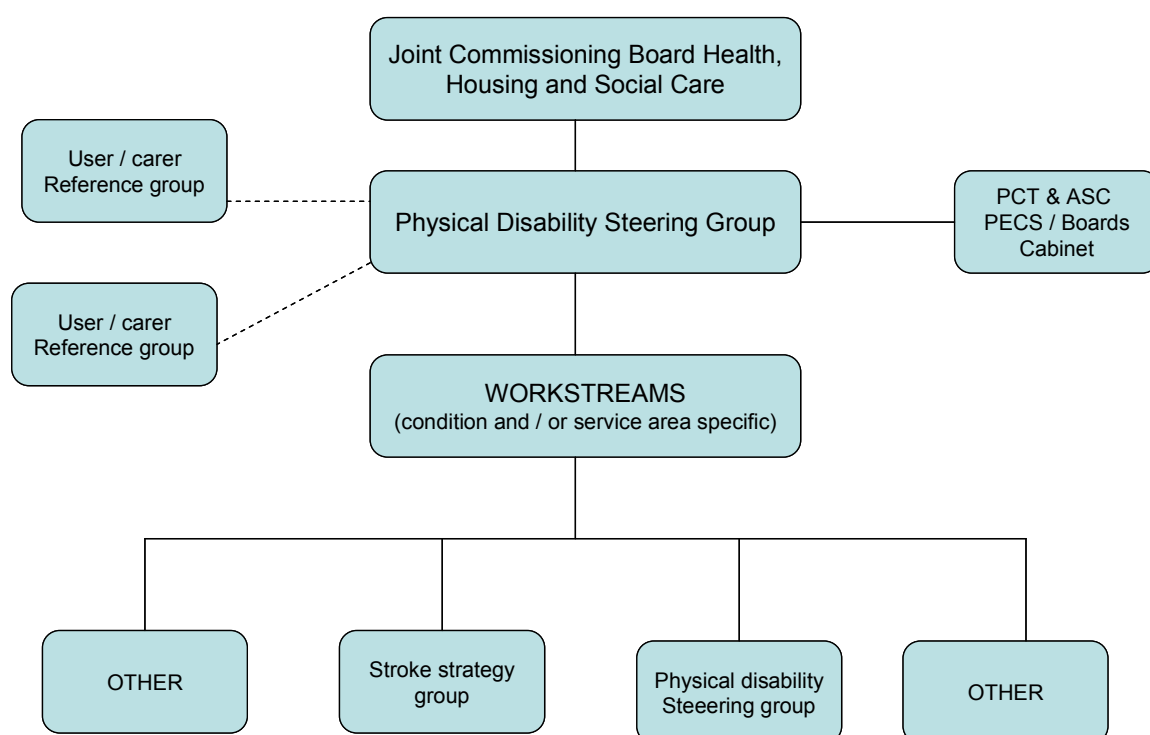
- Improved health and wellbeing and a reduction in health and social inequalities
- Increased number of people and their carers participating in employment, training, other meaningful daily activities
- Improved access to mainstream community resources and activities

8 Next Steps

Implementation and monitoring of the Joint Commissioning Strategy and associated three year Strategic Action Plan will be the responsibility of the Physical Disability Commissioning Strategy Steering Group.

The steering group will be responsible for the annual work plans and the monitoring of key projects. The group will have representation from across the local health economy and will secure appropriate public and provider engagement.

The steering group will be accountable to the Joint Commissioning Board and report on progress for all key projects to the Brighton and Hove City PCT Board and the Brighton and Hove Local Authority Adult Social Care Cabinet .



9 Appendices

- 9.1 Appendix A: Relevant policy, strategy and legislation
- 9.2 Appendix B: Joint Strategic Needs Assessment; Adults aged 18 to 65 years with Physical Disabilities (2009)
- 9.3 Appendix C: Three Year Action Plan - Physical Disability Services 2009-2012
- 9.4 Appendix D: Glossary
- 9.5 Appendix E: Summary of consultation and engagement activity

Adult Social Care and Housing Overview & Scrutiny COMMITTEE

Agenda Item 74

Brighton & Hove City Council

Subject: *Adult Social Care Performance Report*
Date of Meeting: **March 5th 2009**
Report of: *Director of Adult Social Care and Housing*
Contact Officer: Name: *Philip Letchfield* Tel: **29-5078**
E-mail: Philip.letchfield@brighton-hove.gov.uk
Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 To provide the Committee with information on current performance within Adult Social Care services.
- 1.2 To provide the Committee with information on the proposed changes to the national performance monitoring framework for Adult Social Care services.

2. RECOMMENDATIONS:

- 2.1 That the Committee receives the performance data, consider and comment on the areas of improvement and pursue such areas where performance improvement is deliverable.
- 2.2 That the Committee receive a more detailed briefing on the new performance framework for adult social care once this has been clarified to inform future reporting.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 This is a time of major change in relation to the national performance framework for Adult Social Care services.
- 3.2 The star rating system and the Performance Assessment Framework (PAF) national indicator set were terminated at the end of March 2008. CSCI published the arrangements for judging performance in 2008-09 at the end of February 2009. Linked to this guidance was published on the revised self assessment survey for the year 2008-09 and this will need to be completed by May 2009.

- 3.3 A new national regulator, the Care Quality Commission (CQC) , will be established in April 2009 and will cover both health and adult social care. CQC have published a consultation document on the future review and regulation of health and adult social care. The Council will be responding to the consultation in partnership with the local Primary Care Trust.
- 3.4 The National Indicator Set (NIS) was introduced in April 2008, linked to the Reducing the Burden work stream, and this covers a range of indicators that relate directly to Adult Social Care services. Several of these indicators are new and the definition of some of these indicators was determined late in the year. As a result it is not currently possible to report on all of them. Several of the relevant indicators will relate to the outcomes of service user surveys.
- 3.5 The Council has identified with key partners 35 key indicators from the NIS as part of the Local Area Agreement (LAA) and stretch targets have been set against these over the three year period of the LAA. Adult Social Care has the specific lead agency role in relation to two of these targets; those relating to the numbers of people receiving self directed support (NI 130) and the numbers of carers receiving assessments and services (NI 135). In addition the Sussex Partnership Trust has the lead for the target relating to people with a mental illness who are in employment. Several other LAA targets of particular relevance to adult social care services but the lead agency role is held elsewhere e.g. the promotion of volunteering.
- 3.6 The monthly reporting of performance is in the process of being developed to meet the changing performance framework and this will continue as more clarity emerges about how the performance of Adult Social Care is to be reported nationally.
- 3.7 In addition Adult Social Care services are going through a major period of change linked to the personalisation agenda, this includes a complete re engineering of the business processes, supported by ICT developments and this will have an impact on performance reporting.
- 3.8 Once the future performance arrangements are clarified the Committee may benefit from a briefing on the new framework so inform how they would wish to monitor performance in future.
- 3.9 The monthly reporting of the National Indicator Set as at January 2009 (appendix 1) needs to be considered within this context.

4. CONSULTATION

- 4.1 None

5. FINANCIAL & OTHER IMPLICATIONS:

There are no direct financial implications arising from this report. Evidence of performance of Adult Social Care against the National Indicators and delivery of Value for Money will be key elements of the Comprehensive Area Assessment.

Finance Officer Consulted: Anne Silley Date: 23rd February 2009

6. Legal Implications:

6.1 The report sets out the work being undertaken by Adult Social Care services to comply with changes to the national performance monitoring framework. It also identifies local priorities as part of the Local Area Agreement from the national indicators relating to Adult Social Care services.

There are no other specific legal/human rights implications which arise from this report.

Lawyer Consulted: Hilary Priestley

Date: 23/02/09

7. Equalities Implications:

7.1 There will be a focus upon these within the new national framework.

8. Sustainability Implications:

8.1 There are no specific implications.

9. Crime & Disorder Implications:

9.1 There are no specific implications for crime and disorder.

10. Risk and Opportunity Management Implications:

10.1 Key risks relate to the Comprehensive Area Assessment and the Local Area Agreement as the performance reported here will impact on them.

11. Corporate / Citywide Implications:

11.1 The performance judgements made in relation to Adult Social Care will continue to be a key element in the Comprehensive Area Assessment for each Council.

SUPPORTING DOCUMENTATION

Appendices:

1. None

Documents In Members' Rooms

1. None

Background Documents

1. None

All Teams

Current Month End:	31/01/2009	Carefirst data as at:
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Indicator	Description	BHCC Target
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Numerator	Denominator	Performance up to current month end	Forecast Performance
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National Indicator Set

Social Care Clients receiving Self Directed Support (per 100,000 of population)

[Part of Local Area Agreement]

NI 130	All adult clients receiving Self Directed Support	147.06 (300 clients)
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243	2.07259	120.4	131.8
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Timeliness of Social Care Assessments

NI 132	Acceptable waiting times for Assessments of Adults (within 4 weeks)	90%
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2006	2359	85.0%	85.0%
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Timeliness of Social Care Packages following Assessment

NI 133	Adults whose services were delivered within acceptable waiting times (within 4 weeks)	90%
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910	1064	85.5%	85.5%
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<i>Carers receiving Assessment or Review and a specific Carer's Service, or Advice & Information</i>		
<i>[Part of Local Area Agreement]</i>		
NI 135	Carers who have received Carers Services or information & advice as a result of an assessment/review	16%

1309	7727	16.9%	19.3%
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Adult Social Care & Housing Scrutiny Committee

Agenda Item 74

Brighton & Hove City Council

Subject:	Housing Management Performance Report		
Date of Meeting:	5 March 2009		
Report of:	Director of Adult Social Care & Housing		
Contact Officer:	Name:	John Austin Locke	Tel: 29-1008
	E-mail:	John.austin-locke@brighton-hove.gov.uk	
Key Decision:	No		
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 To provide the Committee with information on current performance within Housing Management services and on general policy initiatives underway to improve performance. The appendices to the report summarise the key performance results for the third financial quarter of 2008/9.

2. RECOMMENDATIONS:

- 2.1 That Adult Social Care & Housing Scrutiny Committee comment on the contents of this report.

3. RELEVANT BACKGROUND INFORMATION:

3.1 Rent Collection and Current Arrears

- 3.1.1 This section of the report provides information pertaining to four performance indicators relating to the collection of Housing Revenue Account rent. The four indicators are known as BVPI66a, BVPI66b, BVPI66c and BVPI66d respectively and concern:
- The proportion of rent collected during the year that was actually due (or charged) during the year.
 - The percentage of tenants with more than 7weeks rent arrears
 - The percentage of tenants in arrears who have had a Notice of Seeking Possession Served on them during the year

- The percentage of tenants who have been evicted as a result of rent arrears

BVPI 66a. Proportion of rent arrears collected

BVPI 66a	
Brighton & Hove	97.9% (3rd Quarter 2008/09)
Unitaries – Top Quartile	98.4%
Unitaries – Bottom Quartile	97.3%
Unitaries – Average	97.9%

N.B The benchmarking information is taken from national figures from 2007/08.

- 3.1.2 This performance indicator relates to the proportion of rent collected as a percentage of the total rent due during the year. It does not take account of any cash collected to clear arrears from previous arrears or pre-payments taken to cover rent due in future years. This means that it is not possible for the result to exceed 100%.
- 3.1.3 The indicator result includes former tenancy arrears when a tenant has moved from one Housing Revenue Account property to another.
- 3.1.4 There are a number of examples where a tenant in arrears may transfer to another property. These include tenants who are relocated due to serious harassment or who are moved due to exceptional over-riding medical need. There are also circumstances where a new tenancy is granted at the same address, for example where a tenant succeeds the tenancy from a spouse or partner.
- 3.1.5 The results shown for Brighton and Hove are the results to the end of December 2008.
- 3.1.6 The graphs on pages 4-11 of the appendix show performance for the year to the end of October. Below the monthly data for 2006/07 and 2007/08 is also shown as a comparator.

Neighbourhood	Performance December 2007	Performance December 2008	Difference Between 2007/08 and 2008/09
Brighton East	96.46%	97.33%	+0.87%
Central	97.66%	98.19%	+0.53%
North & East	97.69%	98.14%	+0.45%
West	96.96%	98.22%	+1.26%
Temporary Accommodation	93.14%	96.77%	+3.63%
Citywide	97.11%	97.90%	+0.79%

- The table below shows what the percentages translate to in financial terms. Based on current performance it is forecast that the council will collect £39.27 million of the total collectable rent during the year that became due during the year.

Neighbourhood	Annual Rent Charged to Tenants (£)	Performance to the end of December 2008	How much of the rent charged for the year that we forecast we will collect (£)
Brighton East	12,716,214	97.33%	12,376,691
Central	7,774,150	98.19%	7,633,438
North & East	11,459,843	98.14%	11,246,690
West	7,787,749	98.22%	7,649,127
Temporary Accommodation	278,708	96.77%	269,706
Totals	40,016,664	97.90%	39,176,314

3.1.8 The figures above are a forecast relating to rent collected from charges made through the year. This figure can only ever be a forecast until the end of the year as only then is the exact rent charge for the year known. This is because during the year properties are purchased and rent is no longer charged, whilst others become empty and rent is not charged until they are occupied once again.

3.1.9 The figures above do not include any rent collected from arrears in previous years. There has been a slight drop in performance from the end of September 2008 to the end of December 2008 from a collection rate of 98.04% to 97.90%. This is an anticipated drop due to the seasonal period. It is also likely that the effects of the credit crunch are beginning to be seen. To help households the Housing Income Management Team interviews all new tenants prior to key collection. This interview includes offering advice and assistance on income maximisation and financial management including, for example, how to set up a bank account, what benefits may be available and which utility services are least expensive. The

actual arrears at the end of December 2008 are £859,742 against a figure of £ 905,675 at the beginning of the financial year.

- 3.1.10 All neighbourhood areas have improved on last years result for the same period demonstrating that after a period of settling into the role and resolving many long standing complex cases the team are obtaining the results that have been expected by tenants, leaseholders and members. The team is confident that it will meet its target collection rate of 98.5% by the end of 2008/09.
- 3.1.11 Although the performance for temporary accommodation is lower than other areas the significance of this is far less with arrears standing at £ 9,572 at the end of December and a significant improvement on their position a year before. It also needs to be remembered that temporary accommodation staff have a high turnover of residents and often only a very short period of time in which to deal with benefit claims and resolve arrears issues.

BVPI 66b. % of tenants with more than seven weeks arrears

BVPI 66b	
Brighton & Hove	6.42% (3rd Quarter 2008/09)
Unitaries – Top Quartile	4.7%
Unitaries – Bottom Quartile	7.3%
Unitaries – Average	6.0%

N.B The benchmarking information is taken from national figures from 2007/08 published by the Audit Commission.

3.1.12 This indicator shows the percentage of tenants with more than seven weeks' arrears. The indicator is an average over the year rather than a snap shot at anyone time i.e. the end of a month or quarter. This means that the figures shown are cumulative and we take weekly snapshots to calculate average to date.

3.1.13 For 2008/09 we have set a target of no more than 7.60% of tenants having more than seven weeks' arrears. In setting the target we have factored in the number of new tenancies each year, approximately 800, and the percentage of tenants who are in receipt of full and partial Housing Benefit. This is because a small proportion of this debt will be as a result of Housing Benefit processing times and delays caused by some tenants not providing relevant information to allow their claim to be processed quickly.

3.1.14 At the end of quarter 3 performance stood at 6.42%, or an average of 767 debtors with arrears of more than 7 weeks. During the first three quarters of the year the number of tenants with more than 7 weeks arrears has dropped by 71.

BVPI 66c. Tenants who have received a NOSP for rent arrears.

BVPI 66c	
Brighton & Hove	21.89% (3rd Quarter 2008/09)
Unitaries – Top Quartile	14.9%
Unitaries – Bottom Quartile	23.1%
Unitaries – Average	23.6%

N.B The benchmarking information is taken from national reported figures from 2007/08 published by the Audit Commission.

3.1.15 This indicator measures the percentage of local authority tenants who have had a Notice of Seeking Possession (NOSP) served on them for rent arrears. A NOSP is the first stage of legal action against tenants and gives notice that unless a tenant takes steps to address their arrears or enter into an agreement with the council to repay the debt then the council may proceed to court action. A NOSP will not be served without attempts to speak with the customer. These efforts will then continue after the NOSP has been served and through all stages until the case reaches court, if indeed it does go that far. The government calls for the indicator to be calculated as a percentage of the average number of tenants in arrears throughout the year.

3.1.16 The government is very clear that local authorities must adopt a preventative approach to rent arrears. The aim of this indicator is to ensure local authorities are only using legal action and threats of legal action as a last resort. The government expect local authorities to review policies and procedures to ensure that preventative measures are in place so that Notices of Seeking Possession are kept to a minimum.

3.1.17 Although the government's intentions here are clear, many landlords see the serving of a NOSP as an effective tool to collecting rent arrears, as it gives an obvious message to debtors that we are serious about collecting debts. It does not follow that the serving of a NOSP will lead to court action. Within a well thought out and proactive rent arrears procedure the serving of a NOSP can actually reduce the number of tenants taken to court.

3.1.18 Brighton and Hove's arrears procedures are well laid out and do not lead officers into inappropriate court action. The government has issued a pre-action protocol for taking recovery action and internal procedures ensure officers follow these guidelines to give tenants every opportunity to enter into a repayment agreement and engage support services, where necessary. It does not therefore seem appropriate or desirable to artificially influence this indicator by not serving a NOSP, potentially at the expense of the overall collection rate. It is instead anticipated that our proactive policy of early intervention/prevention work will stop debts escalating to the 6-7 week point at when a NOSP is usually served.

At present the protocol prior to serving a NOSP is as follows:

Week 2	First Arrears letter
Week 4	Second Arrears letter
Week 5	NOSP warning letter
Week 6/7	NOSP served

The tenant is contacted by phone throughout this process and we will not serve a NOSP without attempting a home visit, even if that only results in us leaving a calling card.

3.1.19 As the year progresses, an increasing number of NOSP's will be served although consideration is always given to individual cases. At the time of writing benchmarking information is only available for 2006/07. Extrapolating that data we estimate that this result will place Brighton & Hove in the 4th Quartile.

3.1.20 Brighton & Hove's procedure means that a NOSP is generally served where arrears are at the 6 – 7 week level. This gives a very clear message to a tenant who has not engaged that we are serious about debt collection. It also protects the council's interests as we cannot proceed to court, (if we deem that necessary) until four weeks after a NOSP has been served. The objective is to do well at BVPI66a whilst keeping BVPI66c as low as possible. It is disappointing that we are moving well outside our target, however, members of the Consultative Committee are asked to recognise the achievement for BVPI66a, which is the actual income that feeds into the Housing Revenue Account.

BVPI 66d. Tenants evicted as a result of rent arrears

BVPI 66d	
Brighton	0.11% (3rd Quarter 2008/09)
Unitaries – Top Quartile	0.2%
Unitaries – Bottom Quartile	0.3%
Unitaries – Average	0.4%

N.B The benchmarking information is taken from national figures from 2007/08. .

- This indicator measures the percentage of all tenant evicted as a result of rent arrears. The denominator in this calculation looks at the number of tenancies at the end of each quarter. It has been agreed that we do not wish to evict more than 35 households as a result of rent arrears. During the first three quarters of 2008/09 Brighton & Hove Council evicted 13 households for rent arrears

3.1.22 During the first two quarters of 2008/09 Brighton & Hove Council evicted 7 households for rent arrears.

3.2 Empty Property Turnaround Time

- 3.2.1 The project to enable new tenants to start their tenancies on any day of the week is now in its final preparatory stages before being rolled out across the division. Processes have been established between the lettings Team, rent accounting and Housing IT to ensure a smooth transition to a system whereby a tenancy may commence on any day of the week rather than just on a Monday, as is the current arrangement. The initiative will enable new tenants to collect keys for the property into which they are moving as soon as they can after repair works have been carried out. The improvement in customer service will ensure that tenants will be able to carry out their move over the weekend if they wish to.
- 3.2.2 It is anticipated that there will also be a saving by ensuring that the council spends less money on clearing unwanted items from council properties, or recharging for the work, as transferring tenants will have more time to move from one property to another. A further benefit will be that where new tenants collect their keys on a Friday for example it will reduce the empty property turnaround time by three days.
- 3.2.3 New tenancies will not be charged for the part of the week in which they take early possession of the property. This is an added advantage for them, as they have a few days grace, and has no additional cost to the council as the property would have remained empty until the following Monday.

Empty property turnaround time:

3.3 Repairs and Maintenance Performance

Responsive Repairs

3.3.1 The tables below shows the percentage of responsive repairs completed within target time. The columns show overall performance for last year, the performance

2008/9 Target – 28 days	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Year to date
General needs housing													
BV212- Gen needs	24	26	25	22	26	30	21	25	25				25
Total let	56	53	63	50	45	54	68	59	44				492
% Let in target	75%	77%	70%	82%	73%	78%	76%	76%	80%				76%
Sheltered housing													
BV212 - Sheltered	35	59	48	25	34	33	32	35	23				36
Total let	14	9	11	6	12	15	7	7	11				94
% Let in target	57%	67%	45%	83%	58%	40%	86%	29%	77%				59%
Total for Housing Management													
BV212 – Total HM	26	31	28	23	28	30	22	26	24				27
Total let	70	62	74	56	57	69	75	66	57				390
% Let in target	71%	76%	66%	82%	70%	70%	77%	71%	79%				73%
Temporary Accommodation													
BV212 - TACC	47	67	40	31	38	44	41	36	19				42
Total let	15	17	17	8	12	9	10	17	8				113
% Let in target	47%	59%	35%	63%	67%	33%	40%	53%	100 %				53%
All properties													
BV212 - All	30	38	30	24	30	32	25	28	24				29
Total let	85	79	91	64	69	78	85	83	65				699
% Let in target	67%	72%	60%	80%	70%	65%	73%	67%	82%				70%

target for each repair priority, as well as the overall performance and the

performance achieved by each repairs constructor. Latest information is provided for quarter three and the information for orders completed in quarters one and two has been updated.

Priority of Repair	Last Year 2007 / 2008	Target 2008 / 2009	Q1 Total Apr – Jun 08	Q2 Total Jul – Sep 08	Q3 Total Oct-Dec 08
Emergency Repairs Completed in time	88.36 %	97 %	97.08 %	93.84 %	97.09%
No of Emergency Repairs completed	8,299	N/A	2,020	1,819	1,853
Urgent Repairs Completed in time	87.40 %	96 %	90.15 %	90.15 %	96.32%
No of Urgent Repairs completed	8,938	N/A	1,808	1,097	598
Routine Repairs Completed within target time	88.63 %	95 %	91.08%	94.10 %	98.48%
No of Routine Repairs completed	13,892	N/A	4,259	4,596	4,925

3.3.2 Top quartile performance for other Major Cities is as follows (based on Housemark Major Cities benchmarking data for 2007/2008):

- Emergency Repairs 97.88%
- Urgent Repairs 95.08%
- Routine Repairs 93.10%

Performance continues to improve with the council meeting its targets for all categories of repair in quarter three and achieving results within the top quartile as detailed above.

3.3.3 At the constructor level Mears have delivered results above target in all categories of repair and are approaching the higher performers in the Major Cities Group. Mears' performance is detailed in the table below.

Mears' Performance

Priority of Repair	Target	Q1 Mears	Q2 Mears	Q3 Mears
---------------------------	---------------	-----------------	-----------------	-----------------

	2009/2009	Apr - Jun 08	Jul - Sep 08	Oct - Dec 08
Emergency Repairs Completed in time	97 %	97.77 %	97.87 %	98.79 %
No of Emergency Repairs completed	N/A	1,122	1,034	1,074
Urgent Repairs Completed in time	96 %	93.42 %	94.87 %	98.73%
No of Urgent Repairs completed	N/A	1,018	585	314
Routine Repairs Completed within target time	95%	94.51%	97.33%	99.40 %
No of Routine Repairs completed	N/A	2,477	2,625	2,853

3.3.4 Kier have also made a positive step forward in the third quarter of 08/09 and are rapidly approaching the annual target for Emergency and Urgent repairs and have already exceeded the target for routine repairs. Kier are also continuing to manage the backlog of overdue repairs so performance is slightly affected adversely by this.

3.3.5 The minor IT issues identified in last quarter's report have now been addressed resulting in a contribution to the improvements identified above improved upon. Kier's performance is detailed in the table below:

Kier's Performance

Priority of Repair	Target	Q1 Kier	Q2 Kier	Q3 Kier
	2009/2009	Apr - Jun 08	Jul - Sep 08	Oct - Dec 08
Emergency Repairs Completed in time	97 %	96.31 %	98.54 %	94.74 %
No of Emergency Repairs completed	N/A	898	785	779
Urgent Repairs Completed in time	96 %	85.95 %	84.77 %	93.66%
No of Urgent Repairs completed	N/A	790	512	284
Routine Repairs Completed within target time	95%	86.41%	89.80%	97.20%
No of Routine Repairs completed	N/A	1,818	1,971	2,072

3.3.6 The Whitehawk Project is a local service delivery model developed by residents, Mears, Brighton & Hove City Council and the police. The project opened and became operational on the 5th February, operating out of refurbished offices in Swallow Court, North Whitehawk.

3.3.7 Estate Action Days have also taken place across the city. This is an initiative which addressed both individual and environmental repair issues. Our partners, Kier, managed a broad range of local needs from small repairs to clear up of common areas. The event helped create a sense of civic pride for the residents of the area that took part. This is an ongoing initiative we wish to develop City wide.

3.3.8 Decent Homes and Energy efficiency

The table below shows performance for other areas of repairs and maintenance:

Performance Indicator	Last Year 2007 / 2008	Target 2008 / 2009	Q1 Total Apr – Jun 08	Q2 Total Jul – Sep 08	Q3Total Oct-Dec 08
NI158 % of council homes that are non-decent	56.65 %	46 %	56.45 %	55.69 %	53.82%
BV63 - Energy Efficiency (SAP Rating)	75.4	75.6	75.5	75.6	75.7

3.3.9 A number of projects are specifically focused on decent homes and are in progress for the financial year 2008/09. These include large programmes to install gas heating boilers and to replace kitchens and bathrooms in resident's homes as well as the replacement of front doors. Despite considerable effort by our repairs team the decent homes programmes have suffered from a slow first half of the year mobilisation start and only now, in the latter part of the third quarter of 2008/09 are we approaching an acceptable level of delivery and quality.

3.3.10 At the end of the third quarter the percentage of properties that are non-decent has improved and reduced by 2% to 53.82%

3.3.11 The full impact of these programmes will continue to reduce the levels of non-decency during the final quarter of the year. Our current projections suggest that non-decency levels will reduce to 49.5% by 31 March 2009.

3.4 Energy efficiency

3.4.1 Brighton & Hove City Council remains a strong performer on the energy efficiency of dwellings. Performance has continued to improve and remains in the top quartile

for performance when compared to other authorities. Top quartile for all authorities is 72, top quartile for unitary authorities is 75.

3.5 Gas Servicing

3.4.1 The table below shows the progress of Brighton & Hove City Council, Mears and PH Jones in servicing gas installations. Performance has been maintained over the last quarter.

	Last Year 2007/2008	Target 2008/2009	Q1 June 08	Q2 Sep 08	Q3 Dec 08
Mears Area	98.91%	100%	99.35%	99.64%	99.70%
PH Jones Area	99.27%	100%	99.73%	99.91%	99.76%
Citywide	99.06%	100%	99.52%	99.75%	99.73%

The number of council properties with a valid gas safety certificate remains high. (December 2008) is an improvement of 0.93% on the figure for the same time last year and means that there are currently 29 properties citywide without a current gas service. There remain no properties with safety checks more than a year overdue. The current performance is within top quartile level when compared to other Major Cities (based upon Housemark Major Cities benchmarking data for 2007/2008 which indicates a top quartile of 99.43%.

3.6 Estates Service

3.6.1 In the third quarter of this year the percentage of cleaning tasks carried out continued to be high, to the extent that during this period almost 100% of all cleaning tasks were completed across the city.

3.6.2 The Estates Service Monitoring Group has met three times this quarter to review job descriptions and put forward a new structure for the Estate Service that will deliver and support a cleaning service based on dedicated cleaners. Estate Service staff are now being consulted on these changes and it is anticipated that the new structure will be fully in place by May 09

Estates Service Monitoring Figures					
Cleaning Performance Sep 08 – Dec 08					
	2007/8	September	October	November	December
Cleaning Performance	87	99	99	99.5	99
This data shows the cleaning performance percentage. This is defined as the cleaning tasks completed in the 4 week period as a percentage of the total number of jobs on the cleaning schedule that period.					

- 3.6.3 The bulk and graffiti removal teams continue to carry out a high volume of work across the city. Links have been established with City Clean's Graffiti Officer who now sends information each month on the most prolific taggers. This information is given to Estate Service Staff and the Community Wardens with advice on how to report this back to City Clean who work with the police to take enforcement action where possible.

Estates Service Monitoring Figures					
Bulk Waste Removal Aug 08 – Dec 08					
	August	September	October	November	December
Urgent jobs	1	0	0	1	2
Routine jobs	191	226	193	208	171
Total	192	226	193	209	173
Target met for urgent jobs	100%	N/A	N/A	100%	100%
Target met for routine jobs	91%	90%	88%	95%	91%
Target - urgent jobs removal in 1 working day of report					
Target - routine jobs removal within 7 working days of report					
Estates Service Monitoring Figures					
Graffiti Removal May 08 – Sept 08					
	August	September	October	November	December
Urgent jobs	N/A	4%	1%	5%	0%
Routine jobs	N/A	31%	39%	37%	35%
Total	N/A	35%	40%	42%	35%
Target met for urgent jobs	N/A	100%	100%	100%	N/A%
Target met for routine jobs	N/A	94%	90%	90%	100%
Target - urgent jobs removal in 1 working day of report					
Target - routine jobs removal within 7 working days of report					

4. CONSULTATION

- 4.1 The Performance report will be presented to customers at the next round of Housing Management Area Panels and Housing Management Consultative Committee.

5. FINANCIAL & OTHER IMPLICATIONS:

- 5.1 Financial information on performance is included in the main body of the report. Most performance measures discussed in this report have financial implications. For example, any improvement in turnaround times or reductions in empty property numbers increases the amount of rent collected. Improvements in performance will, in general, lead to more resources being available for tenants services in the future.

Finance Officer Consulted: Monica Brooks December 2008

Legal Implications:

- 5.1 There are none

Lawyer consulted: Deborah Jones Date: December 2008

Equalities Implications:

- 5.3 There are no direct Equalities Implications arising from this report

Sustainability Implications:

- 5.4 There are no direct sustainability implications arising from this report

Risk and Opportunity Management Implications:

- 5.5 There are no direct risk and opportunity management implications arising from this report

Corporate / Citywide Implications:

- 5.6 There are no direct Corporate or Citywide implications arising from this report.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

6.1 Not applicable to this report.

7. REASONS FOR REPORT RECOMMENDATIONS

7.1 These are contained within the body of the report.

SUPPORTING DOCUMENTATION

Appendices:

1. Housing Management Performance Reports - Charts

Documents in Members' Rooms

None

Background Documents

None

Adult Social Care & Housing Scrutiny Committee

Housing Management Performance Report - charts

5 March 2009

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NI 158 % of non-decent council homes (formerly BV184a)	3
BV 66a - Proportion of rent collected (Citywide)	4
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BV 66a - Proportion of rent collected (Central)	7
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BV 66a - Proportion of rent collected (temporary accommodation)	9
BV 66b - % of tenants with more than 7 weeks' rent arrears	10
BV 66c - % of tenants in arrears who have had notices seeking possession served	11
BV 212 - Average time in days to relet local authority housing	12
% of properties with a current gas safety certificate (Citywide)	13

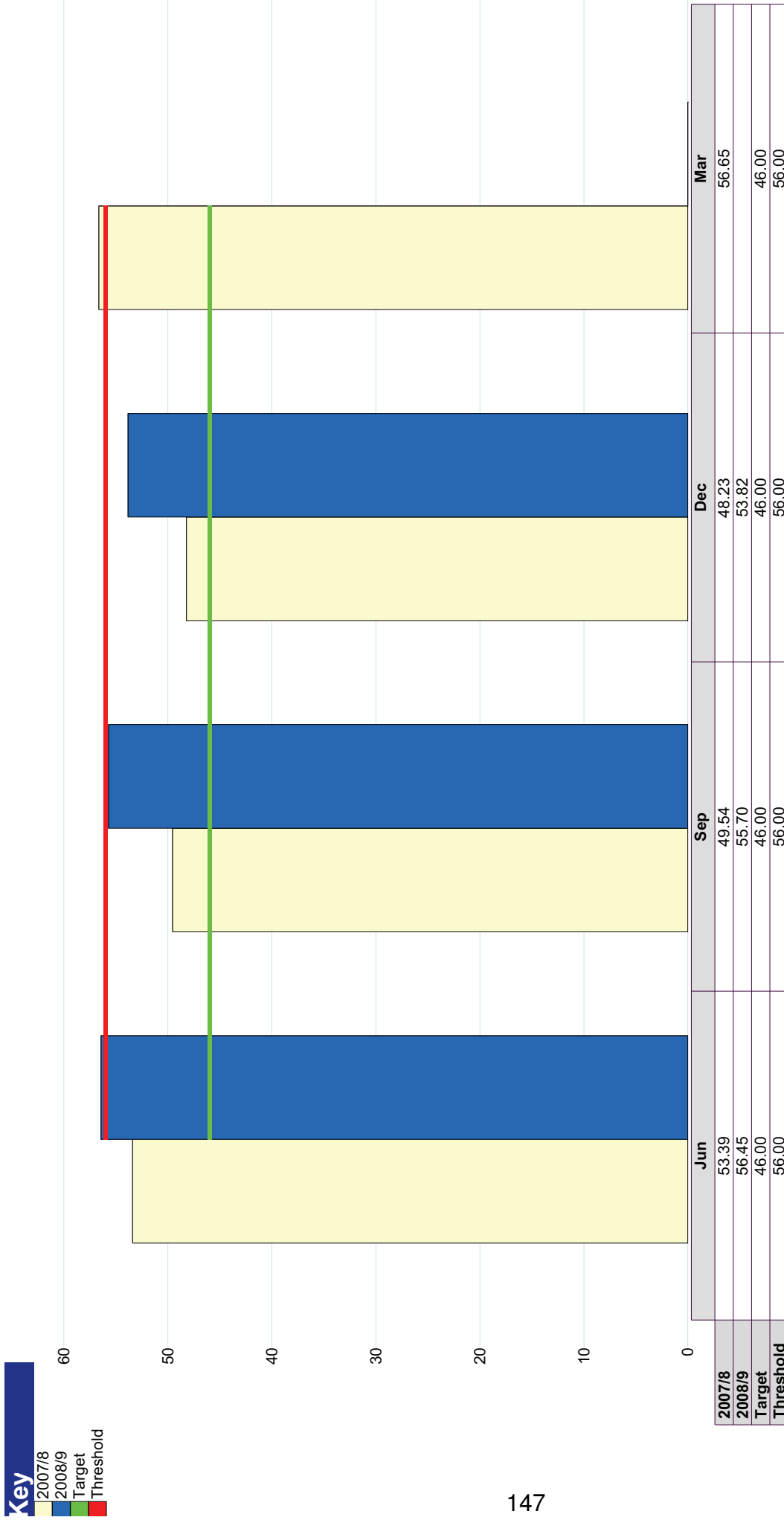
Key to Graphs

The graphs shown on pages 3- 13 display the council's performance against the indicators listed above. The green line on the graphs represents the target we aim to achieve, which is set each year in agreement between service managers, directors and elected members.

The red line denotes a "threshold" level of performance, which represents a significant variation from target and means action needs to be taken to bring about improvement. This level is set in agreement between service managers and the corporate performance team.

The yellow bars show monthly performance during the financial year of 2007/08, and the blue bars show performance during each month of 2008/09.

NI 158 % of non-decent council homes (formerly BV184a)

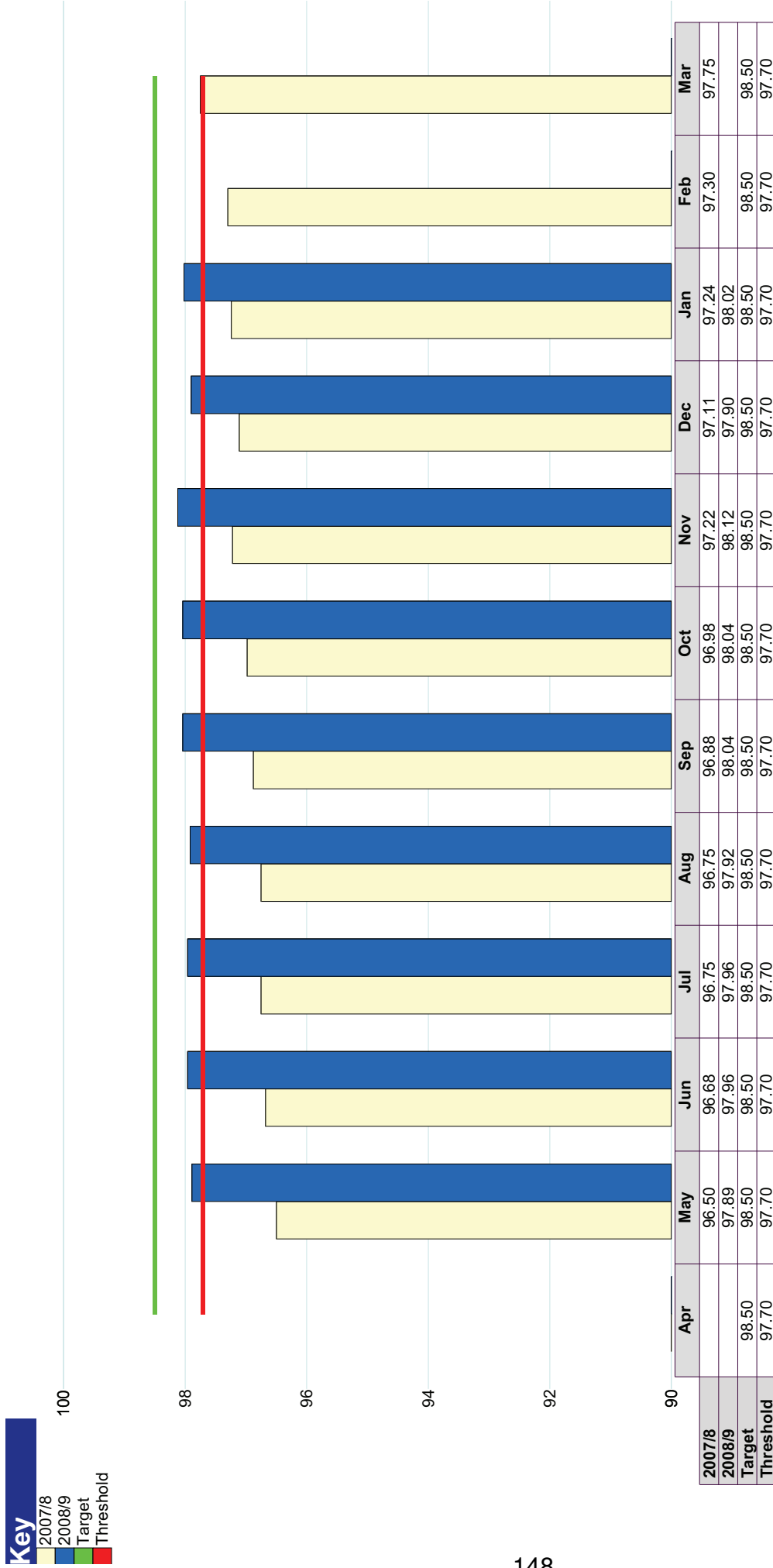


Comments

This indicator is part of Brighton & Hove's Local Area Agreement to ensure more homes meet the Decent Homes Standard. Actions to reach the target of 46% non-decent council homes in 2008/09 include:

- Ensure tenants and leaseholders are at the heart of the decision-making process on all maintenance and improvement works to the stock
- Prioritise the capital works programme over 30 years to meet, as far as possible, Decent Homes Standard
- Reduce unit repair and planned maintenance costs and consultancy fees, saving an estimated £156 million over 30 years
- Improve the ratio between capital works and responsive repairs

BV 66a - Proportion of rent collected (Citywide)



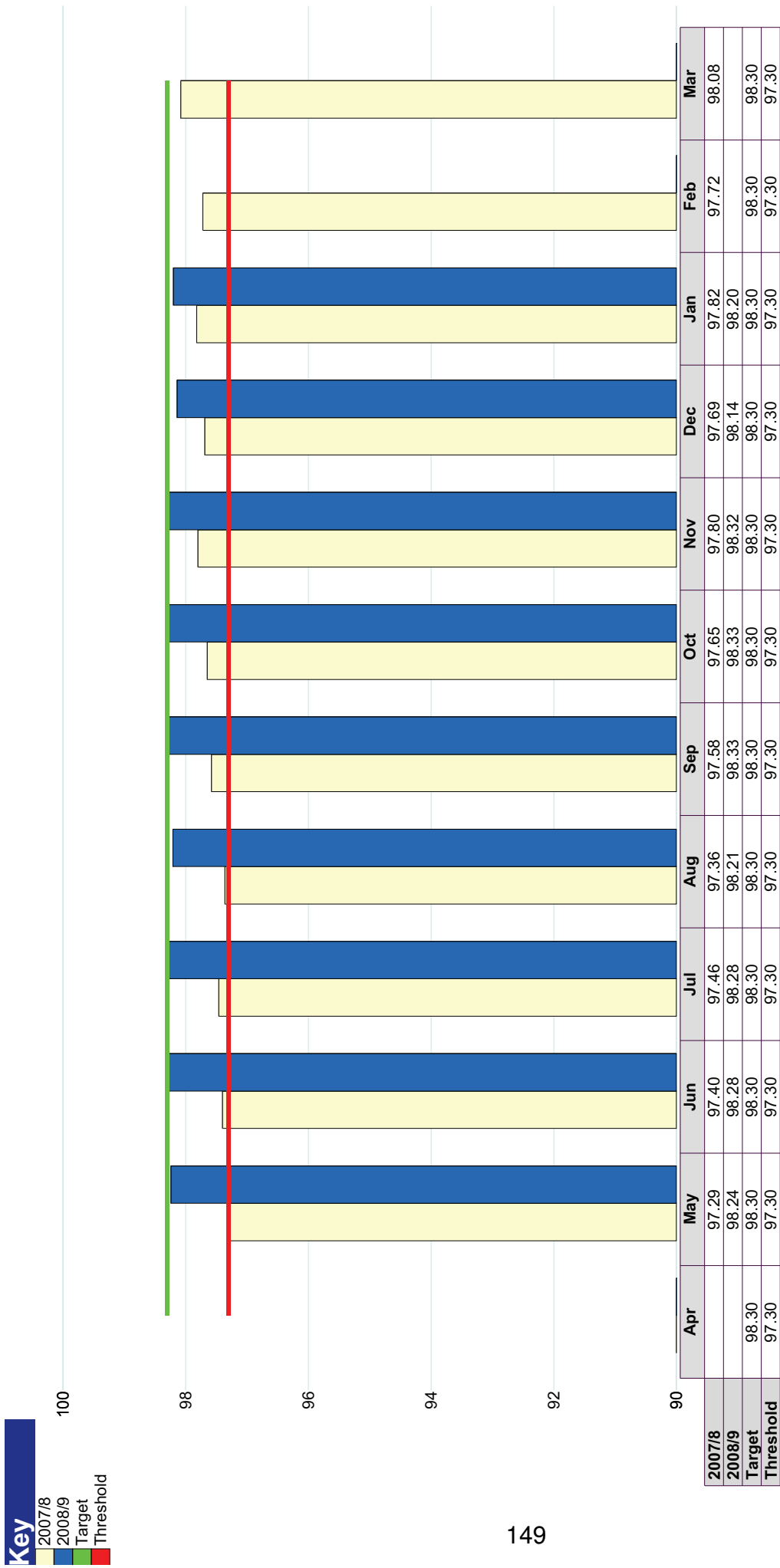
Comment

This indicator measures the rent collected by the Authority as a proportion of the rents owed on local authority-owned dwellings across the city.

Citywide, the total rent due to the council after empty properties are taken into account in 2008/09 will be £40.78m. The council's target is to collect 98.5% of this amount over the course of the year (as represented by the green line on the graph).

See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

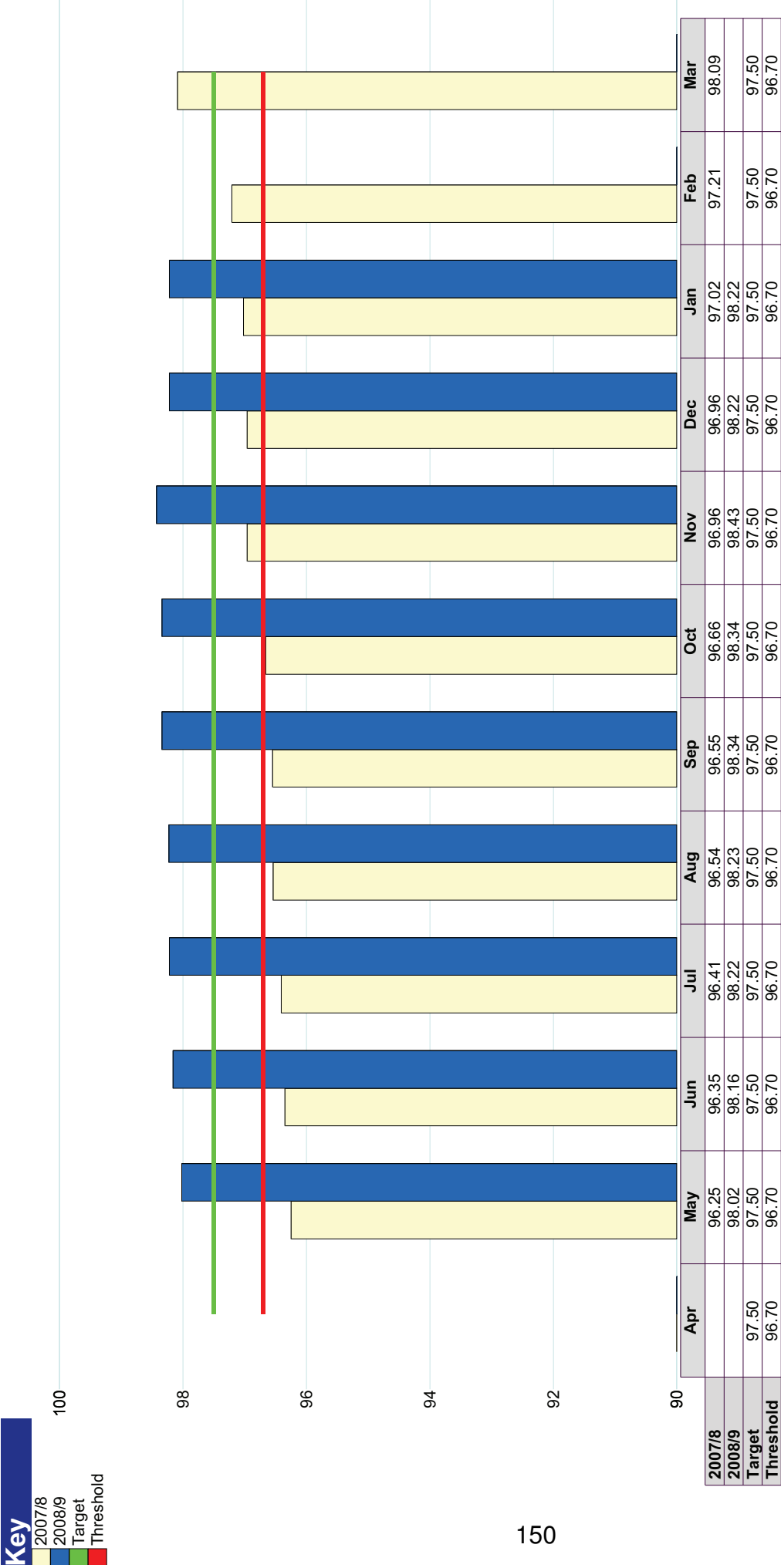
BV 66a - Proportion of rent collected (North)



Comment

In the North region of the city, the total rent and arrears due to the council after empty properties are taken into account in 2008/09 is approximately £11.6m. The council's target is to collect 98.3% of this amount in this region over the course of the year (as represented by the green line on the graph). See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

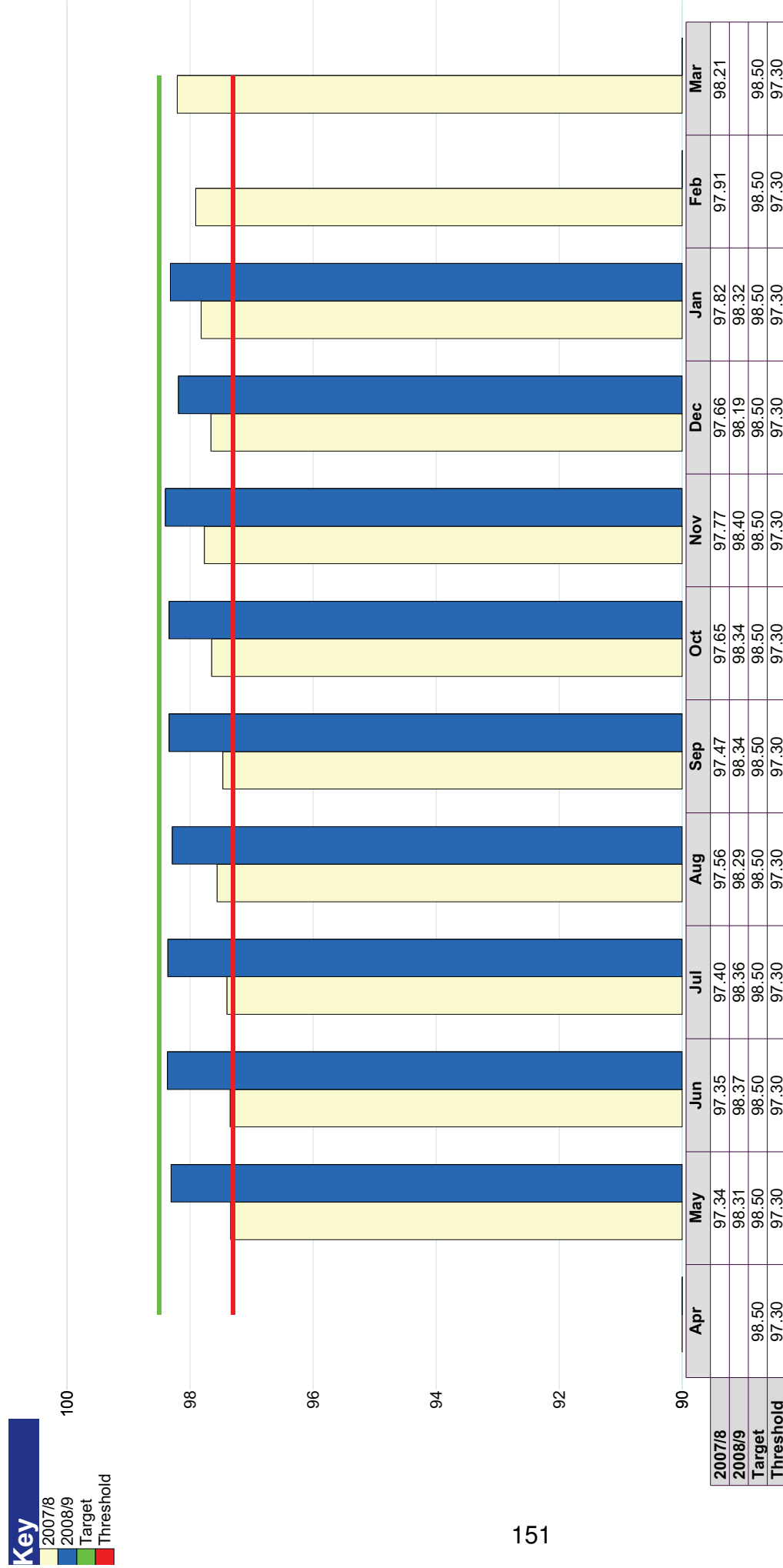
BV 66a - Proportion of rent collected (West)



Comment

In the West region of the city, the total rent and arrears due to the council after empty properties are taken into account in 2008/09 is approximately £7.9m. The council's target is to collect 97.5% of this amount in this region over the course of the year (as represented by the green line on the graph). See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

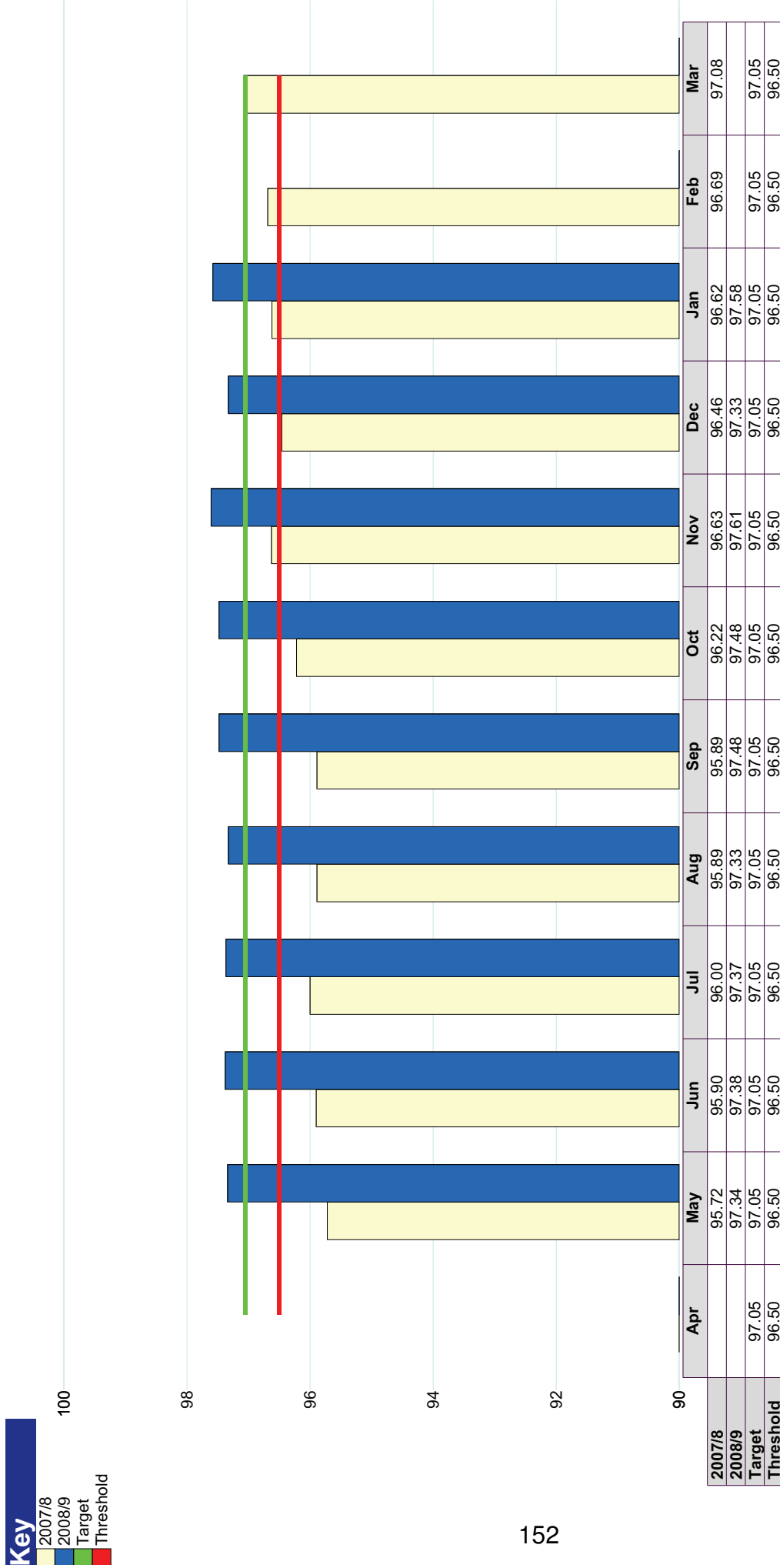
BV 66a - Proportion of rent collected (Central)



Comment

In the Central region of the city, the total rent and arrears due to the council after empty properties are taken into account in 2008/09 is approximately £7.8m. The council's target is to collect 98.5% of this amount in this region over the course of the year (as represented by the green line on the graph). See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

BV 66a - Proportion of rent collected (East)



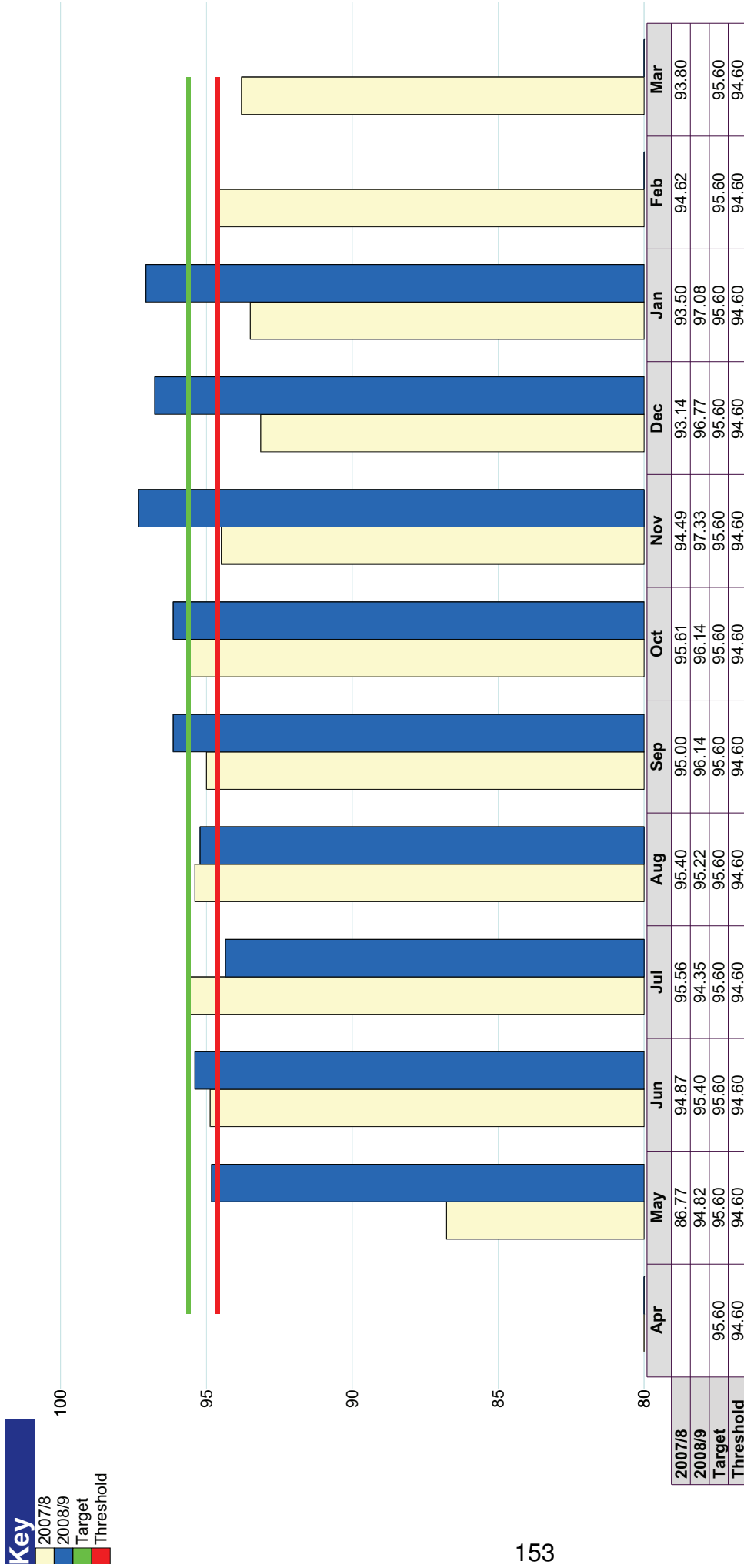
Comment

In the East region of the city, the total rent and arrears due to the council after empty properties are taken into account in 2008/09 is approximately £12.9m.

The council's target is to collect 97.05% of this amount in this region over the course of the year (as represented by the green line on the graph).

See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

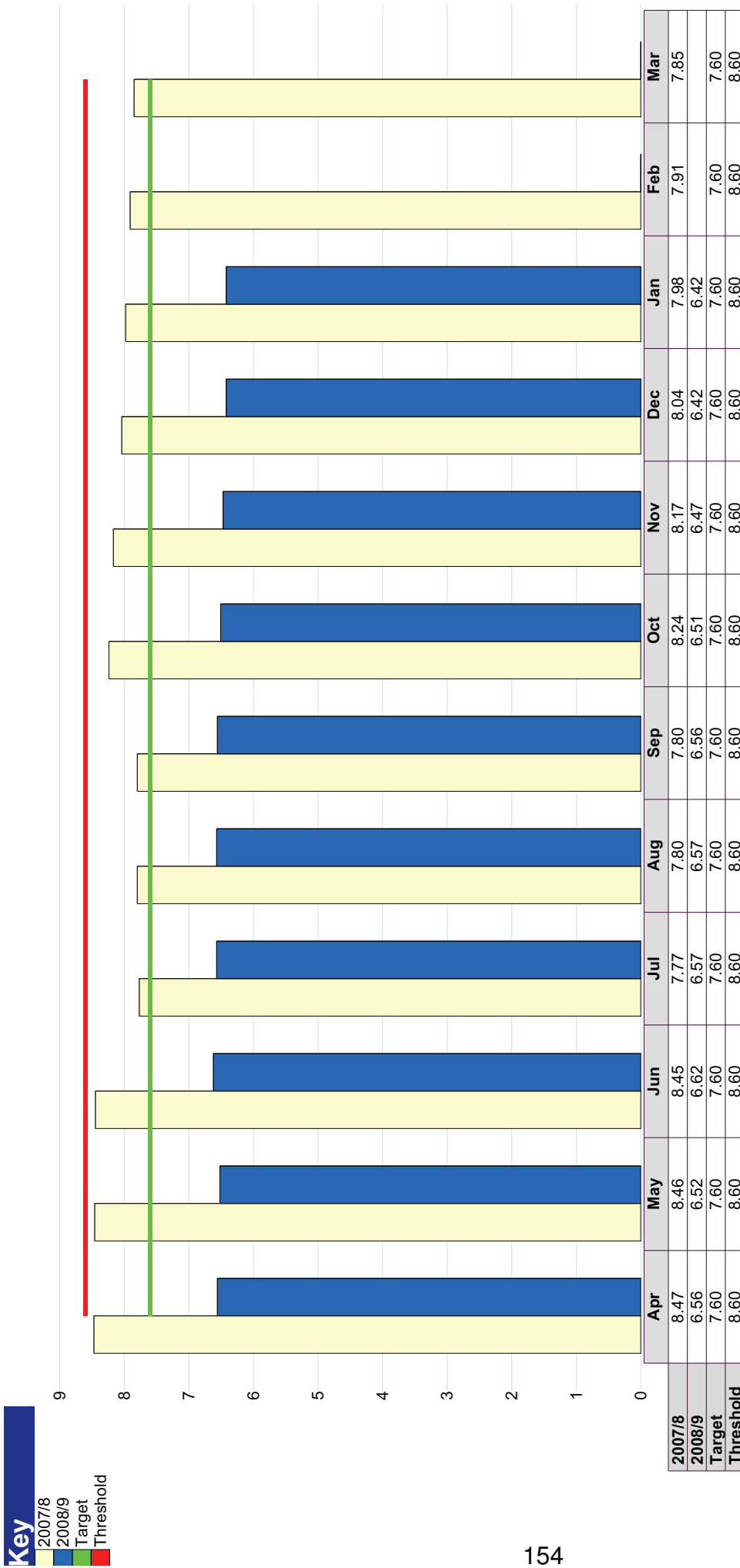
BV 66a - Proportion of rent collected (temporary accommodation)



Comment

For temporary accommodation, the total rent and arrears due to the council after empty properties are taken into account in 2008/09 is approximately £391,000. The council's target is to collect 95.6% of this amount from temporary accommodation over the course of the year (as represented by the green line on the graph). See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

BV 66b - % of tenants with more than 7 weeks' rent arrears



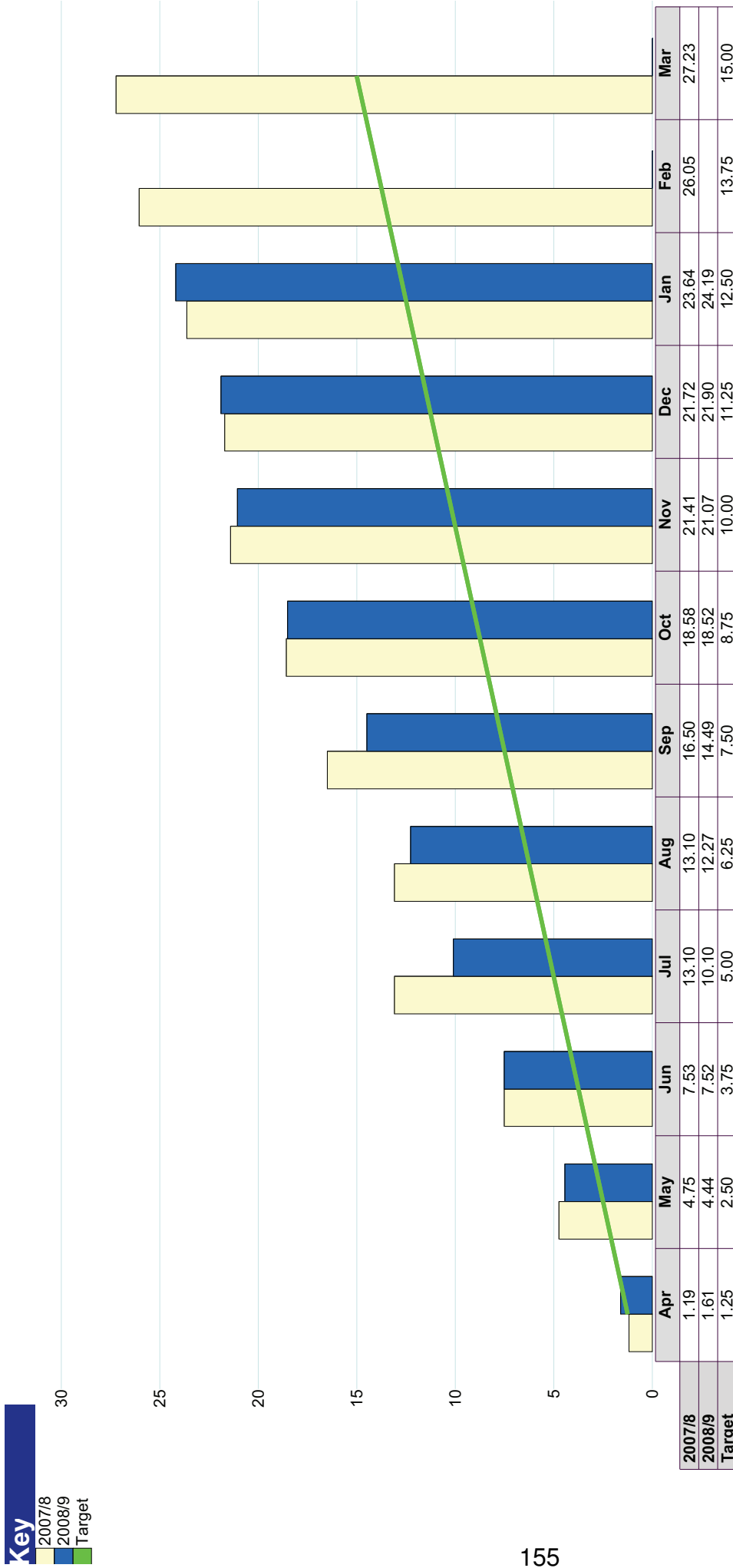
Comments

This indicator measures the number of tenants with 7 weeks or more gross rent arrears as a percentage of the total number of tenants.

In Brighton & Hove, there are roughly 12,200 tenants, of which around 800 (6.6%) are in more than 7 weeks gross rent arrears.

See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

BV 66c - % of tenants in arrears who have had notices seeking possession served

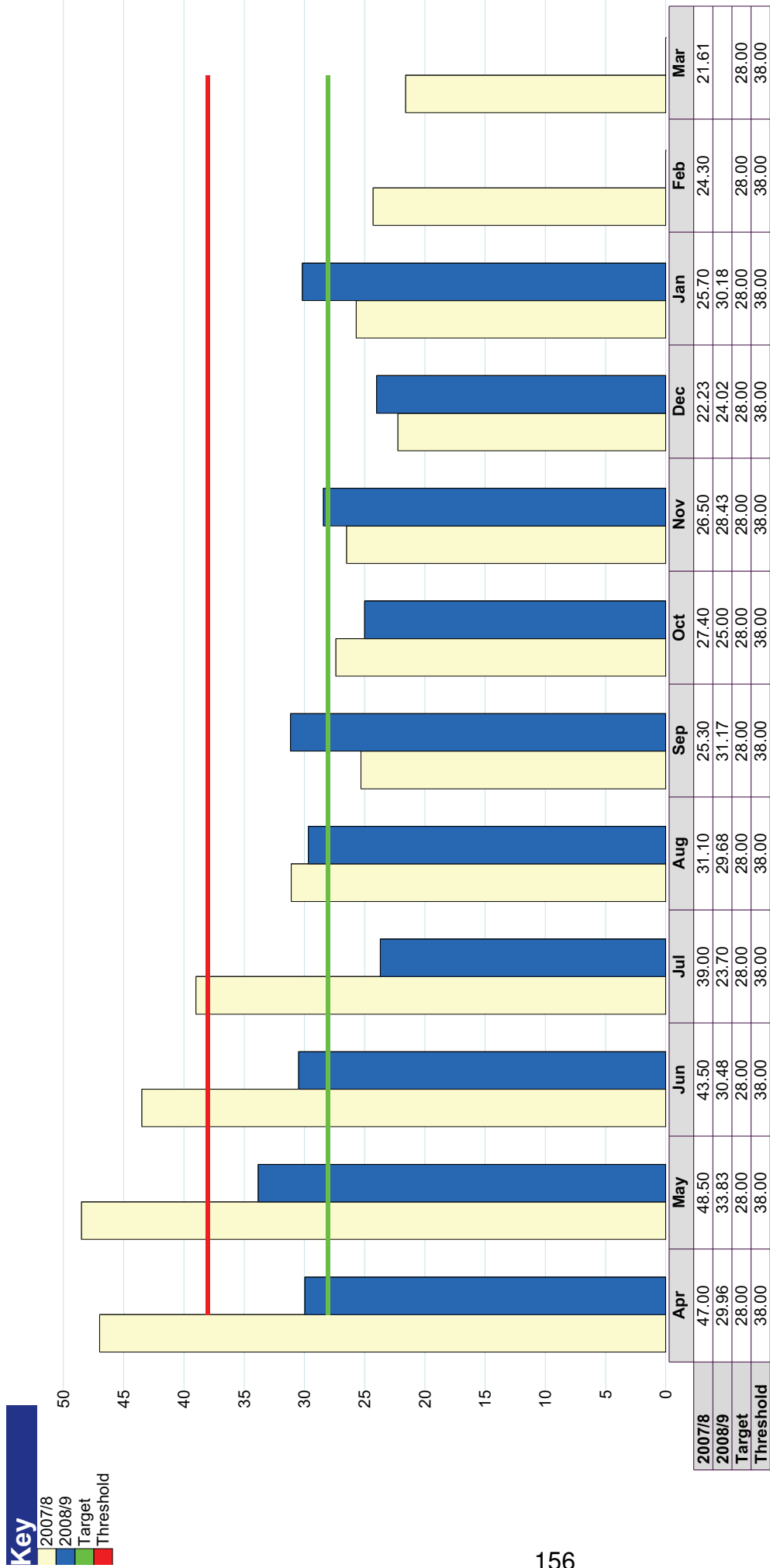


Comments

This indicator measures the number of tenants who have had notice seeking possession served as a result of being in arrears as a percentage of the total number of tenants who are in arrears. Notices seeking possession are served as necessary throughout the year, so the number the council serves increases as the year progresses from April to March. Over the course of the year, the council aims to serve notices seeking possession to no more than 15% of tenants in arrears (as indicated by the green line).

See the "Rent Collection and Arrears" section of the accompanying report for further information on work contributing to performance against this indicator.

BV 212 - Average time in days to relet local authority housing



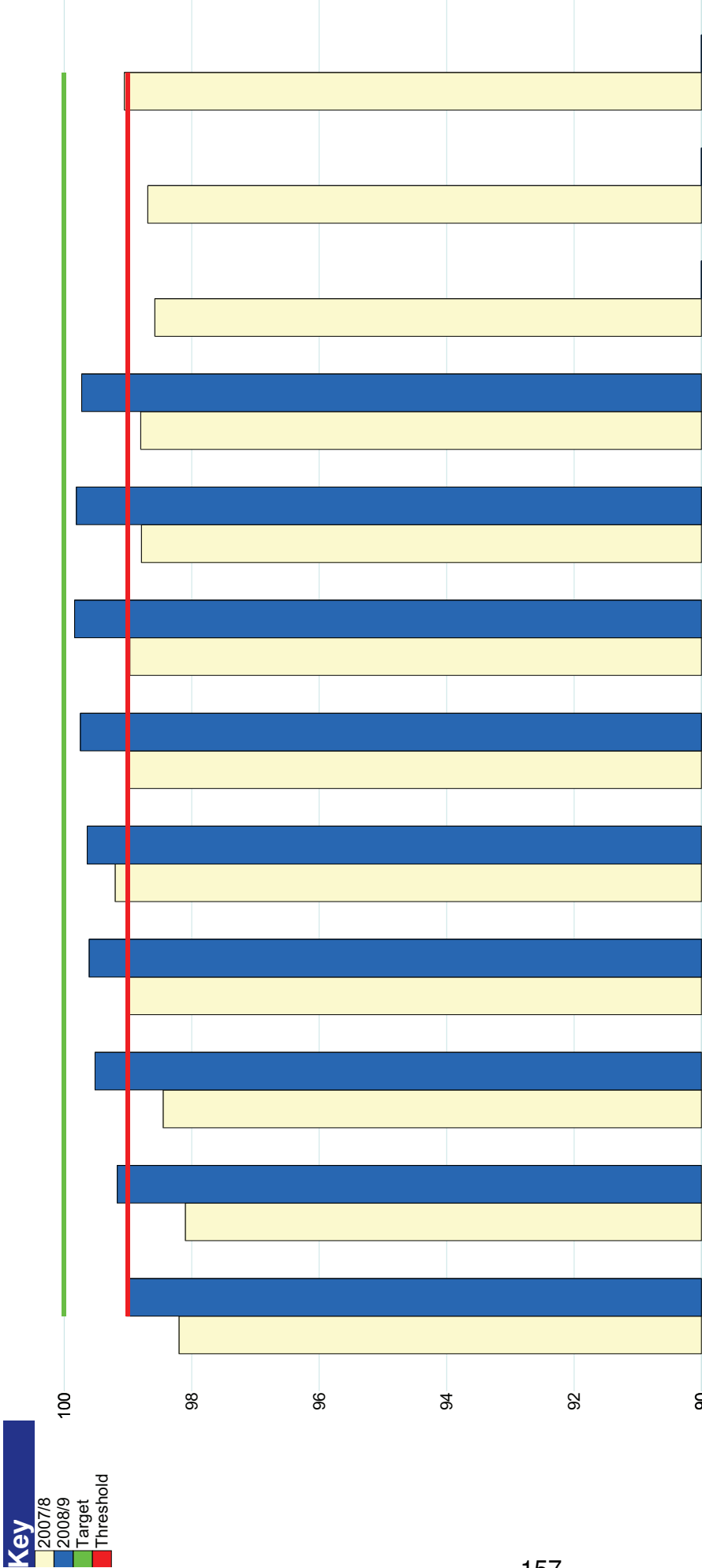
Comments

This indicator measures the average number of days to relet local authority homes once they have become vacant. This includes supported and sheltered accommodation, but excludes properties undergoing major repairs.

The council aims to achieve an average relet time of 28 days or less (as represented by the green line on the graph).

See the "Empty Property Turnaround Time" section of the accompanying report for further information on work contributing to performance against this indicator.

% of properties with a current gas safety certificate (Citywide)



Comments

This indicator measures the percentage of local authority homes with gas pipework or equipment for which there is a current gas safety certificate. The council aims to ensure that all relevant properties have up to date gas safety certificates. There are approximately 10,600 such properties in Brighton & Hove.

