



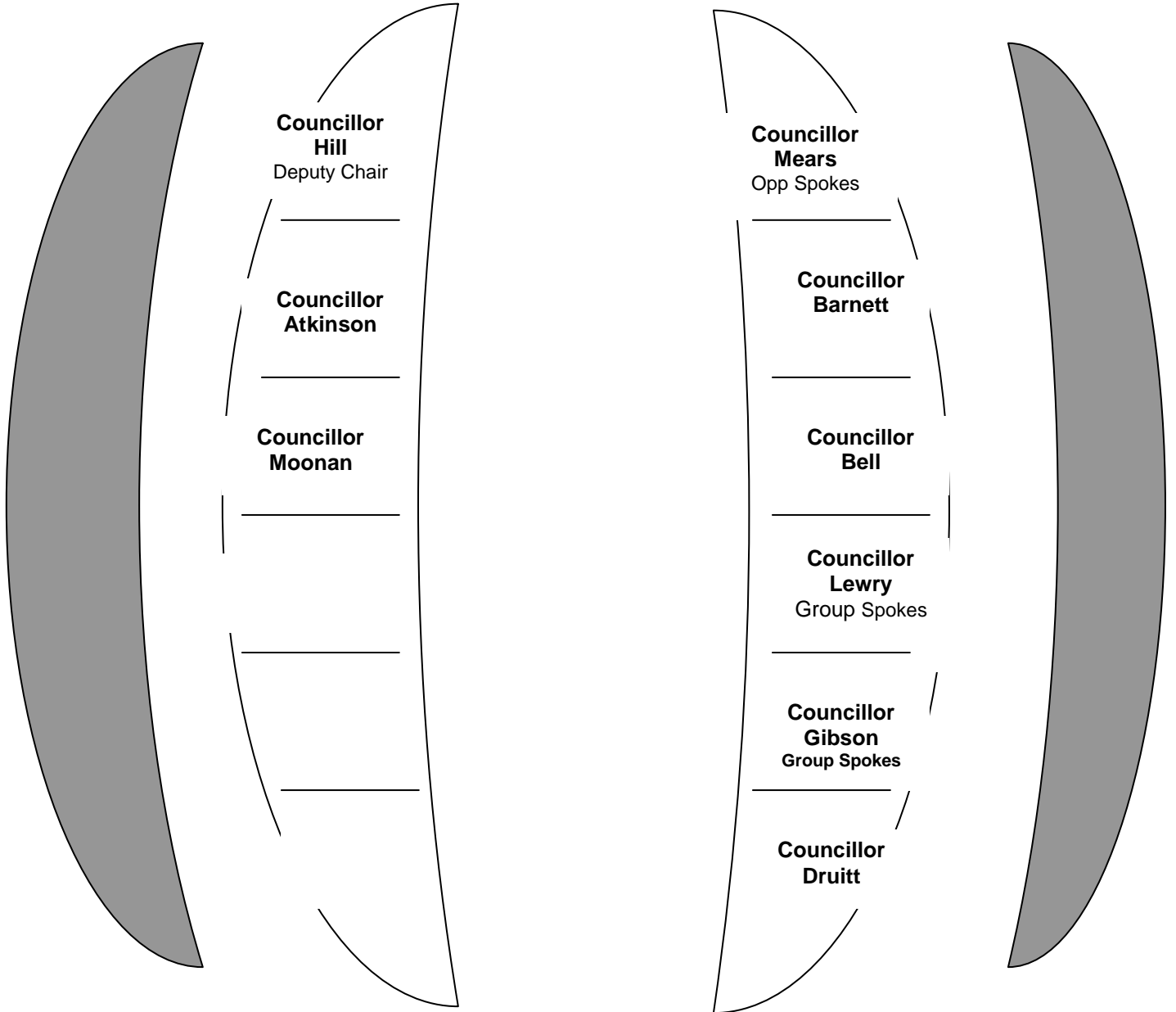
**Brighton & Hove  
City Council**

# Housing & New Homes Committee

Title:	<b>Housing &amp; New Homes Committee</b>
Date:	<b>15 June 2016</b>
Time:	<b>4.00pm</b>
Venue	<b>Friends Meeting House, Ship Street, Brighton</b>
Councillors:	Meadows (Chair), Hill (Deputy Chair), Mears (Opposition Spokesperson), Gibson (Group Spokesperson), Atkinson, Barnett, Bell, Lewry, Druitt and Moonan
Contact:	<b>Caroline De Marco</b> Democratic Services Officer 01273 291063 caroline.demarco@brighton-hove.gov.uk
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	An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter and infra red hearing aids are available for use during the meeting. If you require any further information or assistance, please contact the receptionist on arrival.
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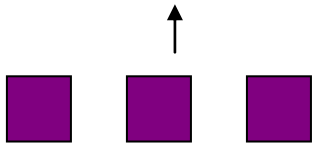
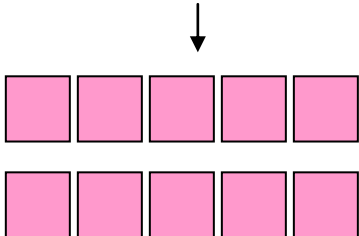
# Housing & New Homes Committee

Head of Housing	Acting Executive Director Economy Environment & Culture	<b>Councillor Meadows</b> Chair	Lawyer	Democratic Services Officer
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Public Speaker/officer speaking	Public Speaker/Officer speaking
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Public Seating



Press

## AGENDA

### PART ONE

Page

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#### 1 PROCEDURAL BUSINESS

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

**(b) Declarations of Interest:**

- (a) Disclosable pecuniary interests;
- (b) Any other interests required to be registered under the local code;
- (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare

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

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

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

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

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

#### 2 MINUTES OF THE PREVIOUS MEETING

1 - 22

To consider the minutes of the meeting held on 2 March 2016 (copy attached).

#### 3 CHAIRS COMMUNICATIONS

#### 4 CALL OVER

## HOUSING & NEW HOMES COMMITTEE

- (a) Items 7 to 12 will be read out at the meeting and Members invited to reserve the items for consideration.
- (b) Those items not reserved will be taken as having been received and the reports' recommendations agreed.

### 5 PUBLIC INVOLVEMENT

23 - 30

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

- (a) **Petitions:** to receive any petitions presented to the full council or at the meeting itself (copy attached);
- (b) **Written Questions:** to receive any questions submitted by the due date of 12 noon on the 8 June 2016;
- (c) **Deputations:** to receive any deputations submitted by the due date of 12 noon on the 8 June 2016.

### 6 ISSUES RAISED BY COUNCILLORS

To consider the following matters raised by councillors:

- (a) **Petitions:** to receive any petitions submitted to the full Council or at the meeting itself;
- (b) **Written Questions:** to consider any written questions;
- (c) **Letters:** to consider any letters;
- (d) **Notices of Motion:** to consider any Notices of Motion referred from Council or submitted directly to the Committee.

### 7 ROUGH SLEEPING STRATEGY 2016

31 - 120

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

Contact Officer: *Andy Staniford*  
Ward Affected: *All Wards*

Tel: 01273 293159

### 8 FUEL POVERTY AND AFFORDABLE WARMTH STRATEGY

121 - 176

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

Contact Officer: *Miles Davidson*  
Ward Affected: *All Wards*

Tel: 01273 293150

### 9 NEW HOMES FOR NEIGHBOURHOOD - SMALL SITE DESIGN COMPETITION

177 - 190

## HOUSING & NEW HOMES COMMITTEE

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

*Contact Officer:* Jo Thompson *Tel:* 01273 291466  
*Ward Affected:* Hollingdean & Stanmer;  
Moulsecoomb &  
Bevendean; Patcham; St  
Peter's & North Laine

### **10 RETENDER OF WHOLE SYSTEMS ICT PLATFORM FOR HOMELESSNESS, THE HOUSING REGISTER AND SOCIAL HOUSING LETTING 191 - 200**

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

*Contact Officer:* Peter Mustow *Tel:* 01273 296639  
*Ward Affected:* All Wards

### **11 ANNUAL REPORT 2016 201 - 212**

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

*Contact Officer:* Ododo Dafe *Tel:* 01273 293201  
*Ward Affected:* All Wards

### **12 HOUSING MANAGEMENT PERFORMANCE REPORT QUARTER 4 AND END OF YEAR 2015/16 213 - 240**

Report of Acting Executive Director Economy, Environment & Culture (copy attached).

*Contact Officer:* Ododo Dafe *Tel:* 01273 293201  
*Ward Affected:* All Wards

### **13 ITEMS REFERRED FOR FULL COUNCIL**

To consider items to be submitted to the 21 July 2016 Council meeting for information.

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

## HOUSING & NEW HOMES COMMITTEE

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For further details and general enquiries about this meeting contact Caroline De Marco, (01273 291063, email [caroline.demarco@brighton-hove.gov.uk](mailto:caroline.demarco@brighton-hove.gov.uk)) or email [democratic.services@brighton-hove.gov.uk](mailto:democratic.services@brighton-hove.gov.uk)

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For further details and general enquiries about this meeting contact Caroline De Marco, (01273 291063, email [caroline.demarco@brighton-hove.gov.uk](mailto:caroline.demarco@brighton-hove.gov.uk)) or email [democratic.services@brighton-hove.gov.uk](mailto:democratic.services@brighton-hove.gov.uk)

Date of Publication - Tuesday, 7 June 2016

**BRIGHTON & HOVE CITY COUNCIL**

**HOUSING & NEW HOMES COMMITTEE**

**4.00pm 2 MARCH 2016**

**FRIENDS MEETING HOUSE, SHIP STREET, BRIGHTON**

**MINUTES**

**Present:** Councillor Meadows (Chair) Councillor Hill (Deputy Chair), Mears (Opposition Spokesperson), Gibson (Group Spokesperson), Atkinson, Barnett, Lewry, Miller, Moonan and Phillips.

**PART ONE**

**63 PROCEDURAL BUSINESS**

**63a) Declarations of Substitutes**

63.1 There were none.

**63b) Declarations of Interests**

63.2 There were none.

**63c) Exclusion of the Press and Public**

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

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

**64 MINUTES OF THE PREVIOUS MEETING**

64.1 Councillor Atkinson asked for paragraph 56.3 to be changed to read 'Councillor Atkinson was concerned that under the pay to stay proposals people will be possibly encouraged to buy their property. Then if at a later date interest rates go up, it will be difficult for them to pay their mortgage.'

- 64.2 Councillor Mears referred to paragraph 49.1. She had received an email from an officer with information about the Oxford Street Housing Office but had not received a full briefing. Councillor Mears had just received a second email from the officer to say he would have to get back to colleagues to see if there could be a full briefing. Councillor Mears hoped that there could be a briefing on this important matter. Her concern was the speed at which this office was closed down. She wanted to know why this housing asset was closed, and details of the build up to the final closing down of the office.
- 64.3 Councillor Mears referred to paragraph 61.4, concerning a debate on the overspend on the Mears contract. She had requested an external audit at the committee and at Council in order to have openness and transparency. She had also asked to see a copy of the report but had only received a summary. Councillor Mears had heard a number of rumours circulating which needed clarification. For example, she had heard that when the capital programme came under budget, there is a bonus for a contractor. There were issues around the new gas contract and whether Mears were proposing to buy out the company. Councillor Mears had also heard that Mears were filling in forms for gas checks without visiting properties. Councillor Mears understood that this was being investigated. She requested that officers carried out investigations with Mears to find out exactly what was happening.
- 64.4 The Chair informed Councillor Mears that she could receive more information about Oxford Street but it might take time to gather all the necessary information. The Chair had not heard about the contractor bonus. She would investigate this matter with officers. The new gas contract was due to start in April. Meanwhile, she would take up the issue of gas checks with officers.
- 64.5 The Head of Housing informed Members that officers were currently working through issues with Mears. Officers were also working with internal audit about the best steps to take to strengthen the partnership in the future, which included consideration of expert external advice.
- 64.6 Councillor Mears stressed that she was asking for an external audit to ensure transparency. The Chair stated that the request for an external audit would be included in the above discussions. In the meantime, the Chair would ensure robust checks were in place.
- 64.7 Councillor Hill referred to paragraph 59.4. She would like to see the number of HMO's where conditions had been met.
- 64.8 **RESOLVED** - That the minutes of the Housing and New Homes Committee held on 13 January 2016 be agreed and signed as a correct record subject to the amendment set out in paragraph 64.1 above.

## 65 CHAIRS COMMUNICATIONS

### Chris Cooke

- 65.1 The Chair stated that on a very sad note, she would like to extend the Committee's sympathies to the family and friends of Chris Cooke, who had died after a fire at a flat in Essex Place over the weekend of 20/21<sup>st</sup> February. The Chair was aware that some



councillors and staff would have worked with Chris over the years, and would miss him dearly. The Committee stood for a minutes silence.

#### **Additional funding from the DCLG – Preventing Homelessness Grant**

- 65.2 The Chair was pleased to be able to formally advise the Committee that the council had been successful in bidding for an additional £200k from the DCLG through the preventing homelessness grant. The one off grant would be used to extend the council's work in preventing homelessness through a range of provisions.
- 65.3 The Council would extend the landlord rescue service, to provide very early intervention to help households retain their tenancies. The Council would, where appropriate, support homeless households to move into private sector tenancies through the deposit and /or relocation packages and the Council would help support households to move directly into private sector housing avoiding the need to move twice. This would also reduce the pressure on the Council's limited temporary accommodation, as well as reduce pressures on health & education budgets.
- 65.4 The Council would enhance partnership working across the city to maximise prevention by earlier intervention through
- officers based in hospital multi-disciplinary teams to identify housing issues at a very early stage
  - working with the local prison to resettle people upon discharge
  - working with health/GPs, to prevent homelessness/seek alternatives

#### **Mears Sub-Contractor Overcharging – Payment from Mears**

- 65.5 The Chair was pleased to advise the Committee that following on from the overcharging issues with a Mears sub-contractor, as discussed at the last committee, she could confirm that the Council had now received £274,866 payment from Mears, in respect of the post-April 2014 over charging. A further settlement from Mears was anticipated in the next few weeks with respect to the pre-April overcharging.

#### **Consultation Event and Repairs Partnership Workshop**

- 65.6 As requested by the Housing & New Homes Committee, the council held a very well attended and successful additional consultation event on the 26<sup>th</sup> January with members of the committee and tenant representatives to discuss and comment on the HRA budget, medium term financial review and the HRA capital programme and feedback was included in the report that went to Policy & Resources Committee.
- 65.7 In addition, a Repairs Partnership Workshop was held on 23<sup>rd</sup> February with councillors, officers and managers from Mears to understand why the contract was put in place and what it had delivered over the first five years.
- 65.8 In regard to the on-going pressures on the private sector housing rental market in the city, the Chair was also pleased to confirm Budget Policy & Resources Committee had

approved an additional £39,000 recurrent funding to support raising standards in the private rented sector including appropriate enforcement of licensing and regulations.

**New Homes for Neighbourhoods programme:**

- 65.9 The Chair reported that she and some members of Housing & New Homes Committee visited the Y:Cube innovative modular build scheme in Merton which is used for short term accommodation by the YMCA.
- 65.10 The Chair was pleased to report she would be opening Robert Lodge South block of 9 flats on the 10<sup>th</sup> of March. All members of the committee had been invited to the event.
- 65.11 The Findon Road new build scheme for 57 flats at the site of the former library in Whitehawk had started on site.

**66 CALL OVER**

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

**67 PUBLIC INVOLVEMENT**

- 67.1 The Committee considered an extract of the proceedings of Council held on 28<sup>th</sup> January 2016, and the following petition signed by 1,851 people. Ree from Love Activists was invited to present the petition. She informed Members that the petition recommended 7 proposals. Ree stressed that if finances and resources were in place then everybody would be able to get off the street. She mentioned that she knew of 15 homeless people who had died since March 2015. Ree was accompanied by a fellow Love Activist who stated that homeless people were sleeping in wheelybins because they were warm and dry.

**Solution Based Proposals to End Homelessness**

"We the undersigned petition Brighton & Hove Council to consider the following solution based proposals, to end homelessness.

1. Every homeless person is vulnerable and should therefore be considered in priority need, including those in temporary accommodation.
2. The Housing First model should be expanded to offer housing to all of the city's homeless people, offering adequate support to suit each individual's needs.
3. The Severe Weather Emergency Protocol (SWEP) should be activated immediately, in any weather which threatens rough sleepers' health, particularly the wet.
4. The council should activate the Extended Winter Provision of the Severe Weather Emergency Protocol immediately. The emergency shelters should be opened every night, over the winter and beyond.
5. Affordable social rents should be imposed on private landlords and property investors, prioritising the provision of permanent homes until everyone is securely housed.

6. Reform the LASPO act, to make squatting empty properties safe and equitable for property owners and otherwise homeless people.

7. Because of the so-called 'first mover loses' phenomenon, it will be necessary for local authorities around the country to work together, in order to implement these measures nationally."

67.2 The Chair thanked Ree for the petition and said she would ensure she got a written response which would be placed on the council website. The Chair suggested that Love Activists might be interested in the Draft Rough Sleeping Strategy which would be considered later on the agenda. The strategy would be an enormous help in bringing together all the partners that were needed to tackle this crisis.

67.3 The Chair quoted the first proposal 'Every homeless person is vulnerable and should therefore be considered in priority need, including those in temporary accommodation.' The Chair stressed that the Government's view was different but she would send Love Activists more detail on that issue.

67.4 The Chair stated that she wished the council had the power to deal with all the suggestions outlined in the petition. Unfortunately, it was more the responsibility of the local MP and Government that could rent cap and could carry out the other suggestions. However, the council were working as a local authority with other local authorities. The council had the Rough Sleeping Strategy and there were many other measures being undertaken to work with many of the homeless charities and organisations in the city.

67.5 Councillor Mears agreed with the Chair that there were a number of things in the petition which the council did not have the power to change. They would need to be dealt with through Government and local MPs. However, proposals 3 and 4 were within the council's power and were taken very seriously. The council needed to monitor severe weather accommodation and keep it open as a matter of urgency when needed. This was something the council could do better.

67.6 Councillor Gibson appreciated the efforts of the Love Activists and hoped the council would engage with them. He agreed that a number of the proposals were not in the gift of the council but of central government. He agreed with Love Activist's views on affordable rents and considered that the council should write to the government calling for powers on rent controls. Councillor Gibson proposed to ask officers to look at Housing First and would be making the following recommendation.

'That officers investigate the merits of expanding housing first beyond its current programme size and evaluate:

- i)The outcomes for homeless people
- ii)The cost savings on other services of such a scheme and
- iii)The cost of such a scheme

That officers report back to a future Housing & New Homes Committee their findings on any proposals that follow on from these findings.'

- 67.7 Councillor Miller stated that if there was the political will, something could be done to end rough sleeping. He supported the above recommendations with regard to Housing First.
- 67.8 Councillor Moonan stressed that the Housing First model was included in the Rough Sleeping strategy and there could be a debate on whether it was cost effective to expand it. The Council had been flexible with regard to the SWEP protocol and emergency accommodation being open for more than one day. Decisions were being made now with regard to the SWEP. Meanwhile the council would implement everything else in the Rough Sleeping Strategy over the next four years. Councillor Moonan was happy to work with other groups to discuss approaches with national government.
- 67.9 The Acting Director of Environment, Development & Housing suggested taking the matter forward through the Rough Sleeping Strategy to enable officers to look at models in the context of the strategy. Councillor Gibson replied that he was happy for his recommendations to be taken forward through the context of the strategy.
- 67.10 Ree from Love Activists stressed that homelessness was not economic. It was cheaper to give people a home. She felt that there could be solutions before June. It was about allocating affordable properties.
- 67.11 The Chair thanked Ree for her attendance. She explained that affordable homes would not be built for a couple of years and could not be built in a few weeks. The council was working hard on a draft strategy which would be going out for consultation.

67.12 **RESOLVED-**

- (1) That the petition be noted and a written response be sent to the petition organiser.
- (2) That officers investigate the merits of expanding housing first beyond its current programme size and evaluate:
  - i)The outcomes for homeless people
  - ii)The cost savings on other services of such a scheme and
  - iii)The cost of such a scheme
- (3) That officers report back their findings any proposals that follow on from these findings as part of the Rough Sleeping Strategy 2016 report.

68.13 There were no written questions or deputations.

**68 ISSUES RAISED BY MEMBERS**

68.1 There were no Petitions, Written Questions, Letters or Notices of Motion from Councillors.

**69 HOUSING ASSET MANAGEMENT STRATEGY**

- 69.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which presented the proposed Housing Revenue Account (HRA) Housing Asset Management Strategy 2016-2020. Members were requested to consider the strategy contents within the current policy context.
- 69.2 The report was presented by the Housing Asset Strategy Manager. The Principal Accountant stated that the 30 year financial plan was being updated. Officers were currently waiting for more data about legislation changes.
- 69.3 Councillor Mears referred to page 33 – apprenticeships. She thought that there had been 200. She referred to page 34 – last paragraph. She felt it was not appropriate to name one officer, while not highlighting the whole of the team. Councillor Mears referred to page 37 – reviewing assets to ensure long term viability. There was no mention of this coming back to the committee. Page 41 – Senior housing and over 55's blocks – Councillor Mears was concerned to read that over 55's only blocks would be reviewed. She was aware that there had been changes already. Page 41 – leasehold buyback. Councillor Mears mentioned that some councillors had received an email from a resident who had asked for Information as a Freedom of Information request. The reply from the council stated that there was not currently a buy back policy.
- 69.4 The Chair stated that a report would be submitted to the Regeneration Board on buy back provisions.
- 69.5 The Housing Asset Strategy Manager explained that the 100 apprenticeships figure was where the council was now rather than over the ten years. The results of reviewing assets to ensure long term viability would be presented to the committee. He would respond in writing about the over 55's blocks.
- 69.6 Councillor Mears referred to the recommendations. She considered that the Housing Asset Management Strategy should be noted and brought back to the committee for a final decision. The Acting Director, Environment, Development & Housing stated that the strategy was a living document. It could be approved at the meeting today. If there were material changes, they would need to come back to the committee.
- 69.7 Councillor Moonan asked for an explanation of the table on page 43. The Principal Accountant explained that this showed a surplus i.e. the table was currently showing more income received than planned expenditure over the four years, which would go into reserves.
- 69.8 Councillor Miller stated that there was a choice between renewing the stock the council had at present and potentially increasing density or improving the stock the council had and building less. He asked about the balance of those two options. The Housing Asset Strategy Manager explained that officers undertook a number of consultation meetings with tenants and the feedback received was that they wanted to see an investment in the current stock. That obviously needed to be balanced against the priorities of the council and the investment being made in new build.
- 69.9 Councillor Miller referred to the first paragraph of page 37 which referred to the £414,000 budget saving for responsive repairs. At the Mears workshop Members were

informed that the average responsive repair cost £299 but in this report it stated the figure as £92. He asked which figure was correct. Page 37 also spoke about selling freeholds. How would this affect the council's later ability to potentially increase the density on housing estates? Councillor Miller asked when it was known when density would be increased, how would that be reflected in the planned capital programme?

- 69.10 The Acting Director reported that the council would only sell freeholds where 100% of the flats in the block had been sold. It could potentially fetter the council's ability to undertake future regeneration but at the same time if the council were to regenerate those areas it would have to buy out those leaseholders. As a result, it was unlikely that the regeneration of that area would be financially viable, once it had been factored in by buying 100% of the leaseholds. This would need to be considered in each and every case.
- 69.11 The Housing Asset Strategy Manager picked up on the point about investing in current assets, which may be reviewed later on for potential re-development or different schemes. He stressed that as a landlord the council must keep properties in repair. That would be the aim as a minimum. At this stage the council was not aware of which parts of the housing may be allocated or reallocated differently. The aim at the moment was to ensure health and safety.
- 69.12 The Head of Housing stated that she would get back to Councillor Miller on the cost of average responsive repairs.
- 69.13 Councillor Atkinson stated that he gathered that the strategy would overlap with the housing delivery options paper. He referred to page 37 where it talked about a vision for success. This stated that "We will review the tenancies we provide for new lettings to ensure the best fit between peoples' housing costs and their changing financial and family circumstances." He asked for clarity about that statement. Councillor Atkinson referred to page 40, which referred to households earning over £30,000. Councillor Atkinson had recently read that the Government was being approached by its own advisers to rethink this policy. He asked if officers were aware of this development. The Principal Accountant stated that she had not received any information about that matter. She was still waiting to receive final details on what was to happen.
- 69.14 The Housing Asset Strategy Manager stated that tenancy reviews would take place when the council reviewed its tenancy strategy.
- 69.15 Councillor Gibson welcomed the strategy; however, it was clear that financial constraints could dramatically change over the next six months so it was important to see a revised report. Councillor Gibson referred to priority 2 on page 38 of the report. He asked what efforts were being made to achieve this top priority in the council's housing strategy. The Principal Accountant replied that when officers looked at developments they would look at the net rental streams that were coming in to finance the cost of that development. Because of the increasing costs officers were finding that social rents don't actually cover the costs of delivering those new homes.
- 69.16 The Acting Director reported that officers were always looking to delivering better for less and were looking at different models. For example, Members had recently visited the YCube project. There was a Cross Party Estate Regeneration Board which

- included members of the Housing & New Homes Committee and it was suggested that the Board was the right vehicle to consider specific requests around looking at different delivery models. The discussions of the Board would inform reports to this committee.
- 69.17 Councillor Gibson reported that he would be proposing an amendment. He had circulated paperwork to Members on new build calculations that he considered were accurate and which used the council's own data. It demonstrated that the kind of rents that the council were proposing in the affordable rents for new homes for neighbourhoods were at least double the current social rents. If members looked at the middle household income, according to the council's own figures of people in the city and the measure of affordability that rents should cost no more than a third of disposable income, then these rents were not affordable by that definition for half of the people in the city. The Council's strategy stated that the aim where feasible was to develop social rented housing.
- 69.18 The Acting Director informed members that the document did cover an aim about maximising affordability on new homes. He suggested that if members were concerned about the officers delivering on that aim then the oversight of the delivery should be undertaken by the Cross Party Regeneration Board.
- 69.19 Councillor Gibson agreed that the Cross Party Regeneration Board was an important vehicle for addressing these issues but there were other vehicles and other possibilities.
- 69.20 Councillor Mears informed the Committee that her group did not have a problem with the amendment. It firmed up what had been expressed at the meeting today. Agreement of the recommendation would ensure that Members of the Committee had an opportunity to discuss the matter.
- 69.21 Councillor Gibson proposed an amendment which was seconded by Councillor Mears as follows:
- ‘Add recommendations:
- 2.2. The Committee recommends that the Asset Management Strategy included a commitment to explore a range of options for providing social rented and lower than Local Housing Allowance (LHA) rented housing.’
- 69.22 Members voted on whether the amendments could be accepted for the substantive vote. This was unanimously agreed.
- 69.23 The Committee then voted on the amended recommendations. Members unanimously voted to accept the amended recommendations.
- 69.24 **RESOLVED:-**
- (1) That the Housing Asset Management Strategy as shown in Appendix 1, be approved in conjunction with resolution (2) below.

- (2) That it is recommended that the asset management strategy includes a commitment to explore a range of options for providing social rented and lower than Local Housing Allowance rate (LHA) rented housing.

## **70 NEW HOMES FOR NEIGHBOURHOODS - FINAL SCHEME APPROVAL - SELSFIELD DRIVE, BRIGHTON**

- 70.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which focused on development proposals for the former Housing Office site at Selsfield Drive, which the City Regeneration Team wished to progress through to planning and construction stage. The initial architectural feasibility studies were carried out by Feilden Clegg Bradley studios (FCB) who tested a number of design options. Their preferred option was set out in paragraph 3.3. The FCB feasibility scheme was handed over to the in-house architectural team in June 2015 to work up into a detailed design. The latest scheme had been further developed to make more efficient use of land to meet the growing housing need in the city and address City Plan housing targets as set out in paragraph 3.4 of the report. If the recommendations were approved, the scheme would be presented to the Planning Committee in April 2016. Work would commence on site in October 2016.
- 70.2 The report was presented by the Project Manager.
- 70.3 Councillor Miller asked if the costs for the scheme were benchmarked and whether there was a national average. He asked at what point the scheme would be considered too expensive. The Programme Manager, City Regeneration explained that the council appointed an independent quantity surveyor who advised if there was value for money. There were ways of delivering the scheme more cheaply; however, the council were delivering a robust, well designed building. This impacted on costs which were higher than general market housing.
- 70.4 Councillor Miller mentioned that he was a member of the Planning Committee and he requested that the recommendations were taken one by one. This request was agreed.
- 70.5 Councillor Miller raised questions in relation to the difference between the total cost and the scheme costs. He referred to recommendation 2.1 (iii) and suggested that this was a matter that could be reported back to the committee. Councillor Miller raised questions with regard to the break down of estimated costs in the additional information sent to members. The Programme Manager explained that the total scheme costs included everything connected to the scheme such as build costs, labour, a site manager, professional fees for architects and quantity surveyors etc. Officers would report back to the committee through the Targeted Budget Management (TBM) process. The design life was 60 years but was expected to be over 100 years.
- 70.6 Councillor Mears referred to recommendation 2.1 (iii). She stressed that it was important for the committee to have a report on this matter. The council were supposed to be building affordable homes. The costs of this scheme were out of reach of most people on a low income.



- 70.7 The Acting Executive Director Environment, Development & Housing informed Members that in terms of delegations, it was in the gift of the committee to ask for a report to come back. There had been a great deal of feedback from the Committee and the Regeneration Team were listening to these comments. Meanwhile, the team were looking at schemes such as modular build and Y Cube that would supply low cost housing. Selsfield Drive was one of the last of this type of build, and the council would need to look at different delivery models in the future.
- 70.8 Councillor Hill informed members that officers had carried out an excellent consultation on the scheme in her ward. A great deal of thought had gone into the proposals and it was a sensitive design. Councillor Hill expressed concern about misleading reports in the press.
- 70.9 Councillor Gibson thanked officers for their work on the scheme. He considered it to be a great scheme and he was pleased more flats had been added as part of the process. However, he stressed the need to look at lifetime cost/lifetime delivery. The Y Cube could not match those lifetime scales.
- 70.10 Councillor Gibson stated that he would be proposing the following amendment which was seconded by Councillor Phillips as follows:
- ‘2.1 iii) delete “for chosen rent model”
- Delete 2.1ii) re-number sequentially
- Add new clauses
- 2.1
- iv) That officers investigate adjusting the financial model to take account of the surpluses generated from new homes high rents that will be accrued in years 40 to 60 and that any scope for using this additional income to provide some new homes at target and or intermediate rents be reported to the next Housing & New Homes Committee for a final decision on the rents levels provided by the scheme.
- v) That officers investigate any scope provided by using the capital receipt from the sale of leasehold to the lions/and or cost savings to provide some new homes at target and or intermediate rents be reported to the next Housing & New Homes Committee for a final decision on the rent levels provided by the scheme.’
- 70.11 Councillor Gibson stated that it was clear that rents proposed in the scheme were more than double council rents. The amendment did not attempt to change financial parameters.
- 70.12 Councillor Mears expressed concern about amendment iv, which she would not support. Future council committees could be fettered rather than enabled with extra rent supplies. She would be interested in hearing officers’ comments on amendment v.
- 70.13 The Chair stated that amendment iv would be loading debt to future generations and fettering future councillors. She called a recess to enable councillors to consider the amendments.

- 70.14 Following the recess Councillor Moonan referred to amendment v. Although she was sympathetic to the idea of using a lump sum of money to reduce rents, she stressed that such pots of money were precious in the current climate. She thought it was important to look strategically to how the council could invest money. Without being able to see what other options or priorities money might be set against, it was difficult to allocate it to one particular area.
- 70.15 Councillor Atkinson stated that there was a risk in delaying the project if the Committee agreed amendment iv. He felt that it was important to move on. It did not prevent the committee from looking at options for future projects.
- 70.16 Councillor Miller considered that shifting borrowing from 40 years to 60 years would be prolonging the housing crisis. He felt that it was not responsible to rob the next generation. He agreed with the intention of the amendment but felt there was a need to lower building costs.
- 70.17 Councillor Phillips commented that if the council wanted to supply affordable housing it was necessary to look at what was on the table now, not what might happen in the future. She felt that there was ample time to amend the finances before the report was presented to the Policy & Resources Committee.
- 70.18 Councillor Mears informed members that she would not support amendment iv. She understood why the amendment had been proposed and acknowledged that the council were not building an affordable scheme; however, it would be necessary to look to future projects that would keep costs down. Councillor Mears considered that amendment v would not be financially practical.
- 70.19 Councillor Gibson stressed that the Committee had a responsibility to investigate the possibility of lowering rents. It was feasible to come back with some ideas. He asked members to consider supporting the amendment. There was a need for living rents/social rents as well as local rents.
- 70.20 The Chair commented that the level of return diminished from year 41 onwards. These homes were built to a high efficiency standard with lower fuel costs. The money from the sale of the leasehold to the lions would be better spent in future capital programmes. She had a number of concerns about the amendments.
- 70.21 Councillor Gibson stated that he was suggesting putting money into the capital programme to contribute to build costs, to enable a different rent mix. It was a priority to supply some housing that was affordable. Double the social housing rent was not affordable.
- 70.22 At this point Members voted on whether the amendments could be accepted for the substantive vote. This was agreed by 8 votes with 2 abstentions.
- 70.23 The Committee then voted on the amended recommendations as follows:
- Amendment 2.1 iv) – Members voted by 2 in favour and 8 against. The amended recommendation was therefore not agreed.

Amendment 2.1 v) - Members voted by 2 in favour and 8 against. The amended recommendation was therefore not agreed.

Amendment 2.1 iii) – It was agreed that this amendment was no longer relevant.

70.24 The Committee then voted on the substantive recommendations set out in the report. Members voted 9 in favour and one abstention for 2.1 (i). The other recommendations were unanimously agreed.

70.25 **RESOLVED:-**

(1) That the Housing and New Homes Committee approve:

- i. The final scheme design;
- ii. The scheme rent levels;
- iii. The estimated levels of additional investment required from the Housing Revenue Account (HRA) for the chosen rent model and delegates authority to the Executive Director of Environment, Development and Housing and the Executive Director of Finance and Resources in consultation with the Estate Regeneration Member Board to agree reasonable amendments to that subsidy if changes arise;
- iv. That the site of the former Housing Office, Garages and Stores, Selsfield Drive, Brighton is appropriated for planning purposes and the development of new housing.

(2) That the Housing and New Homes Committee recommend to Policy & Resources Committee to:

- v. Approve a budget of £6.875 million for Selsfield Drive in the HRA Capital Programme which will be financed through a mixture of HRA borrowing and retained Right to Buy capital receipts.

**71 NEW HOMES FOR NEIGHBOURHOODS - FINAL SCHEME APPROVAL - WELLSBOURNE, WHITEHAWK**

71.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which focused on development proposals for the site at Wellsbourne, Whitehawk, which the City Regeneration team wished to progress through to planning and construction stage. Initial architectural feasibility studies were undertaken by Feilden Clegg Bradley studios (FCB). The scheme was handed over to the in-house architectural scheme in October 2015. The proposal was for a 29 unit (1,2, and 3 bed) three/four storey scheme that fitted comfortably below the Whitehawk Hub and new library and the context of the Whitehawk Valley. If the proposals were agreed the scheme would be presented to the Planning Committee in July 2016.

71.2 The report was presented by the Programme Manager, City Regeneration Unit.

- 71.3 Councillor Mears supported the scheme but questioned the way it was being financed. She asked if the council was getting value for money and wanted to know what had been paid in and out of the general fund. The Programme Manager explained that the sites had been marketed to assess their value. The Principal Accountant explained that the general fund would receive receipts from the Housing Revenue Account.
- 71.4 The Chair welcomed the scheme. It was a sensitive build, residents were supportive and wheelchair accessible homes would be included in the scheme.
- 71.5 Councillor Gibson stated that he would like to see more affordable rents explored. He proposed the following amendment which was seconded by Councillor Phillips as follows:

'2.1 iii) delete "for chosen rent model"

Delete 2.1ii) re-number sequentially

Add new clauses

2.1

iii) That officers investigate adjusting the financial model to take account of the surpluses generated from new homes high rents that will be accrued in years 40 to 60 and that any scope for using this additional income to provide some new homes at target and or intermediate rents be reported to the next Housing & New Homes Committee for a final decision on the rents levels provided by the scheme.

iv) That officers investigate any scope provided by using the capital receipt from the sale of leasehold to the lions/and or cost savings to provide some new homes at target and or intermediate rents be reported to the next Housing & New Homes Committee for a final decision on the rent levels provided by the scheme.'

- 71.6 The Committee then voted on the amended recommendations. Members voted by 2 votes in favour and 8 against. The amended recommendations were therefore not agreed.
- 71.7 The Committee then voted on the recommendations set out in the report. Members voted 9 in favour and one abstention for 2.1 (i). The other recommendations were unanimously agreed.

71.8 **RESOLVED:-**

- (1) That the Housing and New Homes Committee approves:
- i. The final design.
  - ii. The scheme rent levels.
  - iii. The estimated levels of additional investment required from the Housing Revenue Account (HRA) for the chosen rent model and delegates authority to the Executive Director of Environment, Development and Housing and the

Executive Director of Finance and Resources in consultation with the Estate Regeneration Member Board to agree reasonable amendments to that subsidy if changes arise.

- (2) That the Housing and New Homes Committee recommends to Policy and Resources Committee to:
- iv. Approve that the land at Wellsbourne is appropriated to the HRA for a capital receipt of £360,000 for planning purposes and the development of new housing.
  - v. Approve a budget of £7.077m for the Wellsbourne scheme in the HRA Capital Programme which will be financed through a mixture of HRA borrowing and retained right-to-buy capital receipts.

## **72 PROPOSED DEMOLITION OF HRA OWNED GARAGES**

- 72.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which proposed the demolition of eight unused and unviable garages on Graham Avenue, Portslade, which had become unsafe to let. Graham Avenue had three separate garage sites. The report sought permission to demolish part of one site, namely eight garages (207-214). The demolition of HRA owned buildings required Committee approval.
- 72.2 The report was presented by the Housing Stock Review Manager.
- 72.3 Councillor Phillips stated that she was interested in the long term use of the site. She referred to paragraph 6.2 which stated that in the long term the site could be redeveloped for affordable housing. The report did not explain what scope there was for housing on the site. She asked if parking on the site would make it more difficult to develop in the future.
- 72.4 The Housing Stock Review Manager explained that it was not a development report. The site was on a long list of potential sites for development. If the recommendations were approved the provision of car parking spaces would not prove an obstacle to future development of the site. The Head of Housing confirmed that parking would not impede any future development.
- 72.5 Councillor Atkinson informed the Committee that he and Councillor Gilbey supported the recommendations, as Ward Councillors.
- 72.6 Councillor Barnett asked officers to ensure that the area was treated before work commenced to prevent rat infestation. There had been a problem with rats on a similar site in Hangleton. The Chair stated that officers would take her comments on board.
- 72.7 **RESOLVED:-**

- (1) That it be agreed to demolish eight garages (numbers 207-214) on Graham Avenue, Portslade, on grounds of health and safety, replacing them with HRA car parking spaces for rent.

### **73 HOUSING DELIVERY OPTIONS**

- 73.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which recommended funding for legal and financial advice to progress the establishment of a Joint Venture and/or Special Purpose Vehicle to deliver new homes and to inform development of specific proposals for report back to Housing and New Homes Committee and Policy and Resources Committee.
- 73.2 The report was presented by the Interim Head of Property & Investment/Head of Housing Strategy.
- 73.3 Councillor Phillips asked if social rents/living rents could be included in the proposals. The Head of Property & Investment/Head of Housing Strategy replied that the consultation included a whole range of models.
- 73.4 Councillor Mears stated that many questions remained unanswered. Paragraph 5.1 showed that tenants would not be consulted on specific schemes until the planning stage. Councillor Mears felt that tenants had been side-lined. There was no mention of living wage rents in the report. Councillor Mears expressed concerns about the financial implications in paragraph 7.3. This gave no idea of the total costs of setting up a company. There were no staff in place to protect the board. The Conservative Group would abstain from voting on the recommendations as there was not enough information in the report.
- 73.5 Councillor Miller concurred with the above comments. He considered that the proposals were quite high risk and was concerned that there had been no risk analysis. The council would be borrowing from the general fund to build homes. If the market were to crash the general fund would take the risk. He asked if other means of borrowing could be explored.
- 73.6 The Head of Property & Investment/Head of Housing Strategy explained that government funding had been allocated to investigate a range of options. The report sought permission to carry out more work and seek specialist advice which would be brought back to Members.
- 73.7 The Acting Executive Director, Environment, Development & Housing assured Members that the consultation paper stated that there would be scheme consultation through the planning process. Impacted tenants would be consulted.
- 73.8 Councillor Atkinson saw the report as an enabling paper. It set out the direction of travel for the local authority and flagged up difficult issues. Councillor Atkinson highlighted the adverse economic impact on key workers as stated in paragraph 3.10. Councillor Atkinson stated that the paper provided a way forward and he supported the recommendations.

- 73.9 Councillor Gibson welcomed the idea of having a mix of rents including living rents. He asked for a definition of living wage rents. The Acting Director Environment, Development & Housing explained that living wage rents were a percentage of a person's living costs.
- 73.10 Councillor Gibson informed members that he agreed with Councillor Atkinson's comments but shared Councillor Mears' reservations about the lack of detail. On balance, he considered that the proposals should be agreed. He requested a further briefing on this matter. Councillor Gibson referred to paragraph 3.21 and asked for an explanation of intermediate rent levels. He further referred to page 168 of the agenda (Page 36 of the Savills report) and asked for an explanation of the calculations. The Head of Property & Investment/Head of Housing Strategy explained that rents could be modelled at any level, depending on what worked. The intermediate rent reflected a notional rent for key worker housing. He would provide information to Councillor Gibson on temporary accommodation figures.
- 73.11 The Chair stated that a briefing could be arranged for all members of the committee.
- 73.12 Councillor Moonan found the proposals exciting and believed that they needed to be explored. She agreed that there were gaps but she thought the council should proceed. It would be a good investment of money and could lead to a solution to some of the housing problems in the city. The Chair concurred and stated that it was an opportunity to explore delivering housing in a different way.
- 73.13 **RESOLVED:-**
- (1) That the options which are likely to be available in funding and structuring a new Council vehicle to support delivery of additional housing supply be noted.
  - (2) That the Policy & Resources Committee be recommended to agree that the Executive Director Environment, Development & Housing, in consultation with Executive Director of Finance & Resources, procure specialist legal and financial advice in order to evaluate and progress the proposals for the delivery of alternative models for the supply of affordable housing as detailed in the report, for report back to Housing & New Homes and Policy and Resources Committees.
  - (3) That the Policy & Resources Committee be recommended to allocate £0.100m of the 2016/17 Strategic Investment Fund towards specialist legal and financial advice.

#### **74 ROUGH SLEEPING STRATEGY 2016: CONSULTATION DRAFT**

- 74.1 The Committee considered a report of the Acting Executive Director Environment, Development and Housing which presented the draft Rough Sleeping Strategy 2016 and requested permission to carry out formal consultation to shape the final version that would be brought back for adoption later in the year. The City's current approach to rough sleeping was being re-assessed to ensure that the city's commissioners, service providers and those supporting people sleeping rough worked in partnership to a clear strategic plan. This plan would reduce rough sleeping in the city and improve outcomes for people sleeping rough and those at risk of rough sleeping.

- 74.2 The report was presented by the Housing Strategy Manager. He was accompanied by the Head of Adults Assessment.
- 74.3 Councillor Phillips queried why the responsibility for rough sleeping was shared by three different meetings, namely the Housing & New Homes Committee, the Neighbourhoods, Communities & Equalities Committee and the Health & Wellbeing Board. Councillor Phillips questioned how there could be a city wide approach with such a fractured decision making structure. Councillor Phillips mentioned that Supporting People (now housing support services) had been a housing services responsibility, which had now been moved to Adult Services. She considered that it would make more sense to move the service back to Housing Services. The Housing Strategy Manager stressed that the council was responsible for rough sleeping and this involved housing services, health and adult social care.
- 74.4 Councillor Phillips expressed concern about preventative support. There had been cuts to Housing Support Services and she asked how the council would cope with the increasing numbers of people who needed this service. The Head of Adult Assessment explained that the council needed to make better use of existing services. The Acting Executive Director of Environment, Development & Housing stressed that prevention would be an essential part of the Rough Sleeping Strategy.
- 74.5 Councillor Phillips noted that the vision of the strategy was making sure no-one had the need to sleep rough in Brighton & Hove by 2020. She asked for reassurance that it would not be achieved by moving people elsewhere. The Housing Strategy Manager replied that if someone had moved to Brighton and Hove due to problems such as domestic violence there would be no question of them being re-connected to their family/friends.
- 74.6 Councillor Mears asked for more information with regard to what will our strategy achieve? (Paragraph 3.8), specifically 2. Assessment Centre, 3. Multi-agency plan and 5. New accommodation for homeless people with complex needs. Councillor Mears referred to the Housing Related Support cost benefit analysis. She agreed with Councillor Phillips remarks about Supporting People.
- 74.7 Councillor Mears stated that the council used to have a rough sleeping team. It concerned her that there was now a housing panel made up of agencies who met once a week. As a result people were now waiting for up to a week for help.
- 74.8 Councillor Mears expressed concern about the reduction of rough sleeper beds and asked for clarification about St Mungo's using the West Pier hostel with no support.
- 74.9 The Head of Adults Assessment replied that he had no knowledge of St Mungo's using the West Pier hostel. It had not been commissioned by the council. He acknowledged that there would be a reduction in beds but stressed that the council must make the best use of the available accommodation. There was a need to create a turnover rather than people remaining in hostel provision. Moving people on would require support through Adult Social Care & Housing. It was a joint responsibility.
- 74.10 The Housing Strategy Manager explained that in relation to paragraph 3.8, it was not known yet where the permanent assessment centre would be situated. All hostels were



being remodelled. Officers would come back with information on new accommodation for older homeless people.

- 74.11 Councillor Gibson welcomed the report. He was slightly reassured on the reconnection issue but stressed that many people had fled friends and families. He asked if he could be informed of the exceptions to the re-connection policy. Councillor Gibson made a general point about the process of the development strategy and the importance of building on partnership working with Love Activists and listening to the voices of homeless people. There was a need to have a respectful dialogue and to 'think out of the box'. The Housing Strategy Manager replied that the consultation would take place over the next few months and would include dialogue with the Love Activists.
- 74.12 Councillor Gibson referred to the table on page 190. He considered that it would be helpful if there was an official street count. Councillor Gibson referred to the consultation paper on page 247 – Improving Health. He was concerned about the last bullet point which related to quality of emergency and temporary accommodation impact on health. He hoped that officers could look at the standard of temporary accommodation and look at options for making improvements. He had heard of good proactive work in Leeds. The Acting Executive Director Environment, Development and Housing stated that there could be a briefing on standards in temporary accommodation.
- 74.13 Councillor Atkinson noted that the report stated that 61% of rough sleepers had no local connection. He stressed that it was important to reconnect people to their own communities. Councillor Atkinson mentioned that he was aware of a mobile phone App called Street Link which enabled people to report rough sleepers. Councillor Atkinson mentioned that he had witnessed problems shopkeepers were experiencing with people sleeping rough in doorways. The Housing Strategy Manager replied that officers wanted to engage more with businesses. He would investigate the Street Link app.
- 74.14 Councillor Moonan thanked the officers for the report. She stressed that the strategy was still a draft and that there was more work to be carried out. Comments would be taken on board. She stated that the table on page 190 was confusing and could be improved. However it did show that numbers of rough sleepers were going up and that pressure was increasing. There would be a number of consultation events and it was important to speak to rough sleepers. She suggested that Members could inform her of matters which they would like built into the strategy.
- 74.15 At this point in the proceedings, Councillor Mears proposed an amendment which was seconded by Councillor Miller as follows:
- '2.1 delete 'the Neighbourhoods, Communities and Equalities Committee'
- Rewrite (3) so that it reads:  
Note that it is intended for the final strategy to come back to a new meeting of the Housing and New Homes committee for formal adoption and permission to implement.'
- 74.16 The Chair stated that either committee could approve the document as there was a cross cutting theme over different functions.

- 74.17 The Senior Lawyer stated that the Housing and New Homes Committee had overall responsibility for homelessness. The Neighbourhoods, Communities and Equalities Committee delegations included 'to coordinate the Council's policies and actions with the view to reducing and eliminating street homelessness and, in conjunction with the Policy & Resources and Housing and New Homes Committee and the Health & Wellbeing Board, to ensure that appropriate action is taken.' The constitution stated that 'Where a function is delegated to more than one Committee or Sub-Committee, any one of those Committees or Sub-Committees may exercise the function.' The intention had been to present the final strategy to a joint Committee for approval.
- 74.18 Councillor Moonan stated that the complex joined up strategy involved officers working across teams. A joint committee would be a visible way of working across the council. All Members would have voting rights. The Neighbourhoods, Communities and Equalities Committee also had non-voting external speakers who would contribute important viewpoints.
- 74.19 Councillor Hill stressed that as the council faced challenges it needed to work more collaboratively.
- 74.20 The Chair considered that the Neighbourhoods, Communities and Equalities Committee should be part of the decision making process. There was a cross cutting theme to the strategy. She stressed that these were difficult times with the government withdrawing funds. There was a need to think more widely on how to deliver services and there needed to be a joined up approach.
- 74.21 Councillor Miller felt it was strange that there was duplication in the constitution. Councillor Gibson considered that it would be more helpful if only one committee was responsible for homelessness.
- 74.22 Councillor Mears stressed that homelessness was a statutory function of the Housing & New Homes Committee and she wanted a decision to be made by this committee. She asked what would happen if there was a joint meeting and the two committees voted different ways. Who would take the priority? The Senior Lawyer replied that the constitution was silent on that issue.
- 74.23 The Housing Strategy Manager stated that it had been planned to hold a joint meeting on 11 July.
- 74.24 At this point Members voted on whether the amendments could be accepted for the substantive vote. This was agreed by 9 votes in favour and one abstention.
- 74.25 The Committee then voted on the amended recommendations. Members voted by 5 votes in favour and 4 against with one abstention. The amended recommendations were therefore agreed.
- 74.26 **RESOLVED:-**
- (1) That the Housing & New Homes Committee approves the consultation draft of the Rough Sleeping Strategy 2016 (Appendix 1).

- (2) That the Executive Director, Adult Services and the Executive Director, Environment, Development & Housing be authorised to carry out consultation on the draft strategy.
- (3) That it be noted that it is intended for the final strategy to come back to a new meeting of the Housing and New Homes committee for formal adoption and permission to implement

## **75 HOUSING MANAGEMENT PERFORMANCE REPORT QUARTER 3 2015/16**

- 75.1 The Committee considered the report of the Acting Executive Director Environment, Development and Housing which covered the third quarter of the financial year 2015/16. The report was presented by the Head of Income, Involvement & Improvement.
- 75.2 Councillor Mears thanked officers for the additional information in the report and acknowledged that there had been some positive news since the last quarter. She stated that it would be helpful to have another column to show the quarter before, in order to make sense of the movement. This would be a good indicator when things were going well. The Head of Income, Involvement & Improvement replied that reports used to have this information but it had been decided to use the trend arrow instead. However she would amend the report as requested by the committee.
- 75.3 Councillor Miller referred to Page 328 and welcomed the average re-let time at 1a at 16 days. He asked why there was a difference between 1b and 1c. Was it because it was harder to re-let senior housing. On paragraph 4.2 No 3. - Mutual exchanges he wondered if the 42 days figure should be reviewed. Councillor Miller referred to page 329, paragraph 4.3 No 6. – Responsive repairs passing post inspection. He found the 90% figure rather concerning. He asked why this figure was not higher. Councillor Miller referred to page 330, where he noted that 172 of post inspections failed. 123 due to the cost of the work being over claimed by the contractor. He found this concerning. Councillor Miller referred to page 342 – Long term empty properties. He asked when empty homes were reported to the committee, whether they were reported every time or were they reported once and then taken off.
- 75.4 The Head of Income, Involvement & Improvement explained that in relation to long term empty properties, the report sometimes listed different properties. Sometimes the properties remained the same but the number of days that they had been empty would have changed since the last report. These were always properties that were over 6 weeks. With regard to re-lets, there was a difference between 1b and 1c because officers wanted to provide additional information to highlight that there was a particular issue with seniors housing. In terms of mutual exchanges, it was pointed out that the figure was not at 100% at the start of the quarter. The council had now met the target.
- 75.5 The Interim Head of Property & Investment/Head of Housing Strategy responded on the issue of post inspections. He reported that since the last committee, officers were undertaking weekly quality assurance meetings with Mears who had looked to improve the oversight and quality assurance of their post inspections. It was predicted that there would be more failures in the short term. Members had also asked for a report to be brought back after 6 months on the overcharging issue, which would include the remedies put in place to ensure this did not happen again. Mears were looking to employ more direct labour rather than sub-contracted labour.

- 75.6 Councillor Gibson congratulated officers on the positives in the report. He commented on the red arrow with regard to responsive repairs post inspections. He accepted the previous point but asked when the sub-contractor employed by Mears (discussed at the last meeting) would cease to carry out work. The Interim Head of Property & Investment/Head of Housing Strategy confirmed that the sub-contractor ceased to carry out work in September 2015.
- 75.7 Councillor Gibson suggested that some of reasons for the red arrow might be due to other sub-contractors. The Interim Head of Property & Investment/Head of Housing Strategy reported that officers were working with Mears to look at all other sub-contractors and working with quality assurance to double check this matter. More detail would be brought back in the report that had been promised.
- 75.8 The Acting Director of Environment, Development & Housing stated that he believed that the 123 failed responsive repairs due to the cost of the work being over claimed by the contractor were post inspections in relation to the issue related to the one sub-contractor. If this was not the case, officers would need to report back to members.
- 75.9 The Interim Head of Property & Investment stated that officers would report back to members with a more detailed briefing on this issue.

75.10 **RESOLVED:-**

- (1) That the report be noted along with the comments of the Committee.

**76 ITEMS REFERRED FOR FULL COUNCIL**

76.1 **RESOLVED:-**

- (1) No items were referred to the next Council meeting.

The meeting concluded at 9.13pm

Signed

Chair

Dated this

day of

**Subject:** Homelessness Policy Petition - Extract from the proceedings of the Council Meeting held on the 24 March 2016

**Date of Meeting:** 15 June 2016

**Report of:** Executive Head for Strategy, Governance & Law (& Monitoring Officer)

**Contact Officer:** Name: **Caroline De Marco** Tel: **29-1063**  
E-mail: caroline.demarco@brighton-hove.gov.uk

**Wards Affected:** All

**FOR GENERAL RELEASE**

***Action Required of the Housing & New Homes Committee:***

To receive the following petition:

**Homelessness Emergency Accommodation (Submitted by Daniel Harris)**

"We, the undersigned request the council to consider the 10 point action plan listed below to address this matter:

1. Homemove Allocations for vulnerable persons in priority need with a duty of care should be awarded a higher banding than band C (the general band) when placed in Emergency Housing. I am looking for a band A priority.
2. More inspections of Emergency Accommodation to ensure the living standards meets the needs of the people occupying them.
3. The council to adopt a plan to bring emergency housing into public ownership by 2020. They MUST pledge to stop funding private landlords who only have an interest in profit.
4. I want the council to ask all applicants to complete surveys with all emergency housed people to ensure they have a voice.
5. The right to food, is a human right protecting the right for people to feed themselves in dignity, The council must ensure that emergency housing adequately meets the individual's dietary needs. The current conditions do not allow for a healthy diet which can be a huge issue for vulnerable people.
6. I want the council to be radical and rather than spend millions of tax payers money in private sector emergency and temporary housing, they should build more storage container homes after the success of the BHT scheme in Brighton.
7. I want the council to ensure that all persons in emergency accommodation have access to the internet for free.
8. To revoke the rules on no visitors. Vulnerable people are isolated enough and this in my opinion is discrimination. Even Prisoners are allowed visitors.

9. For persons who are vulnerable the council MUST provide them with secure social housing to ensure they are able to live life free from FEAR and outside the Private Sector Property Scam.
10. Ensure hot water is available in emergency housing for persons to wash in comfort.

**Recommendation:**

**That the Housing & New Homes committee give due consideration to the following:-**

- **An increase in the frequency of inspections of emergency accommodation and report on the outcome of these inspections at regular intervals to Housing & New Homes Committee;**
- **That satisfaction surveys are undertaken with residents moving into emergency accommodation and the results reported back;**
- **Exploring along with other relevant committees as a matter of priority the identification of sites and explore the development of council owned low cost emergency accommodation, either through a council owned company or directly owned by the council. That this exploration focuses on non-traditional, quick to build, construction such as the Y cube and containers be considered for these sites;**
- **Undertaking a review of the no visitor rules and consider the outcome at a future meeting;**
- **Adopting a policy of only using emergency accommodation in which hot water supply is guaranteed.**

## BRIGHTON &amp; HOVE CITY COUNCIL

## COUNCIL

4.30pm 24 MARCH 2016

## COUNCIL CHAMBER, BRIGHTON TOWN HALL

## MINUTES

**Present:** Councillors Hyde (Chair), West (Deputy Chair), Allen, Atkinson, Barnett, Barradell, Bell, Bennett, Bewick, Brown, Cattell, Chapman, Cobb, Daniel, Druitt, Gibson, Gilbey, Greenbaum, Hamilton, Hill, Horan, Inkipin-Leissner, Janio, Knight, Lewry, Littman, Mac Cafferty, Marsh, Meadows, Mears, Miller, Mitchell, Moonan, Morris, Nemeth, A Norman, K Norman, O'Quinn, Peltzer Dunn, Penn, Robins, Simson, Sykes, Taylor, C Theobald, G Theobald, Wares, Wealls and Yates

**PART ONE****98 PETITIONS FOR COUNCIL DEBATE**

98.1 The Mayor stated that the council's petition scheme provided that where a petition secured 1,250 or more signatures it could be debated at a Council meeting. She had been notified of three such petitions which had sufficient signatures to warrant a debate and therefore would call on the lead petitioner to present their petition before opening the matter up for debate.

**(a) Homelessness Policy**

98.2 The Mayor invited Mr. Harris to present the petition calling on the Council to adopt the ten point plan to address the issues related to emergency homelessness accommodation outlined in the petition.

98.3 Mr. Harris thanked the Mayor and presented the petition which called on the Council to consider the proposals listed to address issues associated with emergency accommodation for homeless people. He explained that he lived in emergency accommodation which comprised of a privately operated building with 60 rooms that were let at £28 per night – this equated to over £900 per with together a £50 service charge. Mr Harris highlighted some of his own personal background and added that the poor facilities, including inadequate kitchens, no laundry facilities and the exclusion of guests, as well as the cost of this accommodation added to his own levels of personal stress and impacted on his wellbeing. He highlighted, from a Freedom of Information Request, the amount that the Council had spent annually on this type of accommodation annually and argued that residents needed secure tenancies and

improvements to accommodation standards. He asked that the Council consider the points put forward in his petition.

98.4 Councillor Meadows thanked Mr. Harris for presenting his petition and extended her concern that the housing process had caused Mr Harris this level of stress. She went on to highlight that the Council was building new homes across the city, and noted that Mr Harris had provided a number of areas for the Council to consider and revisit. She stated that with a lack of social housing in the city there was a necessity to use stock from the private rented sector, but added that the Council always sought feedback and undertook proactive work such as inspections and she provided assurance that she would personally visit Mr Harris's accommodation. Finally she highlighted that the Council already provided free Wi-Fi in libraries and civic buildings and there was work being undertaken to see if this could be extended to low-income households.

98.5 Councillor Gibson moved an amendment on behalf of the Green Group to the report's recommendation to add a further recommendation:

That Brighton & Hove City Council recommends that Housing & New Homes committee give due consideration to the following:-

- An increase in the frequency of inspections of emergency accommodation and report on the outcome of these inspections at regular intervals to Housing & New Homes Committee;
- That satisfaction surveys are undertaken with residents moving into emergency accommodation and the results reported back;
- Exploring along with other relevant committees as a matter of priority the identification of sites and explore the development of council owned low cost emergency accommodation, either through a council owned company or directly owned by the council. That this exploration focuses on non-traditional, quick to build, construction such as the Y cube and containers be considered for these sites;
- Undertaking a review of the no visitor rules and consider the outcome at a future meeting;
- Adopting a policy of only using emergency accommodation in which hot water supply is guaranteed.

Councillor Gibson took part in the debate and thanked Mr Harris for his bravery in coming forward and speaking to the Council. He noted that the petition was a very clear message that more needed to be done to reduce rough sleeping, build more social housing and urgently look into the quality of the accommodation used by the Council in the private rented sector. He noted that agreeing the proposed amendments would ensure they formed the basis of the consideration of the petition when it was referred to the Housing & New Homes Committee. Councillor Gibson noted that for some the temporary housing options were inadequate and pushed people into becoming rough sleepers, and he highlighted that the Council needed to speed up its efforts to look into alternative temporary housing solutions.



- 98.6 Councillor Druitt formally seconded the amendment.
- 98.7 Councillor Mears took part in the debate and thanked Mr Harris for bringing his petition to the attention of the Council; she went on to add that the Council needed to ensure that temporary accommodation was fit for purpose and had facilities such as adequate kitchens and running hot water as set out in the HMO guidance. Councillor Mears noted that the Chair of the Housing & New Homes Committee had given a clear steer that the matter would be discussed at that Committee in full; however, she added that she would not support the amendment as she was of the view there were additional matters that needed to be considered above those put forward in the amendment.
- 98.8 The Mayor called on Councillor Meadows to respond to the debate.
- 98.9 Councillor Meadows stated that the Labour & Co-Operative Group would accept the proposed amendments and ensure they were part of the discussion at the next Housing & New Homes Committees; she also stated that there needed to be a clear pathway in place for those in need.
- 98.10 The Mayor noted that an amendment had been moved and put it to the vote. This was **carried** by 48 votes with 1 abstention as detailed below:

		For	Against	Abstain		For	Against	Abstain
1	<b>Allen</b>	✓			<b>Mac Cafferty</b>	✓		
2	<b>Atkinson</b>	✓			<b>Marsh</b>	✓		
3	<b>Barford</b>	<i>Absent</i>			<b>Meadows</b>	✓		
4	<b>Barnett</b>	✓			<b>Mears</b>	✓		
5	<b>Barradell</b>	✓			<b>Miller</b>	✓		
6	<b>Bell</b>	✓			<b>Mitchell</b>	✓		
7	<b>Bennett</b>	✓			<b>Moonan</b>	✓		
8	<b>Bewick</b>	✓			<b>Morgan</b>	✓		
9	<b>Brown</b>	✓			<b>Morris</b>	✓		
10	<b>Cattell</b>	✓			<b>Nemeth</b>	✓		
11	<b>Chapman</b>	✓			<b>Norman A</b>	✓		
12	<b>Cobb</b>	✓			<b>Norman K</b>	✓		
13	<b>Daniel</b>	✓			<b>O'Quinn</b>	✓		
14	<b>Deane</b>	<i>Absent</i>			<b>Page</b>	<i>Apologies</i>		
15	<b>Druitt</b>	✓			<b>Peltzer Dunn</b>	✓		
16	<b>Gibson</b>	✓			<b>Penn</b>	✓		

17	<b>Gilbey</b>	✓			Phillips	<i>Apologies</i>		
18	<b>Greenbaum</b>	✓			<b>Robins</b>	✓		
19	<b>Hamilton</b>	✓			<b>Simson</b>	✓		
20	<b>Hill</b>	✓			<b>Sykes</b>	✓		
21	<b>Horan</b>	✓			<b>Taylor</b>	✓		
22	<b>Hyde</b>			Ab	<b>Theobald C</b>	✓		
23	<b>Inkpin-Leissner</b>	✓			<b>Theobald G</b>	✓		
24	<b>Janio</b>	✓			<b>Wares</b>	✓		
25	<b>Knight</b>	✓			<b>Wealls</b>	✓		
26	<b>Lewry</b>	✓			West	<i>Absent</i>		
27	<b>Littman</b>	✓			<b>Yates</b>	✓		
					<b>Total</b>	<b>48</b>		<b>1</b>

98.11 The Mayor confirmed that the amendment had been carried.

98.12 The Mayor then put the recommendation to refer the petition to the Housing & New Homes Committee for consideration at its meeting on the 15<sup>th</sup> June 2016, to the vote, which was agreed.

**98.13 RESOLVED:** That the petition be referred to the Housing & New Homes Committee for consideration at its meeting on the 15<sup>th</sup> June 2016 and that the Council recommends that Housing & New Homes committee give due consideration to the following:-

- An increase in the frequency of inspections of emergency accommodation and report on the outcome of these inspections at regular intervals to Housing & New Homes Committee;
- That satisfaction surveys are undertaken with residents moving into emergency accommodation and the results reported back;
- Exploring along with other relevant committees as a matter of priority the identification of sites and explore the development of council owned low cost emergency accommodation, either through a council owned company or directly owned by the council. That this exploration focuses on non-traditional, quick to build, construction such as the Y cube and containers be considered for these sites;
- Undertaking a review of the no visitor rules and consider the outcome at a future meeting;

- **Adopting a policy of only using emergency accommodation in which hot water supply is guaranteed.**



<b>Subject:</b>	<b>Rough Sleeping Strategy 2016</b>		
<b>Date of Meeting:</b>	<b>15 June 2016: Housing &amp; New Homes Committee 11 July 2016: Neighbourhoods, Communities &amp; Equalities Committee</b>		
<b>Report of:</b>	<b>Executive Director Health Wellbeing &amp; Adults and Acting Executive Director Economy Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Andy Staniford</b>	<b>Tel: 29-3159</b>
	<b>Email:</b>	<b>andy.staniford@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The issue of rough sleeping has become more acute recently with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 1.2 The city's current approach to rough sleeping has been re-assessed to ensure that the city's commissioners, service providers and those supporting people sleeping rough are working in partnership to a clear strategic plan. This plan will reduce rough sleeping in the city and improve outcomes for people sleeping rough and those at risk of rough sleeping.
- 1.3 This report presents the Rough Sleeping Strategy 2016 for approval.

**2. RECOMMENDATIONS**

- 2.1 That Housing & New Homes Committee:
  - (1) Approves the Rough Sleeping Strategy 2016 (Appendix 1).
  - (2) Authorises the Executive Director Health Wellbeing & Adults and Acting Executive Director Economy Environment & Culture to carry out any actions necessary to implement the strategy and respond appropriately to related Fairness Commission recommendations (see section 5.12).

**3. CONTEXT / BACKGROUND INFORMATION**

- 3.1 People sleeping rough are a transient population and the city's street services work with more than 1,000 cases each year, 20 every week. Around a third of these relate to people being seen more than once (in 2014/15 there were 1,129

cases involving 775 people). In November 2015, a snapshot of a single night estimated there were 78 people sleeping rough in Brighton & Hove:

People living on the streets	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Street service cases (financial year)	588	732	1,163	1,066	1,129	awaiting data
Official street count (people on a single night)	14 (Nov'10)	36 (Nov'11)	43 (Nov'12)	50 (Nov'13)	41 (Nov'14)	x
Street estimate (people on a single night)	x	76 (Nov'11)	90 (Mar'13)	132 (Mar'14)	x	78 (Nov'15)

- **Official street count:** uses official guidance however, this is widely believed to undercount due to the strict criteria required
- **Street estimate:** people sleeping rough known to local services on a particular day

3.2 There are concerns that numbers could increase further over the next year with the natural draw of Brighton & Hove as the place to be, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.

3.3 Supported accommodation is generally prioritised for those in need with a local connection<sup>1</sup>. As of the May 2016, the city has 272 hostel beds and 25 mental health hostel beds which are full. There are 215 clients on the waiting list for supported accommodation (82 of which are considered a high priority):

- 151 for hostel places with 24 hour support (43 high priority)
- 24 for young people's services with 24 hour support (20 high priority)
- 40 for mental health accommodation (19 high priority)

3.4 Information is not available for many of the hidden homeless in our city that may be living in squats, sleeping on sofas, and staying with friends and family.

3.5 Rough sleeping is rarely a lifestyle choice, but usually driven out of desperation, poverty and ill health. Police, prisons and health service report high levels of service need caused by rough sleeping:

- People sleeping rough are more likely to be the victim of crime and also more likely to commit crimes
- The City's Joint Strategic Needs Assessment<sup>2</sup> highlights a high prevalence of mental and physical ill-health and drug and alcohol dependency amongst people sleeping rough. Other common problems include physical trauma (especially foot trauma), skin problems, respiratory illness and infections

<sup>1</sup> Local Connection: The statutory definition of local connection is heavily shaped by case law stemming from the Housing Act 1996, Part 7, Section 199(1) which provides that a person has a local connection with the district of a housing authority if he or she has a connection with it: i) because he or she is, or was in the past, normally resident there, and that residence was of his or her own choice; or ii) because he or she is employed there; or iii) because of family associations there; or iv) because of any special circumstances. <http://www.legislation.gov.uk/ukpga/1996/52/section/199>

<sup>2</sup> Joint Strategic Needs Assessment 2014: Rough Sleeping and Single Homeless: <http://www.bhconnected.org.uk/sites/bhconnected/files/jsna-6.4.3-Rough-sleepers2.pdf>

- Nationally, it is estimated that the use of inpatient hospital care by people who are sleeping rough or living in insecure accommodation (such as hostels) is eight times higher than in the general population aged 16-64
  - The average age of death for a homeless person nationally is estimated to be 47 years old compared to 77 for the general population.
- 3.6 The rough sleeping and single homeless population is not representative of the wider city with the 2014/15 Rough Sleeper Annual Report showing that of the 1,129 cases (involving 775 people):
- 83% were male; 17% were female
  - 12% (136 cases) were aged 17-25; 7% (83 cases) were over 55
  - 81% (917 cases) indicated that they were UK nationals
  - 19% (212 cases) were not from the UK with the largest group from central or eastern Europe (86 cases, a 50% increase from this region on 2013/14)
  - 39% (438 cases) had a local connection
- 3.7 The council is facing significant budget reductions which have seen £77m saved in recent years and a further £68m needing to be saved between 2016 and 2020. The council budget for Housing Related Support linked to rough sleeping services is £4.3m for 2016/17. In addition there is £0.6m funding from Better Care, in partnership with the NHS. The Community and Voluntary Sector is estimated to contribute many more millions from other funding sources and in-kind support such as through volunteering.

*What will our new strategy achieve?*

- 3.8 The strategy is allowing us an opportunity to refocus and reprioritise services within the available funding to better meet the needs of those at risk. Amongst the range of actions in the strategy, we will see:
1. A new shared agreement, a **Pledge** backed up with a **Multi-Agency Protocol**, between the council, service providers, and other groups supporting people sleeping rough aimed at making sure we are all promoting the same consistent message, a single offer of support focussed on moving away from rough sleeping and street life.
  2. A new permanent **Assessment Centre** with a number of temporary (sit-up) beds to enable service providers to assess the needs of people sleeping rough in a stable environment.
  3. Each person having their own **Multi-Agency Plan** that will outline who is responsible for co-ordinating their care, which services are working with them and the support available. A key part of the Plan will be to outline the client's housing options to help them make an informed choice about their future.
  4. A **primary care led hub** with a multidisciplinary team delivering services in a number of settings in the city. This will to support homeless people to access primary and community healthcare services and include outreach to street settings where appropriate, day centres and hospitals to support care and discharge planning.
  5. **New accommodation** for older homeless people with complex needs following a successful bid to the Homes & Communities Agency for

£569,000. The accommodation which will offer at least eight en-suite rooms adapted for people with physical disabilities, they will be able to get the extra support they need to improve their lives. This will also free up much needed hostel space for others in need.

### City's Vision

- 3.9 People sleeping rough die younger than the general population yet the cost of preventing rough sleeping or supporting someone back into independence is much less than the cost to the individual and society than a life on the streets . Our draft strategy vision is:

*“To make sure no-one has the need to sleep rough in Brighton & Hove by 2020”*

### The City's Strategic Priorities

- 3.10 To help us come together as a city and deliver the strategic vision, we have focussed our strategy on five priority areas:

- 1. Preventing Homelessness and Rough Sleeping** – to provide a consistent message about housing options that helps services prevent homelessness and moves people away from sleeping rough
- 2. Rapid Assessment and Reconnection** – outreach to assess the needs of people sleeping rough to plan support, and where appropriate, reconnect people with friends, families and support networks, before they are fully immersed in street life
- 3. Improving Health** – to ensure people sleeping rough are supported by health and social care services that help them to regain their independence
- 4. A Safe City** – making sure people sleeping rough, residents and visitors are safe and free from intimidation
- 5. Pathways to Independence** – making sure supported accommodation offers solutions appropriate to residents needs

### Strategic Principle: Working together, a partnership

- 3.11 Within these priorities there is an underlying principle that, as a city, whether service commissioner, provider, community group, or individual with the desire to help, we need to work together to provide a consistent message and response to rough sleeping to support people to turn a corner and improve their lives.
- 3.12 The city's strategy needs to harness this expertise, energy and goodwill to enable all those with a stake in the city to work together and deliver our shared vision in partnership to make sure our combined efforts are not keeping people on the streets, but are focussed on getting people off the streets.

### Timescales:

- 3.13 The Rough Sleeping Strategy has been developed in phases to give stakeholders opportunity to help shape the city's priorities and future action:
- 1. Position Paper (Nov/Dec 2015):** this was published in November 2015 and summarised the city's current approach to rough sleeping. The Paper was



used as the basis for consultation in December 2015 which included a stakeholder summit attended by 78 professionals from a wide range of services across the community and statutory sector representing specialisms such as housing, health, care, community safety and advocacy.

2. **Draft Rough Sleeping Strategy 2016 (Mar/Apr 2016):** The results of the Position Paper consultation were used to write our draft strategy which was published for additional consultation.
3. **Final Strategy (June/July 2016):** This document. Stakeholders are encouraged to formally Pledge to the vision, aims and objectives of the strategy to ensure a unified and consistent approach across the city.
4. **Implementation 2016/17:** Delivery of the city's strategy and remodelling or redesigning services where necessary.
5. **Monitoring and review 2016/2020:** Action against the 12 goals within the strategy will be monitored and reviewed at regular interval to ensure that satisfactory progress is being made.

Approval and Adoption:

- 3.14 As the strategy has a far-reaching impact across all sectors, local people, and those sleeping rough, the final strategy is expected to be presented to a number of groups for approval, adoption and endorsement:
  - 15 June: Housing & New Homes Committee
  - 5 July: Brighton & Hove Connected
  - 11 July: Neighbourhoods, Communities & Equalities Committee
  - 12 July: Strategic Housing Partnership
  - 12 July: Health & Wellbeing Board
- 3.15 Leading figures representing organisations from the statutory and community and voluntary sector will be encouraged to sign a Pledge committing to working in partnership to delivering the vision of the strategy.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 Options for service delivery and design have been reviewed as part of the development of the new Strategy and will continue to be considered and reviewed as the strategy is implemented.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The Rough Sleeping Strategy was developed in stages to give stakeholders opportunity to help shape the city's priorities and future action.
- 5.2 During the Position Paper consultation (Nov/Dec 2015), a stakeholder summit was held which had 78 professionals attend, and there was online consultation through the council's consultation portal which received 36 detailed submissions covering all aspects of our proposals. The council's website, social media and press engagement was used to promote the consultation.

- 5.3 The results of the Position Paper engagement were used to write our draft strategy which was published for additional consultation in March and April 2016. Again, this was promoted through social media, local organisations and councillors and MP's.
- 5.4 The draft strategy consultation saw 85 responses were completed on the consultation portal and we received some written responses concentrating on particular aspects of the strategy (from politicians, organisations and residents).
- 5.5 We particularly wanted to encourage responses from those with an experience of rough sleeping and St Mungo's held a draft strategy consultation exercise over 2 days at The Synergy Centre that involved more than 30 people sleeping rough. In addition, 30 of those responding on the portal had an experience of rough sleeping or insecure housing.
- 5.6 Officers attended a number of stakeholder meetings to raise awareness of the consultation, stimulate debate and seek feedback on the draft strategy including:
- Health & Wellbeing Board
  - Homeless Integrated Care Board
  - Strategic Housing Partnership
  - Civil Military Partnership Board
  - Sussex Homeless Outreach Reconnection & Engagement (SHORE)
  - Equality & Inclusion Partnership
  - Better Care Board
  - Day & Street Services Working Group
  - Homeless Operational Services Forum
- 5.7 A petition<sup>3</sup> was presented to Brighton & Hove City Council on 16 April 2016 in relation to Sussex Police, rough sleepers and begging. Whilst the petition is to the Police, there was a request that it be considered as part of the consultation on the draft strategy and passed to the Police & Crime Commissioner.
- 5.8 Those responding to the consultation recognised that homelessness and rough sleeping could happen to many of us with little warning, such as arising from the loss of a job or a relationship breakdown. These difficult times are compounded when other factors such as mental health, drug and alcohol, and other support needs may be present.
- 5.9 There was overwhelming support for the proposed vision and priorities of the strategy, with many suggestions for improvements to the way we work. Many respondents highlighted the significant challenges faced by the strategy from the fundamental issues arising from the shortage of high quality affordable housing and budget pressures. As these matters are picked up in plans such as the Housing Strategy 2015, Homelessness Strategy 2014 and the CCG Annual Operating Plan, this strategy has not replicated the actions needs to address these.
- 5.10 Other responses to the consultation reaffirmed the need for the strategy to take into account the specialist needs of particular groups who may be more

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<sup>3</sup> <http://www.thepetitionsite.com/576/913/589/sussex-police-stop-fining-rough-sleepers/>

vulnerable and require a slightly different approach, such as young people, women and LGBT\* people.

5.11 As a result of feedback on the draft strategy we have refocused our goals and strategic actions:

- **Preventing Homelessness and Rough Sleeping:** Whilst this document provides the vision and strategic framework, we need a more detailed review of the way statutory services and community and voluntary sector groups interact on a day-to-day operational level to prevent homelessness and support people to move away from the streets. Whilst there are a large number of organisations doing incredibly good work in challenging circumstances, some organisations may need support to refocus their efforts to achieve the best outcomes for those they work with. Consultation also highlighted the need for homeless prevention work to happen much earlier as professionals and support groups may spot the signs of risk in someone before they do themselves. We will make it easier for those at risk to get advice before they reach a crisis point.
- **Rapid Assessment and Reconnection:** There was support for the permanent assessment centre and multi-agency plan approach to assessing and supporting someone's needs. Concerns were raised around the use of sit-up beds, how many, where and how long they can be used. This is being examined as part of the Integrated Support Pathway Review through 2016/17. Understandably, people were also concerned that those from outside Brighton & Hove may be reconnected either without effective support plans for their return or into a potentially dangerous situation. Through our strategy, reconnection is only to be used when a robust assessment of an individual's needs and history has been made to provide the individual with a genuine and safe route away from rough sleeping.
- **Improving Health:** Respondents welcomed the multi-disciplinary approach to tackling health needs so that people do not get passed across services. Concerns were raised about the specialist GP practice provider giving notice on the contract and pressures on mental health and substance misuse services. Through the strategy, there is a commitment to a more proactive and integrated healthcare model to support homeless residents. In addition, the Brighton & Hove Health & Wellbeing Board has committed, through the Charter for Homeless Health, to ensuring that local health services meet the needs of people who are homeless.
- **A Safe City:** This priority received the most polarised responses, split between those who wanted the city to take a harder line with enforcement against anti-social behaviour and begging, and those seeking to understand the personal circumstances that may have driven people to the street community. This priority is about keeping everybody safe – those sleeping rough, those in the wider street community, businesses, residents and visitors. We want to work with the street community to encourage them to seek the support they need and make it clear that some behaviours are not acceptable. With half of those begging being housed, people wanting to help those sleeping rough are encouraged to volunteer or donate to charities.

- **Pathways to Independence:** Concerns were raised about the quality of the temporary accommodation used with suggestions that some people are choosing to return to the streets rather than stay in the accommodation offered. The council carries out regular inspections of premises and is working with providers to ensure they understand their responsibilities and can achieve the required standards. Residents are provided information on how to report issues with the management of the accommodation. Due to the strength of the concerns raised from a variety of sources, we are carrying out further reviews with stakeholders and will take any necessary action that results from this. Services also highlighted that some of those sleeping rough have been evicted from temporary, hostels or other supported housing, and whilst inappropriate behaviour, particularly that which puts others at risk cannot be tolerated. The council will review eviction protocols to make sure they are balanced with the right level of support.

5.12 The Brighton & Hove Fairness Commission is due to publish its findings on 27 June 2016. The Commission has looked at how to make the city a fairer and more equal place to live and work. It was set up by the council, but is an independent body and has been listening to the concerns of residents, community organisations and businesses. The findings will inform the council's budgets and make sure resources are being used to tackle inequality. In response to the recommendations of the Fairness Commission, it may be appropriate to amend or add actions to the Rough Sleeping Strategy. Any changes will have due regard to the extensive engagement carried out as part of the development of this strategy and be managed through the council's formal response to the Commission's recommendations.

## 6. CONCLUSION

- 6.1 The issue of rough sleeping has become more acute recently with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 6.2 We are concerned that numbers could increase further over the next year with the natural draw of the city, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.
- 6.3 The city's current approach to rough sleeping needs to be re-assessed to ensure that the city's commissioners, service providers and advocates are working in partnership to a clear strategic plan that will reduce rough sleeping in the city and improve outcomes for rough sleepers and those at risk of rough sleeping.

## 7. FINANCIAL & OTHER IMPLICATIONS

### Financial Implications:

- 7.1 Any housing related costs associated with implementation of this strategy are expected to be within the £0.002m funding available.

*Finance Officer Consulted: Neil Smith*

*Date: 24 May 2016*

*Finance Officer Consulted: Monica Brooks*

*Date: 23 May 2016*

Legal Implications:

- 7.2 The Terms of Reference of the Neighbourhoods, Communities and Equalities Committee include the co-ordination of the Council's policies and actions in relation to street homelessness, and in conjunction with the Policy, Resources and Growth Committee, Housing and New Homes Committee and Health & Wellbeing Board to ensure that appropriate action is taken. It is therefore appropriate for 2016 Rough Sleeping Strategy to be put before the Neighbourhoods, Communities and Equalities Committee and the Health & Wellbeing Board.
- 7.3 It is good practice for there to be proper consultation when a new strategy is being formulated. Section 5 of the report sets out the extensive consultation which has taken place in the development of this Strategy.
- 7.4 There will be a significant portion of the cohort of street population who will have a range of issues which may then bring them under the umbrella of the Equalities Act and there may be some legal duties owed to them depending on their level of need. The Care Act may also apply in some instances. This should be noted in relation to the consultation process going forward. Reference to the Care Act is within the report – this creates a duty between bodies to co-operate where there is identified need.
- 7.5 The information in the report reveals groups covered by the Equality Act and in particular those within the LGBT umbrella, have been recognised. Their needs have clearly been identified and provision is being made for them. Ongoing monitoring for the life of the strategy will track the impact on these groups and consideration will need to be given on what actions are needed if this develops.
- 7.6 The proposals themselves are proportionate and reasonable in particular in relation to the financial background and in relation to the social / housing context within the city, which has been set out.

*Lawyer Consulted: Abraham Ghebre-Ghiorghis Date: 2 June 2016*

Equalities Implications:

- 7.7 Rough sleepers are a vulnerable group more likely to have contact with the criminal justice system, drug, alcohol and health conditions, be excluded from mainstream services and have much worse outcomes than other groups. Measures to reduce rough sleeping will have a direct impact on reducing inequality in Brighton & Hove. An **Equalities Impact Assessment** has been completed for this strategy which is included at **Appendix 2**.

Sustainability Implications:

- 7.8 None directly arising from this report.

Crime & Disorder Implications:

- 7.9 Rough sleepers are more likely to commit crime and be the victim of crime. Measures to reduce rough sleeping will decrease the level of crime and perception of crime and increase the availability of the emergency services making the city a safer place for residents and visitors alike.

*Risk and Opportunity Management Implications:*

- 7.10 Genuine good practice that does not simply result in rough sleepers being pushed to less visible locations appears limited and highlights the challenge faced by the city. We need to ensure that our approach does not view rough sleepers as a problem to move but provides real solutions to prevent rough sleeping and improve the lives of those affected.

*Public Health Implications:*

- 7.11 As part of the Better Care initiative overseen by the Health and Wellbeing Board, an integrated health and care model for the single homeless is being developed. Although the remit of this work is broader than rough sleeping, it will be closely linked with the emerging work to develop a Rough Sleeping Strategy.

*Corporate / Citywide Implications:*

- 7.12 If we do not reduce rough sleeping there will be:
- More early deaths
  - Reputation damage as a caring city
  - Tourism impact from street begging
  - Crisis pressure on Police, A&E and other services
  - Crime / ASB associated with rough sleeping / street drinking
  - Increased costs to the local authority, Police and NHS
  - Increased use of acute services

## **SUPPORTING DOCUMENTATION**

### **Appendices**

1. Rough Sleeping Strategy 2016
2. Equalities Impact Assessment

### **Documents in Members' Rooms**

1. None

### **Background Documents**

1. Rough Sleeping Strategy 2016: Consultation Draft, Neighbourhoods, Communities & Equalities Committee, 14 March 2016:
  - Report: [http://present.brighton-hove.gov.uk/Published/C00000885/M00005952/AI00050039/\\$20160302152055\\_008525\\_0036609\\_ReportRoughSleepingStrategy2016ConsultationDraftctte.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000885/M00005952/AI00050039/$20160302152055_008525_0036609_ReportRoughSleepingStrategy2016ConsultationDraftctte.docxA.ps.pdf)
  - Draft Strategy: [http://present.brighton-hove.gov.uk/Published/C00000885/M00005952/AI00050039/\\$20160302152056\\_008748\\_0036610\\_RoughSleepingStrategy2016DraftStrategy.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000885/M00005952/AI00050039/$20160302152056_008748_0036610_RoughSleepingStrategy2016DraftStrategy.docxA.ps.pdf)
2. Rough Sleeping Strategy 2016: Consultation Draft, Housing & New Homes Committee, 2 March 2016:

- Report: [http://present.brighton-hove.gov.uk/Published/C00000884/M00005932/AI00050035/\\$2016022215134\\_2\\_008524\\_0036333\\_ReportRoughSleepingStrategy2016ConsultationDraftv3.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000884/M00005932/AI00050035/$2016022215134_2_008524_0036333_ReportRoughSleepingStrategy2016ConsultationDraftv3.docxA.ps.pdf)
  - Draft Strategy: [http://present.brighton-hove.gov.uk/Published/C00000884/M00005932/AI00050035/\\$2016022215134\\_2\\_008612\\_0036334\\_RoughSleepingStrategy2016DraftStrategypremeeting.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000884/M00005932/AI00050035/$2016022215134_2_008612_0036334_RoughSleepingStrategy2016DraftStrategypremeeting.docxA.ps.pdf)
3. Rough Sleeper Strategy Update, Neighbourhoods, Communities & Equalities Committee, 5 October 2015: [http://present.brighton-hove.gov.uk/Published/C00000885/M00005949/AI00047907/\\$20150923114229\\_007841\\_0032963\\_ReportRoughSleeperStrategyUpdate2015.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000885/M00005949/AI00047907/$20150923114229_007841_0032963_ReportRoughSleeperStrategyUpdate2015.docxA.ps.pdf)
  4. Housing Related Support Budget & Commissioning, Housing & New Homes Committee, 23 September 2015: [http://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/\\$20150914111457\\_007769\\_0032819\\_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/$20150914111457_007769_0032819_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf)





# Brighton & Hove Rough Sleeping Strategy 2016

*Making sure no-one has the need to sleep  
rough in Brighton & Hove by 2020*



Brighton & Hove  
City Council

## About this Strategy

The issue of rough sleeping has become more acute recently with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.

The city's approach to rough sleeping has been re-assessed to ensure commissioners, service providers and those supporting people sleeping rough are working in partnership to a clear strategic plan. This plan will reduce rough sleeping in the city and improve outcomes for people sleeping rough and those at risk of rough sleeping.

The Rough Sleeping Strategy has been developed in phases to give stakeholders the opportunity to help shape the city's priorities and future action:

1. **Position Paper (Nov/Dec 2015):** This was published in November 2015 and summarised the city's current approach to rough sleeping. The Paper was used as the basis for consultation in December 2015 which included a stakeholder summit attended by 78 professionals from a wide range of services across the community and statutory sector representing specialisms such as housing, health, care, community safety and advocacy.
2. **Draft Rough Sleeping Strategy 2016 (Mar/Apr 2016):** The results of the Position Paper consultation were used to write our draft strategy which was published for additional consultation.
3. **Final Strategy (June/July 2016):** This document. Stakeholders are encouraged to formally Pledge to the vision, aims and objectives of the strategy to ensure a unified and consistent approach across the city.
4. **Implementation 2016/17:** Delivery of the city's strategy and remodelling or redesigning services where necessary.
5. **Monitoring and review 2016/2020:** Action against the 12 goals within the strategy will be monitored and reviewed at regular interval to ensure that satisfactory progress is being made.

As the strategy has a far-reaching impact across all sectors, local people, and most importantly, those sleeping rough, it has been adopted on behalf of the city by:

- Brighton & Hove City Council Housing & New Homes Committee
- Brighton & Hove City Council Neighbourhoods, Communities & Equalities Committee
- Brighton & Hove Strategic Housing Partnership
- Brighton & Hove Health & Wellbeing Board
- Brighton & Hove Connected

Representatives and organisations from the statutory, community and voluntary sectors are encouraged to Pledge their commitment to working in partnership to deliver the vision of the strategy.

# Introduction from the Lead Member for Rough Sleeping

I would like to welcome you to our new Rough Sleeping Strategy 2016.

Whilst this strategy is giving us the opportunity to refocus and reprioritise services within the available funding to better meet the needs of those at risk, it is fundamentally about improving and saving lives. Those sleeping rough die, on average, 30 years younger than the rest of the population and we must take steps to prevent this happening in our city.

We have worked with partners across Brighton and Hove to develop the strategy and together we have agreed key priorities and goals that will build on the good practice we already have within the city. To make these goals a reality for people sleeping on our street we will need all the efforts of the council, NHS, police, voluntary and faith groups and local charities to put our plan into action. I am therefore delighted to see the endorsement of the strategy by so many of these key organisations.

Amongst the range of actions in our new strategy, we will see:

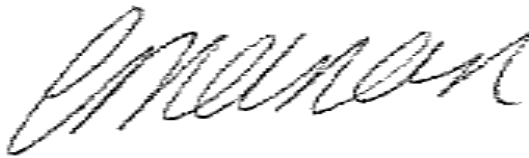
1. A new shared agreement, a **Pledge** backed up with a **Multi-Agency Protocol**, between the council, service providers, and other groups supporting people sleeping rough aimed at making sure we are all promoting the same consistent message, a single offer of support focussed on moving away from rough sleeping and street life.
2. A new permanent **Assessment Centre** with a number of temporary (sit-up) beds to enable service providers to assess the needs of people sleeping rough in a stable environment.
3. Each person having their own **Multi-Agency Plan** that will outline who is responsible for co-ordinating their care, which services are working with them and the support available. A key part of the Plan will be to outline the client's housing options to help them make an informed choice about their future.
4. A **primary care led hub** with a multidisciplinary team delivering services in a number of settings in the city. This will to support homeless people to access primary and community healthcare services and include outreach to street settings where appropriate, day centres and hospitals to support care and discharge planning.

5. **New accommodation** for older homeless people with complex needs following a successful bid to the Homes & Communities Agency for £569,000. The accommodation which will offer at least eight en-suite rooms adapted for people with physical disabilities, they will be able to get the extra support they need to improve their lives. This will also free up hostel space for others in need.

We are fortunate that Brighton & Hove is a caring city and I am constantly amazed at the kindness and generosity shown by local people to those in need. Residents that want to help can do so by:

- Letting services know where people can be found sleeping rough (through the StreetLink smartphone app, website or phone number)
- Donating money and useful items to a local charity
- Volunteering to work for one of the local charities

I urge you to pledge your support to this strategy and help people move away from the streets, making sure no-one has the need to sleep rough in Brighton & Hove by 2020.



Councillor Clare Moonan  
Lead Member for Rough Sleeping



**Don't walk by if you see someone sleeping rough.**

Available on iTunes  
GET IT ON Google play

Connecting rough sleepers to local services  
**StreetLink** | **0300 500 0914**  
**www.streetlink.org.uk**

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# 1. The City's Strategy

Rough sleeping and the impact of the wider street population affect everybody in Brighton & Hove.

People sleeping rough die younger<sup>1</sup>, suffer ill health and are more vulnerable to violence than those in the wider population. It impacts on businesses, residents and tourists through shoplifting, begging, street drinking and other anti-social behaviour. These place additional demands on the council, police and health services yet the cost of preventing rough sleeping or supporting someone back into independence is much less than the cost to the individual and society than a life on the streets<sup>2</sup>.

## The City's Vision

Through this strategy, all those with a stake in Brighton & Hove need to work together to prevent homelessness and rough sleeping, and to support those affected into regaining their independence so we can deliver our vision:

***“To make sure no-one has the need to sleep rough in Brighton & Hove by 2020”***

## The City's Strategic Priorities

To help us come together as a city and deliver the strategic vision, we have focussed our strategy on five priority areas:

- 1. Preventing Homelessness and Rough Sleeping** – to provide a consistent message about housing options that helps services prevent homelessness and moves people away from sleeping rough
- 2. Rapid Assessment and Reconnection** – outreach to assess the needs of people sleeping rough to plan support, and where appropriate, reconnect people with friends, families and support networks, before they are fully immersed in street life
- 3. Improving Health** – to ensure people sleeping rough are supported by health and social care services that help them to regain their independence
- 4. A Safe City** – making sure people sleeping rough, residents and visitors are safe and free from intimidation
- 5. Pathways to Independence** – making sure supported accommodation offers solutions appropriate to residents needs

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<sup>1</sup> Homelessness Kills, Crisis, 2012

<sup>2</sup> Research into the Financial Benefits of the Supporting People Programme, DCLG, 2009

Our vision and priorities acknowledge that some people may initially choose to remain on the city's streets. We will make sure that services continually engage with all those sleeping rough to support them into a position where ultimately they do decide to move away from street life.

### **The City's Strategic Principle: Working together, a partnership**

Within these priorities there is an underlying principle that, as a city, whether service commissioner, provider, community group, or individual with the desire to help, **we need to work together** to provide a consistent message and response to rough sleeping to support people to turn a corner and improve their lives.

The city's strategy needs to harness this expertise, energy and goodwill to enable all those with a stake in the city to work together as partners to deliver the shared vision:

- Street Outreach Services (St. Mungo's)
- Brighton Housing Trust (including First Base Day Centre)
- Brighton YMCA
- St John Ambulance
- Community and Voluntary Sector
- Faith based groups
- Churches Winter Emergency Shelters
- Pavilions Drug and Alcohol Services
- Private landlords
- Brighton & Hove Business Crime Reduction Partnership (BCRP)
- Brighton City Centre Business Improvement District (BID) (City Centre Ambassadors)
- YMCA DownsLink Group
- Stopover (Impact Initiatives)
- Sanctuary Housing (The Foyer)
- Night Stop Plus
- Clocktower Sanctuary
- Emmaus
- Synergy
- Soup Run
- Sussex Armed Forces Network
- British Legion
- Help for Veterans
- Brighton & Hove City Council (BHCC) including Adult Services, Children's Services, Housing, CityClean, Community Safety, Public Health
- NHS organisations including Brighton & Hove Clinical Commissioning Group (CCG), Sussex Partnership Foundation Trust, Brighton & Sussex University Hospitals Trust, South East Coast Ambulance Service, Sussex Community Foundation Trust



- Sussex Police (Street Community Neighbourhood Police Team)
- Kent, Surrey and Sussex Community Rehabilitation Company
- HM Prison Services
- Sussex Homeless Outreach, Reconnection and Engagement (SHORE) Partnership
- Homeless Link
- People with experience of sleeping rough
- The residents and visitors of Brighton, Hove, Portslade and Sussex

A constructive and meaningful dialogue is needed with those groups working in the city to support people sleeping rough who are not connected to the city's formal partnership structures. This will help all groups collectively understand what they want to achieve and make sure this good will and our combined efforts are not keeping people on the streets, but are focussed on getting people off the streets.

### **Implementing and Monitoring the Strategy**

Whilst the strategy's success requires the commitment of a wide range of groups across the statutory, community and voluntary sector, ultimate responsibility lies with the council. Progress on implementing the strategy will be reported to the relevant Council committee(s).

In addition, a set of five partnership **Homeless Strategy Working Groups** are tasked with developing action plans to implement the priorities of the Homeless Strategy 2014. These are focussed on the Integrated Support Pathway; Work & Learning; Youth Homelessness; Homeless Prevention; and Day & Street Services. These groups are being reviewed to develop stronger links with health and other support services to encourage the shared ownership of actions which relate to improving services and improving the outcomes of service users. This model will include wider representation from service users and be implemented by March 2017.

Strategically, we will report on a number of indicators, including:

- Number of people sleeping rough
- Number of people sleeping rough (with a local connection)
- Number of people on the waiting list for supported accommodation

To help monitor and recognise the vast amount of work carried out by service providers and voluntary groups on a day to day basis, a number of workflow measures will be developed as part of the work to develop a Multi-Agency Protocol to support frontline services. This will include measures such as:

- Number of people prevented from becoming street homelessness
- Number of people sleeping rough worked with
- Number of rough sleeping cases
- Reconnections
- Positive moves from hostels

## 2. Rough Sleeping in Brighton & Hove

### What do we mean by People Sleeping Rough?

This strategy is not just about those living and sleeping on the city's streets, but all those, predominantly single people, who are homeless where there is not likely to be a statutory housing responsibility.

For the purposes of the strategy, people sleeping rough have been defined as:

- People sleeping rough within Brighton & Hove
- Squatters who were previously or are at risk of sleeping rough
- Sofa surfers who were previously or are at risk of sleeping rough
- Those living in motor vehicles (not including Travellers)
- Those living in tents (not including campers, protesters or Travellers)
- Those currently supported in hostels who were previously sleeping rough
- All others considered at risk of rough sleeping

### The City's Challenge

People sleeping rough are a transient population and the city's street services work with more than 1,000 cases each year, 20 every week. Around a third of these relate to people being seen more than once (in 2014/15 there were 1,129 cases involving 775 people). In November 2015, a snapshot of a single night estimated there were 78 people sleeping rough in Brighton & Hove:

People living on the streets	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Street service cases (year)	588	732	1,163	1,066	1,129	Awaiting data
Official street count (people on a single night)	14 (Nov'10)	36 (Nov'11)	43 (Nov'12)	50 (Nov'13)	41 (Nov'14)	x
Street estimate (people on a single night) <sup>3</sup>	x	76 (Nov'11)	90 (Mar'13)	132 (Mar'14)	x	78 (Nov'15)

There are concerns that numbers could increase further over the next year with the natural draw of Brighton & Hove as the place to be, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.

Supported accommodation is generally prioritised for those in need with a local connection<sup>4</sup>. As of May 2016, the city has 272 hostel beds and 25 mental health

<sup>3</sup> The Rough Sleeper Estimate is a different methodology from the official count and records the number of rough sleepers known to services in the city on a particular date.

hostel beds which are full. There are also 215 local people on the waiting list for supported accommodation (82 of which are considered a high priority):

- 151 for hostel places with 24 hour support (43 high priority)
- 24 for young people's services with 24 hour support (20 high priority)
- 40 for mental health accommodation (19 high priority)

On average, it costs around £10,000 each year to support someone in a hostel, temporary accommodation or Housing First arrangement. We need services to focus on preventing homelessness and identifying housing solutions for those ready to move on from supported accommodation to increase throughput in the system and free up space for those newly in need where prevention has not been successful.

Information is not available for many of the hidden homeless in our city that may be living in squats, sleeping on sofas, or staying with friends and family. Nationally one study has shown that of 437 single homeless individuals, 62% were hidden homeless and a quarter had never accessed any accommodation provided by a homeless or housing organisation.<sup>5</sup>

### **Local Inequalities**

Rough sleeping is rarely a lifestyle choice, but usually driven out of desperation, poverty and ill health. As people become entrenched in street life and suffer the impact it has on their health and wellbeing, it becomes increasingly difficult for them to see or consider a viable alternative. Health services, police and prisons report high levels of service need caused by rough sleeping:

- People sleeping rough are more likely to be the victim of crime and also more likely to commit crimes.
- The city's Joint Strategic Needs Assessment<sup>6</sup> highlights a high prevalence of mental and physical ill-health and drug and alcohol dependency amongst people sleeping rough. Other common problems include physical trauma (especially foot trauma), skin problems, respiratory illness and infections.
- Nationally, it is estimated that the use of inpatient hospital care by people who are sleeping rough or living in insecure accommodation (such as hostels) is eight times higher than in the general population aged 16-64.
- The average age of death for a homeless person nationally is estimated to be 47 years old compared to 77 for the general population.

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<sup>4</sup> Local Connection: The statutory definition of local connection is heavily shaped by case law stemming from the Housing Act 1996, Part 7, Section 199(1) which provides that a person has a local connection with the district of a housing authority if he or she has a connection with it: i) because he or she is, or was in the past, normally resident there, and that residence was of his or her own choice; or ii) because he or she is employed there; or iii) because of family associations there; or iv) because of any special circumstances. <http://www.legislation.gov.uk/ukpga/1996/52/section/199>

<sup>5</sup> Crisis, K Reeve with E Batty, The Hidden Truth about Homelessness – Experiences of Single Homelessness in England, May 2011

<sup>6</sup> Joint Strategic Needs Assessment 2014: Rough Sleeping and Single Homeless: <http://www.bhconnected.org.uk/sites/bhconnected/files/jsna-6.4.3-Rough-sleepers2.pdf>

The rough sleeping and single homeless population is not representative of the wider city with the **2014/15 Rough Sleeper Annual Report** showing that of the 1,129 cases (involving 775 people):

- 83% were male; 17% were female
- 12% (136 cases) were aged 17-25; 7% (83 cases) were over 55
- 81% (917 cases) indicated that they were UK nationals
- 19% (212 cases) were not from the UK with the largest group from central or eastern Europe (86 cases, a 50% increase from this region on 2013/14)
- 39% (438 cases) had a local connection. Where known, the main reasons given for rough sleeping amongst those with a local connection in 2014/15 were: eviction from hostel or temporary accommodation (31%); abandoning own accommodation (13%); relationship breakdown (13%); prison release (12%), left rehab (11%). However, this does not identify the underlying cause, just the most recent trigger. For example, those evicted from hostels were already homeless.

### Local Causes of Rough Sleeping

Homeless Link carried out a qualitative research project in partnership with the Coordinated Agency Interventions to End Rough Sleeping (CAIERS) group, who work with people sleeping rough in Brighton & Hove<sup>7</sup>. The research was based on 29 in-depth interviews with clients using the city's homeless services 2014.

The research identified that the causes of homelessness and repeat homelessness are divided into two main areas:

- Structural - which included poor and unsuitable housing, insecurity in the private rented sector, transitioning/leaving accommodation or institutions (especially prison) and loss of employment; and
- Personal reasons - which included mental health issues, experience of trauma, relationship breakdown, and fleeing domestic violence or abuse.



There is a strong pull for people coming and returning to the city because they consider the city to be a place of diversity and acceptance. Many people had happy memories of Brighton & Hove, which stemmed from childhood or previous relationships. While people were positive about the homelessness services available, they were more likely to talk about how much they liked the town rather than its services.

There was a lack of understanding about local connection policies in Brighton & Hove. Many people travelled back to the city on the basis that they had previously held a local connection, only to find out that they were no longer eligible.

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<sup>7</sup> Repeat Homelessness in Brighton, Homeless Link, 2015:  
<http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>

Some of those who had been helped to reconnect and move, either by the local authority or support services had returned to Brighton & Hove because they had been unable to access the support they needed. For others, the pull of Brighton & Hove meant that they were prepared to remain homeless if this meant remaining local to the area.

The recommendations made by this research have been used to help shape the strategy.

### **Rough Sleeping Amongst Lesbian, Gay, Bisexual and Trans\* People**

The Stonewall Housing Finding Safe Spaces<sup>8</sup> project was commissioned by the Homelessness Transition Fund to understand the experiences of Lesbian, Gay, Bisexual and Trans (LGBT\*) people who have been street homeless.

Stonewall Housing spoke directly with LGBT\* people who had experienced, or were experiencing, rough sleeping during summer 2014 in Manchester, Brighton and east London.

Whilst there were a wide range of reasons for rough sleeping amongst this group, the research found that more often than not, rough sleeping was related to their sexual orientation or gender identity. This had detrimental and often irreversible effect on their support systems of people such as after coming out to friends or family.

Stonewall Housing research with LGBT\* people sleeping rough in the city found that many did not feel safe in hostels or on the streets. Drugs, alcohol, sex work or sex in exchange for accommodation was used as a way to secure a place to sleep, despite the great risk to safety as well as to their mental, physical and sexual health.

The research made a number of recommendations and Brighton & Hove City Council has committed (as part of the Trans Scrutiny Report) to reviewing these for the Rough Sleeping Strategy. These have been included in the strategic actions listed under the five strategy priorities.



<sup>8</sup> Finding Safe Spaces: Understanding the experiences of lesbian, gay, bisexual and trans\* rough sleepers, Stonewall Housing, 2014: <http://www.stonewallhousing.org/>

## 3. The City's Connected Approach

### Care Act 2014

The Care Act 2014<sup>9</sup> recognises housing as a health related service, and places a duty on local authorities to integrate care and support provision with health services and health related services. This strategy shows how the city's health, care and housing services are working together and in partnership with the wider statutory, community and voluntary sector to prevent and minimise rough sleeping and supporting those affected back to independence where possible.

### Housing Strategy 2015 & Homeless Strategy 2014

The Housing Strategy 2015<sup>10</sup> is a key stand alone chapter of the city's Community Strategy<sup>11</sup>, and through the strategy:

*“We want Brighton & Hove to be an inclusive city with affordable, high quality, housing that supports a thriving economy by offering security, promoting health and wellbeing and reduces its impact on the environment. We want to help bring about integrated communities in a society that values everyone to recognise and tackle the inequality faced by families, the poor and the vulnerable.”*

The Housing Strategy 2015 incorporates the priorities of the Homelessness Strategy 2014<sup>12</sup> to prevent homelessness through early intervention, and the timely provision of advice and support. When homelessness is unavoidable, there is a need to ensure that people receive appropriate housing, care and support, with a clear pathway towards living independently.

The Homeless Strategy 2014 has five strategic objectives:

1. Provide housing and support solutions that tackle homelessness and promote the health and well-being of vulnerable adults
2. Provide 'whole families' housing and support solutions that tackle homelessness and promote the well-being of families and young people.
3. Develop access to settled homes
4. Reduce inequality and tackle homelessness amongst our communities of interest
5. Provide integrated housing, employment and support solutions as a platform for economic inclusion

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<sup>9</sup> Statutory guidance to support local authorities implement the Care Act 2014 (Section 15.5): <https://www.gov.uk/guidance/care-and-support-statutory-guidance>

<sup>10</sup> Housing Strategy 2015: <https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/Housing%20Strategy%202015%20%28FULL%20COUNCIL%20FINAL%29.pdf>

<sup>11</sup> Brighton & Hove Community Strategy: <http://www.bhconnected.org.uk/strategy/strategy>

<sup>12</sup> Homelessness Strategy 2014-19: [http://present.brightonhove.gov.uk/Published/C00000709/M00005185/AI00040396/\\$HomelessStrategy2014CommitteeVersion.docx.pdf](http://present.brightonhove.gov.uk/Published/C00000709/M00005185/AI00040396/$HomelessStrategy2014CommitteeVersion.docx.pdf)

### **Housing Related Support Commissioning Strategy 2015**

Accommodation and support services for single homeless people are provided by the Housing Related Support team in Brighton & Hove City Council's Adult Services (Adult Social Care). These services aim to prevent homelessness and rough sleeping amongst vulnerable people and provide support to help individuals move towards or maintain independent living.

The team is redrafting service specifications to ensure services are flexible. This is to provide a more personalised response to need, reducing dependency, avoiding duplication with other services across the city and meeting local priorities such as reducing admissions to more intensive services, as well as in response to budget reductions.

Those with the most complex needs, who receive a range of services, will be supported into independence where this is achievable or will have a suitable service in place to support them to maintain accommodation and prevent homelessness. A focus will also be on people who have been in homeless services for some time to offer them sustainable support and accommodation packages.

### **Brighton & Hove Better Care Plan**

The Brighton & Hove Better Care Plan describes how services for our frail and vulnerable population will be improved to help them stay healthy and well, will be more pro-active and preventative, and promote independence.

In Brighton & Hove improving health and care outcomes for homeless people has been identified as a priority. A Homeless Integrated Health & Care Board was established in 2014 with the vision:

*“To improve the health and wellbeing of homeless people by providing integrated and responsive services that place people at the centre of their own care, promote independence and support them to fulfil their potential.”*

The Board includes representatives from BHCC (adult social care, housing and public health), the CCG and NHS Trusts, a GP, community and voluntary sector, Sussex Police and service user representation. The Board has developed an integrated health and care model with a multi disciplinary team approach focussing on the single homeless people in the city that will be implemented in 2017.

### **Housing Related Support Cost Benefit Analysis**

In 2009, the Department of Communities and Local Government commissioned Capgemini to produce a cost benefit analysis of housing related support services<sup>13</sup>.

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<sup>13</sup> Research into the Financial Benefits of the Supporting People Programme, Department of Communities and Local Government 2009

In Brighton & Hove the local cost benefit analysis in 2013 showed savings of £4.90 for every £1 spent on housing related support services for single homeless clients.

The study found the financial benefits of housing related support to be:

- Costs relating to housing and homelessness are reduced, because the risks of sleeping rough and failure to move into settled accommodation are reduced
- Health service costs are reduced through improvements in the general health of clients. These result in fewer admissions to Accident and Emergency, lower use of GPs and community mental health services, and fewer admissions to hospital for physical and mental health problems
- Health and social services costs are reduced because of a lower incidence of drug and alcohol problems
- Crime costs are reduced as clients are given advice to help them avoid burglary and street crime, and through reductions in their own re-offending

They also found non-financial benefits which included:

- Improved quality of life for the individual including greater independence, decreased vulnerability, improved health, and greater choice of options on where and how to live
- Greater stability, allowing single homeless people to deal with other issues in their lives, such as substance abuse, unemployment, mental health problems, offending and behavioural problems
- Decreased fear of crime
- Easier access to appropriate services
- Improved involvement in the community (benefiting both the individual and society)

### Resourcing the Strategy

The council is facing significant budget reductions which have seen £77m saved in recent years and a further £68m needing to be saved between 2016 and 2020. This represents around 30% of the council's non-school funding and means that all services require a radical rethink to determine what services, and how they operate. Similarly, financial pressures are affecting health services, the police and the community and voluntary sector. This is at the same time as high housing costs, welfare reform and an ageing population are increasing demands for services.

The council budget for Housing Related Support linked to rough sleeping services is £4.3m for 2016/17. In addition there is £0.6m funding from Better Care, in partnership with the NHS. The Community and Voluntary Sector is estimated to contribute many more millions from other funding sources and in-kind support such as through volunteering. In addition to expenditure on services to prevent rough sleeping and support people back to independence, the Police, criminal justice system and NHS spend significant sums of money on dealing with the impacts of crime, poor health and substance misuse attributable to people sleeping rough.



## 4. Strategy Consultation

The Rough Sleeping Strategy was developed in stages to give stakeholders the opportunity to help shape the city's priorities and future action:

- **Position Paper (Nov/Dec 2015):** This was published in November 2015 and summarised the city's current approach to rough sleeping. The Paper was used as the basis for consultation in December 2015.
- **Draft Rough Sleeping Strategy 2016 (Mar/Apr 2016):** The results of the Position Paper consultation were used to write our draft strategy which was published for additional consultation.

Findings from the consultation and engagement carried out in December 2015 and spring 2016 have helped to develop this strategy.

### Stage 1: Position Paper

A Position Paper was produced that summarised the city's current approach to rough sleeping and existing plans as well as highlighting the challenges we face. This included the draft vision and priorities for the new strategy and was the basis of the initial scoping consultation. This paper was emailed to all councillors, MPs and all stakeholders invited to the summit.

During the Position Paper consultation, a stakeholder summit was held which had 78 professionals attend. An online consultation received 36 detailed submissions covering all aspects of our proposals. The council's website, social media and press engagement was used to promote the consultation.

The Position Paper consultation resulted in a number of changes to the suggested priorities for the city's strategy:

- **Street Triage and Reconnection** were merged into a new priority on **Rapid Assessment and Reconnection** which is developing Multi-Agency Plans for people sleeping rough, where professionals work together with clients to agree the most effective course of action.
- **Managing the Street Communities** received criticism, particularly as people sleeping rough are more likely to be the victims of crime and around half of those in the city's street communities are not sleeping rough. There were also opposing views on the balance between support and enforcement. This priority was been rewritten to focus on making Brighton & Hove **A Safe City** – for rough sleepers, residents, businesses and tourists – and recognises that a life on the streets is not appropriate and should not be supported.

- **Working with the City** has been removed as a priority as it was very clear that partnership working needs to underpin the whole strategy rather than be a separate element. We recognise that not a single element of our strategy is achievable without the combined efforts of all those living and working in the city. **A Partnership Approach** is now the strategic principle of this strategy and underpins all of the work we do.

### Stage 2: Draft Strategy

The results of the Position Paper engagement were used to write our draft strategy which was published for additional consultation in March and April 2016. Again, this was promoted through social media, local organisations, councillors and MPs.

85 responses were completed on the consultation portal and we received some written responses concentrating on particular aspects of the strategy (from politicians, organisations and residents). We particularly wanted to encourage responses from those with an experience of rough sleeping and St Mungo's held a draft strategy consultation exercise over two days at The Synergy Centre that involved more than 30 people sleeping rough. In addition, 30 of those responding on the portal had an experience of rough sleeping or insecure housing:

- 6 had been or were living in a motor vehicle
- 5 had been or were living in a tent
- 12 had been or were sleeping rough
- 23 had been or were sofa surfing
- 12 had been or were squatting

Officers attended a number of stakeholder meetings to raise awareness of the consultation, stimulate debate and seek feedback on the draft strategy including:

- Health & Wellbeing Board
- Homeless Integrated Care Board
- Strategic Housing Partnership
- Civil Military Partnership Board
- Sussex Homeless Outreach Reconnection & Engagement (SHORE)
- Equality & Inclusion Partnership
- Better Care Board
- Day & Street Services Working Group
- Homeless Operational Services Forum

A petition<sup>14</sup> was presented to Brighton & Hove City Council on 16 April 2016 in relation to Sussex Police, rough sleepers and begging. Whilst the petition is to the Police, there was a request that it be considered as part of the consultation on the draft strategy and passed to the Police & Crime Commissioner.

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<sup>14</sup> <http://www.thepetitionsite.com/576/913/589/sussex-police-stop-fining-rough-sleepers/>

## **Responding to the Findings**

Those responding to the consultation recognised that homelessness and rough sleeping could happen to many of us with little warning, such as arising from the loss of a job or a relationship breakdown. These difficult times are compounded when other factors such as mental health, drug and alcohol, and other support needs may be present.

There was overwhelming support for the proposed vision and priorities of the strategy, with many suggestions for improvements to the way we work. Many respondents highlighted the significant challenges faced by the strategy from the fundamental issues arising from the shortage of high quality affordable housing and budget pressures. As these matters are picked up in plans such as the Housing Strategy 2015 and Homelessness Strategy 2014, this strategy has not replicated the actions needed to address these.

Other responses reaffirmed the need for the strategy to take into account the specialist needs of particular groups who may be more vulnerable and require a slightly different approach, such as young people, women and LGBT\* community.

As a result of feedback on the draft strategy, we have refocused our goals and strategic actions:

- **Preventing Homelessness and Rough Sleeping:** Whilst this document provides the vision and strategic framework, we need a more detailed review of the way statutory services and community and voluntary sector groups interact on a day-to-day operational level to prevent homelessness and support people to move away from the streets. Whilst there are a large number of organisations doing incredibly good work in challenging circumstances, some organisations may need support to refocus their efforts to achieve the best outcomes for those they work with. Consultation also highlighted the need for homeless prevention work to happen much earlier as professionals and support groups may spot the signs of risk in someone before they do themselves. We will make it easier for those at risk to get advice before they reach a crisis point.
- **Rapid Assessment and Reconnection:** There was support for the permanent assessment centre and multi-agency plan approach to assessing and supporting someone's needs. Concerns were raised around the use of sit-up beds, how many, where and how long they can be used. This is being examined as part of the Integrated Support Pathway Review through 2016/17. Understandably, people were also concerned that those from outside Brighton & Hove may be reconnected either without effective support plans for their return or into a potentially dangerous situation. Through our strategy, reconnection is only to be used when a robust assessment of an individual's needs and history has been made to provide the individual with a genuine and safe route away from rough sleeping.

- **Improving Health:** Respondents welcomed the multi-disciplinary approach to tackling health needs so that people do not get passed across services. Concerns were raised about the specialist GP practice provider giving notice on the contract and pressures on mental health and substance misuse services. Through the strategy, there is a commitment to a more proactive and integrated healthcare model to support homeless residents. In addition, the Brighton & Hove Health & Wellbeing Board has committed, through the Charter for Homeless Health, to ensuring that local health services meet the needs of people who are homeless.
- **A Safe City:** This priority received the most polarised responses, split between those who wanted the city to take a harder line with enforcement against anti-social behaviour and begging, and those seeking to understand the personal circumstances that may have driven people to the street community. This priority is about keeping everybody safe – those sleeping rough, those in the wider street community, businesses, residents and visitors. We want to work with the street community to encourage them to seek the support they need and make it clear that some behaviours are not acceptable. With half of those begging being housed, people wanting to help those sleeping rough are encouraged to volunteer or donate to charities.
- **Pathways to Independence:** Concerns were raised about the quality of the temporary accommodation used with suggestions that some people are choosing to return to the streets rather than stay in the accommodation offered. The council carries out regular inspections of premises and is working with providers to ensure they understand their responsibilities and can achieve the required standards. Residents are provided information on how to report issues with the management of the accommodation. Due to the strength of the concerns raised from a variety of sources, we are carrying out further reviews with stakeholders and will take any necessary action that results from this. Services also highlighted that some of those sleeping rough have been evicted from temporary, hostels or other supported housing, and whilst inappropriate behaviour, particularly that which puts others at risk cannot be tolerated. The council will review eviction protocols to make sure they are balanced with the right level of support.

The detailed consultation responses were shared with those responsible for the priorities within the strategy to develop the goals and strategic actions.

# Priority 1: Prevent Homelessness and Rough Sleeping

## To provide a consistent message about housing options that helps services prevent homelessness and moves people away from sleeping rough

As a city, we need to manage people's expectations about the availability of housing. Brighton & Hove is an expensive place to live and at the same time wages are relatively low, making housing affordability a challenge for many. There are approximately, 23,000 households on the housing register, with 1,500 in temporary accommodation and only around 700 properties becoming available each year.

Average rents are above housing benefit limits putting them out of reach of those not working. In September 2015, just two shared properties were available to rent in Brighton & Hove on rightmove.co.uk within the local housing allowance limit for single people under 35. For those aged 35 or above, 14 properties were available within the 1 bedroom limit available, mainly bedsits and studio flats.<sup>15</sup>

Many single homeless households do not fall into a priority need category and hence there is no statutory duty for the council to provide housing under Part 7 of the Housing Act 1996. For those where there is not a housing duty, the chance of someone being offered social housing is remote because of the extremely high demand against a very small supply.

The Homelessness Strategy 2014 seeks to link into a broader 'prevention agenda' to provide advice and assistance to any resident in danger of losing their home. The city wants to minimise rough sleeping for those who we cannot provide accommodation for and to look at the wider impacts homelessness can have, such as deterioration in mental health, risk of suicide, substance misuse, offending and increased hospital admission. This also minimises the impact on more costly crisis services provided by the council and health services.

To prevent homelessness, the city will:

- Goal 1: Develop a consistent citywide approach to housing, health, care and other support to prevent homelessness and rough sleeping
- Goal 2: Improve housing options for single person households

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<sup>15</sup> Brighton & Hove Housing Market Reports: <https://www.brighton-hove.gov.uk/content/housing/general-housing/housing-market-reports#RentLHA>

## **Goal 1: Develop a consistent citywide approach to prevent homelessness and rough sleeping**

Brighton & Hove is fortunate in that it has a caring and tolerant population and many people want to help people sleeping rough through supporting charitable work or personal donations. As a city, we want to make sure that all those seeking to help rough sleepers are doing so in a way that leads to sustainable solutions that help encourage people to engage with services to move away from rough sleeping.

Success in preventing homelessness and entrenchment depends on all service providers promoting the same consistent message; a single offer of support focussed on minimising the risk of those getting into crisis and spending time on the streets. All those involved with rough sleeping are asked to **Pledge** their support to the vision, partnership working and priorities of this strategy to move people away from the streets.

To make sure this happens, all of the city's organisations working with those sleeping rough will be brought together to review the way they work together to develop a **Multi-Agency Protocol**. This will build on the strengths of existing partnerships that have developed new ways of working with the street population, tackle health inequalities and prevent repeat homelessness as well as removing duplication through multiple assessments by different providers.

The Better Care programme to improve health and care services for homeless people (described in more detail under Priority 3) will also contribute to services adopting a consistent approach to preventing homelessness.

## **Goal 2: Improve housing options for single person households**

The city has a strong record in **preventing homelessness** or finding alternative accommodation where it has not been possible to sustain people's accommodation. Services provide advice and assistance, to those where there is not a statutory housing duty, on how to sustain their accommodation including their legal rights to remain in occupation. This often allows people some time to find an alternative home.

It is imperative that those in need seek advice as soon as possible, however, it may be professional bodies that recognise this need before the clients themselves, for example, someone losing their job, the Police responding to a domestic incident, or a GP recognising that their patient is unable to cope. Many other groups, particularly in the community and voluntary sector may recognise these or other signs in the people they work with. We need to improve referral mechanisms to ensure advice is given at the earliest possible opportunity.

A new service called **Community Connections**, provided by Southdown, will help people to stay in their accommodation by working with landlords and agencies to prevent eviction. A range of support services will be provided including wellbeing and mental health, and practical help to support people settle and sustain new tenancies.

Many landlords do not accept tenants on benefits, and those at risk of homelessness are less likely to have a deposit, advance rent, fees or a guarantor. Even if a home is available, there is a gap in providing people with start up funding for private sector tenancies. The current rent deposit assistance is aimed at preventing homelessness where there is a statutory duty to assist. Any change to this requires funding and resources before this could be extended to people where there was no statutory duty.

The council works with a wide range of agencies such as **Brighton Housing Trust** and the **YMCA DownsLink Group** to sustain accommodation or source alternatives. Incentives and support for private landlords will help increase the supply of low cost rented housing without high set up costs or guarantors. Landlords will often keep good tenants at lower rent rather than maximise rental values to unknown tenants. The council also works with the prison service and probation to source accommodation for people leaving the criminal justice system who are at particular risk of rough sleeping. Joint work with health and social care through the **Pathway Plus** project supports people leaving hospital to prevent them from being discharged onto the street.

The city needs to be open to innovative solutions to provide temporary affordable homes for single people and utilise initiatives, such as the credit union to provide a way for people to save money to cover the costs of moving on if the need arises. More affordable homes can be found in other parts of the country which may require people to make difficult choices about where they live.

### **Strategic Action Plan: Priority 1: Prevent Homelessness and Rough Sleeping**

<b>Strategic Action</b>	<b>Target</b>	<b>Resource Implication</b>	<b>Lead Partner</b>
<b>Goal 1</b>	<b>Develop a consistent citywide approach to prevent homelessness and rough sleeping</b>		
Encourage all partners to Pledge their support to the vision, partnership work and priorities of this strategy	Sign up event July 2016	Shared commitment to improve joint working and resource use	BHCC Adult Services
Review routes in/out of street life and how organisations work together to prevent homelessness and move people away from the streets	Process mapping with statutory and third sector groups 2016/17 to inform the Protocol	Within existing budget plans to 2019	BHCC Adult Services & St. Mungo's
Develop a Multi-Agency Protocol for Brighton & Hove	Protocol agreed by March 2017	Protocol will promote more effective use of existing resources	BHCC Adult Services & St. Mungo's

Strategic Action	Target	Resource Implication	Lead Partner
Ensure the Protocol is promoted and understood by staff, volunteers and residents	Roll out communications from April 2017	Communications Plan to be developed and costed (eg training, work shadowing, publicity etc)	BHCC Communications & St. Mungo's
Ensure a rolling communications programme on reducing rough sleeping that engages the general public	Roll out communications from July 2016	Media Campaign to be developed and costed	BHCC Communications & BHCC Adult Services
<b>Goal 2</b>	<b>Improve housing options for single person households</b>		
Publicise where to go for assistance and to seek help at an early stage	Incorporate into the Multi-Agency Protocol	Within existing budget plans to 2019	BHCC Housing
Develop an easy early referral mechanism so that other professionals (eg GPs, Police, social care) can direct clients to housing advice before crisis point	Review use of information prescriptions for housing advice	Within existing budget plans to 2019	BHCC Housing
All partners to be aware of the housing market and benefit rates	Circulate B&H Housing Market Reports to partners	Reports already produced and publically available	BHCC Housing & BHCC Adult Services
Investigate creative solutions to increase accommodation options (such as lodgers, temporary modular homes and rent deposit schemes)	March 2017	Subject to options developed	BHCC Adult Services & BHCC Housing
Improve access to housing information to raise awareness affordable housing options locally and in other parts of the country	IT approach to be developed	Within existing budget plans to 2019	BHCC Housing



## **Priority 2: Rapid Assessment and Reconnection**

### **Outreach to assess the needs of people sleeping rough to plan support, and where appropriate, reconnect people with friends, families and support networks, before they are fully immersed in street life**

If someone finds themselves faced with the prospect of sleeping on the streets, it is essential that services engage with them as quickly as possible to get people at risk off the streets and prevent additional health and wellbeing needs developing.

Different approaches within a shared Multi-Agency Protocol are required to effectively respond to the needs of different groups of people sleeping rough. The Protocol needs to quickly get new arrivals away from the streets; to develop sustainable plans for those who keep returning to street life; to get a commitment from organisations to holistically support chronic entrenched cases; and to deliver solutions for those with no recourse to public funds. Through assessment, each person sleeping rough will have their own Multi-Agency Plan, their single offer under the Protocol.

Around 4 in 10 rough sleeping cases are people with a local connection to Brighton & Hove. Of those who do not have a local connection, they are split roughly evenly amongst people from the rest of the South East, those from the wider UK and those from overseas. Reconnecting people with safe and stable support networks such as friends, families and services can bring about a sustainable move away from street life. We recognise that this is not appropriate in all cases, particularly if someone has fled abuse or in some instances where there may be overriding health needs.

To provide rapid assessment and reconnection, the city will:

- Goal 3: Provide rapid assessment, support planning and effective reconnection
- Goal 4: Target people sleeping rough with complex needs to ensure there is an integrated plan to move people into accommodation
- Goal 5: Ensure services are sensitive to the needs of all vulnerable groups including LGBT\* people, young, older, women and ex-service personnel

### **Goal 3: Provide rapid assessment, support planning and effective reconnection**

We will set up a permanent **Assessment Centre** with a number of **temporary (sit-up) beds** to enable professionals across a range of disciplines to assess the needs of people sleeping rough in a stable environment away from the chaos of the streets.

Each client will have their own **Multi-Agency Plan** that will outline who is co-ordinating that person's care, which services are working with them and what support is to be provided. A key part of the Plan will be to outline the clients housing options to help them make an informed choice about their future.

The **Street Outreach Service (SOS)** is contracted by the council and run by St. Mungo's to provide a rapid response and assertive outreach to people sleeping rough. This works through diversion and signposting, comprehensive assessment of individuals needs, reconnecting people sleeping rough to their place of origin in a structured way, and assisting people from homelessness into settled accommodation.

**StreetLink** is a website, mobile app and phone line which allows members of the public to send an alert with information about the location of someone sleeping rough. Once this alert is received, StreetLink will pass the information to St Mungo's Street Outreach Service to engage with the person sleeping rough. By providing a means to act when they see someone sleeping rough, StreetLink allows the local community to be part of the solution to homelessness.

As part of the St. Mungo's service, **No Second Night Out** targets those new to rough sleeping and offers them an alternative to a second night on the streets. This helps them move off the streets before they become entrenched. Sussex local authorities and their partners have come together to form the **Sussex Homeless Outreach Reconnection & Engagement (SHORE)** partnership to implement the No Second Night Out principles in Sussex to help those reconnect across the region.

If it is safe to do so, and provides the individual with a genuine route away from rough sleeping, those without a local connection<sup>16</sup> to Brighton & Hove are supported to reconnect to an area where they do have a local connection. This only used when a robust assessment of an individual's needs and history has been made. This strategy recognises that this is not appropriate in all cases, particularly if someone has fled abuse or in some instances where there may be overriding health needs. **First Base Day Centre** and **Project Antifreeze** reconnect clients that access their day centres which has seen the reconnection rate increase.

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<sup>16</sup> Local Connection: The statutory definition of local connection is heavily shaped by case law stemming from the Housing Act 1996, Part 7, Section 199(1) which provides that a person has a local connection with the district of a housing authority if he or she has a connection with it: i) because he or she is, or was in the past, normally resident there, and that residence was of his or her own choice; or ii) because he or she is employed there; or iii) because of family associations there; or iv) because of any special circumstances. <http://www.legislation.gov.uk/ukpga/1996/52/section/199>

#### **Goal 4: Target people sleeping rough with complex needs to ensure there is an integrated plan to move people into accommodation**

It can be a challenge to engage those with complex needs in a chaotic street environment, and have a meaningful dialogue about needs and support requirements.

To provide a more stable environment for assessing needs, the city has piloted an **Emergency Assessment Centre** that operated every few weeks through the night. This highlighted the need for space with temporary beds for rough sleepers to be assessed by a range of services.

A new **Housing First** service has been developed for people with complex needs, including young people, and services are expanding the use of personal budget and personalised support plans. St. Mungo's is developing a **Multi-Agency Plan** to target work around people who are entrenched in rough sleeping to move them into the most appropriate accommodation for their needs.

#### **Goal 5: Ensure services are sensitive to the needs of all vulnerable groups including LGBT\* people, young, older, women and ex-service personnel**

The **Stonewall Housing Finding Safe Spaces**<sup>17</sup> project spoke directly with LGBT\* people who had experienced, or were experiencing, rough sleeping during summer 2014 in Manchester, Brighton and east London and found that many did not feel safe in hostels or on the streets. Drugs, alcohol, sex work or sex in exchange for accommodation was used as a way to secure a place to sleep, despite the great risk to safety as well as to their mental, physical and sexual health. The research made a number of recommendations and Brighton & Hove City Council has committed (as part of the **Trans\* Scrutiny Report**<sup>18</sup>) to reviewing these recommendations for the Rough Sleeping Strategy.

##### ***Stonewall Housing: Finding Safe Spaces***

The council will implement the recommendations of the Stonewall Housing Finding Safe Spaces project:

1. Ask people about their sexual orientation and gender identity in an appropriate and consistent way
2. Never make assumptions on how someone defines their gender identity or sexual orientation
3. Be consistent in how you ask questions relating to gender identity and sexual orientation
4. Be able to provide safe spaces for LGBT\* rough sleepers using your services and working with your staff
5. Know how many LGBT\* people are experiencing rough sleeping in the area you work and are using your service
6. Be very clear about the long term harmful impacts of rough sleepers not being able to talk about their gender identity and/or sexual orientation
7. Make sure the first point of contact is trained with a clear awareness around LGBT\* people's needs and experiences as rough sleepers
8. For all LGBT\* organisations, who carry out needs assessments for support, to ask their service users about the security of their housing
9. A change in the verification protocol to fit the experiences of LGBT\* people

<sup>17</sup> Finding Safe Spaces: Understanding the experiences of lesbian, gay, bisexual and trans\* rough sleepers, Stonewall Housing, 2014: <http://www.stonewallhousing.org/>

<sup>18</sup> Trans Equality Scrutiny Panel: <http://www.brighton-hove.gov.uk/content/council-and-democracy/councillors-and-committees/trans-equality-scrutiny-panel-2013>

Supported housing needs to be sensitive to the needs of women; particularly those who may be fleeing domestic violence. Figures estimate that approximately 17% of rough sleepers are women. **Homeless Link**<sup>19</sup> found that, rather than sleep on the streets, many, especially women, described staying out of sight and moving around because they felt vulnerable. Many had been or knew someone who had been a victim of violence and/or abuse, including robbery, intimidation and rape.

Young people under 25 are one of the fastest growing groups of people sleeping rough. Consultation as part of developing this strategy has highlighted that it is felt that the **Young People's Accommodation and Support Pathway**<sup>20</sup> is working well but some services may not feel accessible to younger people where processes and procedures can seem off putting. Through the use of advocates such as **The Clocktower Sanctuary**, dedicated accommodation for young people at the new **Housing First** service, and crash pads to offer support in a crisis, young people are being helped to access the support they need.

The **Brighton & Hove Civil Military Partnership Board**, comprising Brighton & Hove City Council, NHS Sussex Armed Forces Network, Royal British Legion and other partners across has developed pathways that outline the support former service personal and their families can access by public, private and voluntary organisations. They include information on employment; social care; rough sleeping; physical health; mental health; housing and rough sleeping. These pathways are available on the **Sussex Armed Forces Network** website<sup>21</sup>.

### Strategic Action Plan: Priority 2: Rapid Assessment and Reconnection

Strategic Action	Target	Resource Implication	Lead Partner
<b>Goal 3</b>	<b>Provide rapid assessment, support planning and effective reconnection for those new to rough sleeping</b>		
Set up a permanent assessment centre(s) with temporary (sit-up) beds	Operational March 2017	Part of service recommissioning in 2016/17	BHCC Adult Services

<sup>19</sup> Repeat Homelessness in Brighton, Homeless Link, 2015:

<http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>

<sup>20</sup> Brighton & Hove Young People's Accommodation and Support Pathway:

[http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=2&cad=rja&uact=8&ved=0ahUKEwjA-egwvb3KAhUECBoKHenQB4MQFggmMAE&url=http%3A%2F%2Fpresent.brighton-hove.gov.uk%2FPublished%2FC00000709%2FM00004769%2FAI00036300%2F%2420130916144749\\_004725\\_0018502\\_HousingandSupportforYoungPeopleJointCommissioningStrategyFinalSept.docA.ps.pdf&usq=AFQjCNHg8aH3tU49dEAJCP5SvnfCMhsQzw&sig2=C0kbD4PnxIlyUurlwkGJGQ](http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=2&cad=rja&uact=8&ved=0ahUKEwjA-egwvb3KAhUECBoKHenQB4MQFggmMAE&url=http%3A%2F%2Fpresent.brighton-hove.gov.uk%2FPublished%2FC00000709%2FM00004769%2FAI00036300%2F%2420130916144749_004725_0018502_HousingandSupportforYoungPeopleJointCommissioningStrategyFinalSept.docA.ps.pdf&usq=AFQjCNHg8aH3tU49dEAJCP5SvnfCMhsQzw&sig2=C0kbD4PnxIlyUurlwkGJGQ)

<sup>21</sup> Sussex Armed Forces Network: <http://www.sussexarmedforcesnetwork.nhs.uk/pathways/>

Strategic Action	Target	Resource Implication	Lead Partner
Develop integrated and coordinated joint assessments and support planning across housing, care and health (including primary care, SCT, SPFT, BSUH and community & voluntary sector)	All clients to have their own Multi-Agency Plan. Pilot late 2016 to go live March 2017	Within existing budget plans to 2019	BHCC Adult Services, BHCC Housing, St. Mungo's, NHS partners
Share client information across all partner organisations to ensure a consistent approach and improve interventions / outcomes	March 2017	Multi-agency IT system being investigated	BHCC Adult Services
Ensure a swift response to enable a No Second Night Out approach	Incorporate into Multi-Agency Protocol	Accommodation demand exceeding supply with waiting lists at present	BHCC Adult Services & BHCC Housing
Work with providers and charities to ensure safe and sustainable reconnections	Memorandum of Understanding to be developed relating to good practice	Part of service recommissioning in 2016/17	BHCC Adult Services & SHORE

#### Goal 4

#### Target people sleeping rough with complex needs to ensure there is an integrated plan to move people into accommodation

Provide temporary beds for those with complex needs to ensure engagement before reconnection assessment	Set up a permanent assessment centre(s) with temporary (sit-up) beds by March 2017	Part of service recommissioning in 2016/17	BHCC Adult Services
Implement a scheme to target those entrenched / complex rough sleepers based on bespoke responses to individual needs through a multi agency response	Scheme late 2016	Part of integrated joint assessments and support planning Possibly some resource implication regarding accommodation options	BHCC Adult Services & St. Mungo's

#### Goal 5

#### Ensure services are sensitive to the needs of all vulnerable groups including LGBT\* people, young, older, women and ex service personnel

Ensure providers implement recommendations of Stonewall Housing LGBT* report	Include recommendations in Multi-Agency Protocol	Within existing budget plans to 2019	BHCC Adult Services BHCC Housing St. Mungo's
Consult women and other groups about delivery of service which best meet their needs	Develop women only accommodation provision	Commissioning by March 2017	BHCC Adult Services

Strategic Action	Target	Resource Implication	Lead Partner
Continue to develop the Young People's Accommodation and Support Pathway	Young people's bed spaces in the Housing First Jan 2016 (complete)	As per the 2013 Joint Commissioning Plan	BHCC Adult Services BHCC Housing BHCC Children's Services
Ensure Care Act assessments are carried out for older and frail people sleeping rough	Include in integrated joint assessments across housing, care and health March 2017	Within existing budget plans to 2019	BHCC Adult Services
Maintain commitments to ex-Armed Forces personnel through the Armed Forces Covenant	Monitoring and reporting of rough sleeping amongst ex-forces personnel	Regular liaison between BHCC and Armed Forces Network to agree appropriate action when necessary	BHCC Adult Services & Armed Forces Network

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## Priority 3: Improving Health

### To ensure people sleeping rough are supported by health and social care services that help them to regain their independence

Homeless people often face multiple disadvantages, including mental and physical health issues, drug and alcohol misuse and experience of violence and abuse while sleeping rough<sup>22,23</sup>. Physical and mental health issues can increase people's risk of homelessness, including rough sleeping, and can also be a critical factor preventing their recovery from this situation. Rough sleeping leads to deterioration in individuals' health and wellbeing.

To improve health, the city will:

- Goal 6: Improve health and care outcomes through the delivery of integrated and flexible services
- Goal 7: Ensure those on the streets continue to have access to emergency shelter during extreme weather

#### **Goal 6: Improve health and care outcomes through the delivery of integrated and flexible services**

Homeless people have often relied on unplanned care such as accident and emergency services. National evidence and best practice<sup>24</sup> has demonstrated the benefits of adopting a more proactive approach to improve health and support recovery from homelessness.

Longstanding specialist services include:

- The specialist GP practice, **Brighton Homeless Healthcare, Morley Street**, for those who are homeless and not registered with a GP.
- **First Base Day Centre**, which offers a range of services to support people who are sleeping rough or insecurely housed in the city move away from rough sleeping. Healthcare services include nursing, podiatry, optometry, oral hygiene,

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<sup>22</sup> Brighton & Hove Homeless Health Needs Audit, 2014:

<http://www.bhconnected.org.uk/sites/bhconnected/files/Brighton%20and%20Hove%20Homeless%20Health%20Needs%20Audit%20FINAL.pdf>

<sup>23</sup> Repeat Homelessness in Brighton, Homeless Link, 2015:

<http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>

<sup>24</sup> The Faculty for Homeless and Inclusion Health (2013) Standards for commissioners and service providers Version 2.0 The Faculty for Homeless and Inclusion Health <http://www.pathway.org.uk/wp-content/uploads/2014/01/Standards-for-commissioners-providers-v2.0-INTERACTIVE.pdf>

sexual health testing, a mental health worker and regular visits by St Johns Ambulance. First Base also provides employment and skills projects.

- More recently **substance misuse services** have been remodelled to be more recovery-focused. Access and Engagement workers are embedded within the **Pavilions** service to work with the street community, and to support them to enter into treatment services. Harm reduction support, as well as signposting to all relevant services, is essential, particularly for clients that are not currently engaged with substance misuse treatment providers. A hostel in-reach service aims to reduce the number of people leaving hostels through abandonment or eviction.

However, overall too many health and care services are organised around settings rather than individuals' needs.

The Brighton & Hove **Health & Wellbeing Board** has committed, through the **Charter for Homeless Health**, to ensuring that local health services meet the needs of people who are homeless, and that they are welcoming and easily accessible.

The local **Better Care Plan** sets out how health and care services for those with greatest needs (including vulnerable and/or frail) will help them stay healthy and well, will be more pro-active and preventative, and will promote independence. The needs of homeless people have been identified as key priority within the plan. The **Homeless Integrated Health & Care Board** has taken this work forward. The Board includes representatives of the CCG, GPs, Sussex NHS Partnership Foundation Trust (mental health services) , Brighton & Sussex University Hospital NHS Trust (hospital services), Sussex Community NHS Foundation Trust (community healthcare, including dental, services), housing, social care, public health and the third sector.

**A Future Now**  
Demanding action on homelessness

**St Mungo's Broadway**  
Rebuilding lives, day by day

### Charter for homeless health

People who are homeless face some of the worst health inequalities in society. They are at much greater risk of mental and physical health problems than the general population and their experiences of homelessness often make it more difficult to access the healthcare they need.

The **Health and Wellbeing Board** is committed to changing this. We therefore commit to:

**Identify need:** We will include the health needs of people who are homeless in our Joint Strategic Needs Assessment. This will include people who are sleeping rough, people living in supported accommodation and people who are hidden homeless. We will work with homelessness services and homeless people to achieve this.

**Provide leadership:** We will provide leadership on addressing homeless health. Our Director of Public Health has a key leadership role to play in leading health inequalities and will lead in promoting integrated responses and identifying opportunities for cross boundary working.

**Commission for inclusion:** We will work with the local authority and clinical commissioning groups to ensure that local health services meet the needs of people who are homeless, and that they are welcoming and easily accessible.

Signed: *[Signature]*

Chair: *[Signature]* **Health and Wellbeing Board**

Date: *22nd Oct 2015*

Brighton Community Health Foundation is a registered charity (No. 1043774) and a limited liability company (No. 06111000). It is a subsidiary of Brighton Community Health Foundation Limited (No. 06111000). Brighton Community Health Foundation Limited is a registered charity (No. 1043774) and a limited liability company (No. 06111000).



The Board reviewed current services and has developed a Hub and Spoke model that will provide a more proactive and integrated model of care. The key elements include:

- **A primary care led 'hub' with a multidisciplinary outreach team delivering services in a number of settings (or 'spokes') in the city.**
- Enhanced specialist primary care service for homeless people.
- Outreach, including street and day centre settings. Health professionals will work alongside related services, such as St. Mungo's Street Outreach Service, to deliver the city wide integrated approach to rough sleeping.
- Hospital in-reach to support care and discharge planning from hospital and mental health inpatient services.
- Proactive engagement model to support homeless people to access primary and community healthcare services and support care plans. Engagement workers will work alongside homeless clients and care managers to support care plans.

The model has been informed by a number of local pilot projects including:

- **Pathway Plus** has provided specialist care and discharge planning for homeless patients in Royal Sussex County Hospital delivered through GP in-reach, nursing, engagement workers and community transport.
- **Homeless Health Collaborative Project** (Sussex Community NHS Foundation Trust) has provided a specialist multi-disciplinary team to in-reach into the city's homeless temporary accommodation and hostel residents. In November 2015, the service extended its scope to include street settings.
- **Mental Health Homeless Team** (Sussex Partnership NHS Foundation Trust) service has provided a service to street homeless and those in emergency accommodation. In October 2015, a one year project was established to gain a greater understanding of mental health needs in hostels and consider how access to mainstream and specialist mental health services can be improved.
- **Multidisciplinary Team meetings for homeless people with complex needs**, led by primary care, were established in June 2015. They consider the care of people who would most benefit from coordinated proactive management, including those rough sleeping. Initial evaluation of the impact of this way of working has been very positive.

The full service model will be commissioned in 2016/17 and will be fully established in 2017. This will involve procuring some new services<sup>25</sup> and redesigning other established services.

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<sup>25</sup> This will include primary care services. The Practice Group, the healthcare provider that manages Brighton Homeless Healthcare, Morley Street has informed NHS England that they wish to stop providing this service in January 2017. NHS England will now work with the CCG to carry out a procurement process to secure a contract with another healthcare provider for a new service.

In addition, local **supported accommodation services** (including hostels and mental health supported accommodation) are being remodelled in 2016-17, and will include a strengthened focus on supporting the health and wellbeing of homeless people.

### **Goal 7: Ensure those on the streets have access to emergency shelter during extreme weather**

The **Severe Weather Emergency Provision** ensures that people sleeping rough are housed when there is extreme cold or storms forecast. The protocols and provision will be reviewed in 2016 to ensure that the provision is aligned with the new model for providing health and social care.

The service follows government and Homeless Link guidelines to operate when there is a weather forecast<sup>26</sup> of three consecutive nights of temperatures of 0°C or below, including the coming night. The service continues until a forecast predicts two or more consecutive nights of a temperature of 1°C.

In addition, the council funds the service to operate beyond national guidelines when there is a relevant Met Office severe weather Amber or Red warning. The decision is made on a case by case basis and considers how likely the weather is to affect the Brighton & Hove area, if the type of weather presents a risk to life for those sleeping rough, and the amount of notice given combined with staff availability. Where possible, services target known sleep sites and advise rough sleepers of impending weather conditions and shelter availability.

Between October 2015 and March 2016, the city had a relatively mild winter that saw the service opened for a total of 12 nights providing 385 bed-spaces for 118 different people. Of those accessing the service:

- 108 were male
- 10 were female
- 2 were under 25
- 16 were EU migrants
- 1 was a non-EU migrant
- 1 had no recourse to public funds

The service costs around £1,600 per night to open which includes the provision of things such as sleeping bags and mats.

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<sup>26</sup> The measurement is taken from the MET Office Website:  
<http://www.metoffice.gov.uk/public/weather/forecast/brighton>

## Strategic Action Plan: Priority 3: Improving Health

Strategic Action	Target	Resource Implication	Lead Partner
<b>Goal 6</b>	<b>Improve health and care outcomes through the delivery of integrated and flexible services</b>		
Commission services to deliver new integrated health and social care model for homeless	March 2017	CCG business case and NHS England primary care funding	Brighton & Hove CCG, BHCC Adult Services, BHCC Public Health
Review access and delivery to assessment (including Mental Capacity Act and Care Act) to ensure the needs of those who are sleeping rough, or at risk of rough sleeping, are identified	March 2017	Within existing budget plans to 2019	BHCC Adult Services, CCG and NHS Trusts (BSUH, SPFT, SCFT), Other services
Ensure professionals and staff are trained and skilled to deliver the model of care, including joint assessment and care planning	June 2017	Included in contracts and service plans	CCG and NHS Trusts, BHCC, Third sector providers
Align substance misuse services including co-location of workers, and joint assessments where possible	June 2017	Pavilions contract	Pavilions and Public Health
<b>Goal 7</b>	<b>Ensure those on the streets continue to have access to emergency shelter during extreme weather</b>		
Review Severe Weather Emergency Provision protocols	September 2016	Within existing budget plans to 2019	BHCC Adult Services

## Priority 4: A Safe City

### Making sure people sleeping rough, residents and visitors are safe and free from intimidation

People sleeping rough are more likely to be the victim of crime than the general population. 10 people sleeping rough have been murdered in the city during the past 13 years. Homeless Link<sup>27</sup> found that, rather than sleep on the streets, many, especially women, described staying out of sight and moving around because they felt vulnerable. Many had been or knew someone who had been a victim of violence and/or abuse, including robbery, intimidation and rape.

Brighton & Hove is a popular city with a significant street population. Many have multiple and complex needs and have moved in and out of homelessness for many years. Individuals who end up rough sleeping quickly become entrenched in a street lifestyle and this can be difficult to change. A proportionate response is required that encourages those in the street communities to seek the support they require and also takes action to prevent anti-social behaviour.

Whilst the street population is often associated to crime and anti-social behaviour, it is estimated that half of those on the streets are actually housed. The street population is a diverse collection of groups and can be defined as people having one or more of the following attributes: rough sleeping; street drinking / begging; antisocial behaviour; insecurely housed (e.g. hostel or temporary accommodation) and spending a high level of time in street based activities, which may have a negative impact on other members of the public.

To help make sure people sleeping rough, residents and visitors are safe and free from intimidation, the city will:

- Goal 8: Focus on managing risks, preventing harm and promoting appropriate behaviour
- Goal 9: Promote alternatives to discourage begging

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<sup>27</sup> Repeat Homelessness in Brighton, Homeless Link, 2015:

<http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>

## **Goal 8: Focus on managing risks, preventing harm and promoting appropriate behaviour**

This strategy recognises that support focussed on the needs and complexity of the individual is more likely to result in an effective solution and sustainable move away from street life rather than the blanket use of enforcement.

Whilst enforcement action to tackle street anti-social behaviour has a wide range of positive impacts, if not managed properly it risks a number of negative impacts:

- Whilst some people may choose to engage with support services, others can disengage and see services as being in opposition.
- Moving people on can resolve an immediate issue in one location, but is likely to result in people sleeping rough elsewhere, often still within the city area.
- Enforcement can have a damaging effect on people's wellbeing because it may further reduce their already limited options. It rarely resolves the underlying issues or causes of someone needing to sleep rough.
- It can take a long time to enforce legal action and this can potentially cost a significant amount; even then outcomes are likely to have a short term impact.

Through the **Substance Misuse Service**, the **Equinox Drug and Alcohol Outreach Team** provide outreach and engagement, working with street drinkers and drug users to support people into treatment and reduce their street presence and any associated negative behaviours.

As a last resort, where a supportive approach has been unsuccessful in helping the individual and prevent anti-social behaviour, the local authority and police can use Criminal Behaviour Orders and Civil Injunctions to require the individual to engage with appropriate support services.

The police have Dispersal Powers and can require groups and individuals likely to be engaged in causing harassment, alarm or distress or be in the locality of crime or disorder to leave an area for up to 48 hours. The decision must have regard to the European Convention on Human Rights which provide for the right for lawful freedom of expression and freedom of assembly where there is no anti-social behaviour.

The council, police and support services have developed an Engagement and Move-On Protocol to remove tents and encampments where there is a detrimental effect on the wider community, prevent the lawful use of council land, or they pose a community safety or public health risk. This is not done lightly, but only after extensive engagement, with support services present to offer advice and guidance on welfare issues to those affected.

### Goal 9: Promote alternatives to discourage begging

The generosity of local people and tourists may provide limited help to those in need. It is estimated that half of those begging are not homeless and it has been suggested that some lucrative begging spots in the city can net hundreds of pounds a week for those individuals. Such spots see competition between ‘professional’ beggars and the local street population with the money often used to buy drugs. It is an offence to beg in a public place under Section 3 of the Vagrancy Act 1824.

Solutions are required that offer alternatives for those who wish to help such as by donating to one of the charities supporting the strategy in helping people move away from the streets. Donations can be made to support a range of practical activities in Brighton & Hove such as by providing:

- A Rent Deposit Scheme to help move people from the streets into accommodation
- Start-up funding for a sit up bed service to bring people off the streets and assess their needs

### Strategic Action Plan: Priority 4: A Safe City

Strategic Action	Target	Resource Implication	Lead Partner
<b>Goal 8</b>	<b>Focus on managing risks, preventing harm and promoting appropriate behaviour</b>		
Work with partner agencies to ensure they are not inadvertently entrenching the street community	Number of agencies who have been briefed	Capacity to brief, planned rolling programme	Adult Social Care Council Housing Communities Team Third Sector
Engage the street community to understand their impact on others	Reduced ASB reported perpetrated against, and by, street community people	Briefing to relevant staff. Capacity to monitor relevant data	Sussex Police BHCC Community Safety Team
Support people into appropriate treatment services where possible Give advice on harm reduction including safe disposal of drug litter	Number of street community people accessing treatment Reduction in drug litter in public places	Ensuring those most at risk access treatment services as appropriate	BHCC Public Health
Take action where necessary to reduce the risk and harm	Reduced ASB reported perpetrated against, and by, street community people	Identify those causing risk and harm through the High Impact Case Forum. Management of PSPO, dispersal powers and move on protocol	Sussex Police BHCC Community Safety Team

Strategic Action	Target	Resource Implication	Lead Partner
Use tenant and resident support services where appropriate to manage behaviour on the street	Reduced ASB reported perpetrated against, and by, street community people	Specialist officer and legal officer time. Court costs	BHCC Housing BHCC Adult Services
<b>Goal 9 Promote alternatives to discourage street life and begging</b>			
Promote alternatives to giving to beggars focussed on helping people move away from street life	Use communications to sustain and embed alternative giving in the public psyche	Council Communications Team capacity	BHCC Communications Team

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# Priority 5: Pathways to Independence

## Making sure supported accommodation offers solutions appropriate to residents needs

Simply putting a roof over someone's head may not resolve their housing need. Physical health, mental health and substance misuse needs, and re-engagement with society through social skills, leisure activities, education and employment is needed to make sure the person is able to maintain accommodation and an active and engaged role in their community. Supported accommodation is generally prioritised for those with an identified need who have a local connection.

Homeless Link<sup>28</sup> found that there were particular barriers associated with the environment in hostel accommodation while trying to work, or if they were recovering from issues with alcohol or substance misuse. Other people spoke about the negative impact that living in hostel accommodation had on their health and wellbeing.

A further challenge is the lack of suitable and affordable alternative accommodation for people who have formerly slept rough to move on from hostels to more appropriate supported accommodation or independence. The move to independence frees up valuable supported accommodation for other service users in need.

Improving health and care service pathways is also required to help support recovery and independence. The new homeless health and care service model described under Priority 3 will ensure that services provide an integrated response to clients' physical and mental health and substance misuse needs.

To support people sleeping rough into regaining their independence through effective treatment and life skills training, the city will:

- Goal 10: Have a flexible accommodation pathway that responds to changing needs
- Goal 11: Develop bespoke supported accommodation options where appropriate
- Goal 12: Ensure timely move-on to independent accommodation

### **Goal 10: Have a flexible accommodation pathway that responds to changing needs**

Clients in need of supported housing may have to spend an initial period in **emergency or temporary accommodation** until a vacancy arises in a suitable

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<sup>28</sup> Repeat Homelessness in Brighton, Homeless Link, 2015:

<http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>



hostel or other supported accommodation. The council has reviewed its emergency and temporary accommodation and carried out a large scale procurement exercise over the last two years to redefine standards of accommodation and management. However, this temporary accommodation is general needs emergency accommodation, and cannot provide the level of support available in supported accommodation. The city needs to focus on eliminating the waiting list for supported housing by creating opportunities for those to move on who are no longer in need of support.

Concerns about the quality of this accommodation have been raised and the council is working with providers to ensure they understand their responsibilities, can achieve the required standards and where they fall short, respond in a reasonable timeframe. There are regular inspections of premises to ensure compliance or identify where we need to raise concerns with providers. Residents are also provided with a pack of information including how to report repairs and how they report any failures to carry out reported repairs or issues with the management of the accommodation.

The **Integrated Support Pathway (ISP)** was set up in 2007 as a way of providing supported accommodation for single homeless people, people sleeping rough and ex offenders who require support. The intention of the Pathway was to move people from the streets, through a pathway of services with reducing support which would help them to develop greater independence and eventually move to independent living.

The Pathway is being remodelled in partnership across housing, social care, public health, children's services and the CCG. The aim is to ensure it meets needs, is flexible, services are personalised and asset based and fills identified gaps in provision. A Psychologically Informed Environment approach will make sure day-to-day running of hostels has been consciously designed to take into account the psychological and emotional needs of the service users recognising the emotional trauma that may cause, or arise from, an individual becoming homeless. To meet a gap in service provision, the council will be establishing a women only accommodation service for those with complex needs.

Eviction from temporary accommodation and hostels is a common cause of homeless clients returning to the streets. Whilst anti-social behaviour can not be tolerated, we need to review our eviction protocols to ensure that residents are getting the support they need and eviction is used as a last resort.

**Work and Learning** and **Peer Support** services are being remodelled and recommissioned. These support individuals' with literacy and numeracy, and accessing voluntary and paid work and also train people with experience of homelessness to support people who are on their recovery journey.

**Goal 11: Develop bespoke supported housing options where appropriate**

The council will make sure it takes advantage of opportunities to bid for funds to develop supported accommodation services which meet local needs. In December 2015, Brighton & Hove City Council was awarded government funding from the Homes & Communities Agency to develop new supported housing for older single homeless people with physical impairments who are currently living in hostel accommodation. Not only will this meet their needs more effectively in more suitable surroundings, it will free up hostel space for others in need.

**Housing First** is a new service to offer secure long term, self contained homes with intensive support to individuals who have multiple complex needs and a history of repeatedly losing accommodation, and/or are unable to live in hostels. A pilot ran for almost two years and was evaluated as a success by the University of York. The pilot has been converted into a permanent service run by St. Mungo's. This is the first Housing First project known to offer some spaces specifically for young people.

The council will continue to explore options to develop the most effective type of supported housing and services appropriate to clients needs (for example, extra care housing for those needing support but too young for older people's housing, Housing First or other models). As a part of this the council will look internationally to the European Union and beyond to identify good practice, funding or other opportunities as we learn from areas responding to similar challenges and share our knowledge.

**Goal 12: Ensure timely move-on to independent accommodation**

High costs in the private rented sector, with average rents above local housing allowance limits, mean few affordable properties become available. When they do, landlords may not accept tenants on benefits and those who have slept rough are less likely to have a deposit, advance rent, fees or a guarantor. A wide range of agencies such as **Brighton Housing Trust** and the **YMCA DownsLink Group** work to sustain accommodation or source alternatives however, the challenge is great.

Social housing is scarce with demand far in excess of supply and generally only available to those in priority need such as those with children or disabilities. This excludes most single homeless people; however, it is recognised that there may be complex cases where social housing may be an appropriate move-on solution.

More affordable homes can be found in other parts of the country which will require people to make difficult choices about where they live. Other services need to be aware of these pressures and deliver the same consistent message if we are to change perceptions and expectations.

The city needs to consider innovative solutions to provide temporary affordable homes for single people and utilise initiatives such as the credit union to provide a way for people to save money to cover the costs of moving on if the need arises.

## Strategic Action Plan: Priority 5: Pathways to Independence

Strategic Action	Target	Resource Implication	Lead Partner
<b>Goal 10</b>	<b>Have a flexible accommodation pathway that responds to changing needs</b>		
Ensure emergency, temporary and supported accommodation is safe and a suitable quality	Regular monitoring and inspections of accommodation with action plans where necessary	Within existing budget plans to 2019	BHCC Housing Services & BHCC Adult Services
Ensure emergency, temporary and supported accommodation supports wellbeing	Introduction of Psychologically Informed Environments in all hostels by March 2017	Will be done as part of retendering within existing resources	BHCC Housing Services & BHCC Adult Services
Review eviction protocols in emergency, temporary and supported accommodation	Eviction protocols reviewed by March 2017	Within existing budget plans to 2019	BHCC Housing Services & BHCC Adult Services
Allow flexibility for those with complex needs when making nominations to supported accommodation	Incorporate into the Multi-Agency Protocol	Within existing budget plans to 2019	BHCC Adult Services
Remodel and recommission supported accommodation within the integrated support pathway	Remodel and recommission 2016, mobilise 2017	Within existing budget plans to 2019	BHCC Adult Services
Implement findings of review Homeless Strategy Working Groups	Implemented by March 2017	Within existing budget plans to 2019	BHCC Adult Services & BHCC Housing
Recommission Peer Support services	By March 2017	Within existing budget plans to 2019	BHCC Adult Services
Commission Work and Learning services	By June 2017	Within existing budget plans to 2019	BHCC Adult Services
Encourage social enterprise solutions between the Third Sector and business community that provide work and learning opportunities for service users	To be discussed as part of consultation	Within existing budget plans to 2019	BHCC Adult Services, Third Sector, Business Community

Strategic Action	Target	Resource Implication	Lead Partner
<b>Goal 11</b>	<b>Develop bespoke supported housing options where appropriate</b>		
Deliver new supported scheme for older people with complex needs	Accommodation to be sourced and developed March 2017	Government funding awarded December 2015	BHCC Housing
Commission Housing First accommodation with units for young people	Contract live January 2016 (action complete)	Within existing budget plans to 2019	BHCC Adult Services
Consult women and other groups about delivery of service which best meet their needs	Develop women only accommodation provision	Commissioning by March 2017	BHCC Adult Services
Explore options to develop the most effective type of supported housing or alternative solutions appropriate to clients needs	Ongoing review of local, national, government and international opportunities for good practice and funding	Subject to funding opportunities (whether BHCC, Third Sector, government, EU or other institutional funding)	BHCC Adult Services, BHCC Housing, BHCC Regeneration, BHCC International Team
<b>Goal 12</b>	<b>Ensure timely move on to independent accommodation</b>		
Ensure all those on the pathway to independence have a move-on plan developed at an early stage	Incorporated as part of the new model tender March 2017	Within existing budget plans to 2019	BHCC Adult Services
Work with third sector and landlords to source secure accommodation suitable for single people	Target to be developed in 2016	Within existing budget plans to 2019	BHCC Adult Services & BHCC Housing Third Sector
Ensure those ready for general needs accommodation are supported to manage their tenancy	Incorporate into the Multi-Agency Protocol	Within existing budget plans to 2019	BHCC Adult Services & Third Sector
Improve access to social housing where appropriate to meet needs of those ready	Allocations Policy Review in progress 2016/17	Social housing demand exceeds supply	BHCC Housing

Don't  
walk by if  
you see  
someone  
sleeping  
rough.



Connecting rough sleepers to local services

**Street**  
**Link**

**0300 500 0914**

**[www.streetlink.org.uk](http://www.streetlink.org.uk)**

# Housing Strategy Team

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City Council

# Equality Impact and Outcome Assessment (EIA) Template - 2015

**EIAs make services better for everyone and support value for money by getting services right first time.**

EIAs enable us to consider all the information about a service, policy or strategy from an equalities perspective and then action plan to get the best outcomes for staff and service-users<sup>1</sup>. They analyse how all our work as a council might impact differently on different groups<sup>2</sup>. They help us make good decisions and evidence how we have reached these decisions<sup>3</sup>.

See end notes for full guidance. Either hover the mouse over the end note link (eg: Age<sup>13</sup>) or use the hyperlinks ('Ctrl' key and left click).

**For further support or advice please contact the Communities, Equality and Third Sector Team on ext 2301.**

## 1. Equality Impact and Outcomes Assessment (EIA) Template

First, consider whether you need to complete an EIA, or if there is another way to evidence assessment of impacts, or that an EIA is not needed<sup>4</sup>.

<b>Title of EIA<sup>5</sup></b>	Brighton & Hove Rough Sleeping Strategy 2016	<b>ID No.<sup>6</sup></b>	HS66
<b>Team/Department<sup>7</sup></b>	Housing Strategy Team, Environment, Development & Housing		
<b>Focus of EIA<sup>8</sup></b>	<p>The issue of people sleeping rough has become more acute with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.</p> <p>The city's current approach to rough sleeping has been re-assessed in partnership with stakeholders including commissioners, service providers, advocates and using research with those who are sleeping rough or have previously slept rough, to develop this strategic plan which shows how we can come together as a city to improve lives.</p> <p>The Brighton &amp; Hove Rough Sleeping Strategy details the approach to making sure that no-one has the need to sleep rough in Brighton &amp; Hove by 2020.</p> <p>It has being developed in phases to give stakeholders opportunity to help shape the city's priorities and future action:</p> <ul style="list-style-type: none"><li>• Position Statement was published in November 2015 and summarised the city's current approach</li></ul>		

to rough sleeping. The Paper was used as the basis for consultation in December 2015.

- Stakeholder Summit (December 2015) and additional consultation: this brought together a range of stakeholders to review the city's approach to rough sleeping.
- Rough Sleeping Strategy 2016 which built on the Position Paper and options developed in the summit (additional consultation was carried out on the draft strategy)
- Implementation 2016/17: Delivers the city's strategy and remodelling or redesigning services where necessary.

The strategy is not just about those living and sleeping on the city's streets but all those, predominantly single people, who are homeless where there is not likely to be a statutory housing responsibility. For the purposes of the strategy, we will be defining people sleeping rough as:

- Those sleeping rough within Brighton & Hove
- Squatters who were previously or are at risk of sleeping rough
- Sofa surfers who were previously or are at risk of sleeping rough
- Those living in motor vehicles (not including Travellers)
- Those living in tents (not including campers, protesters or Travellers)

As the prevention agenda and supported accommodation are an important part of the pathway to preventing and minimising rough sleeping, the city's strategy also covers those considered to be at risk of rough sleeping and those currently supported in hostels who were previously sleeping rough.

We have considered the measures to prevent people sleeping rough, services provided to support people on the streets and approaches to help people move on from rough sleeping in a sustained way that will reduce rough sleeping in the city and improve outcomes for those at risk or sleeping rough.

If the city does not reduce rough sleeping there will be:

- More health problems and early deaths
- More suffering and hardship
- Crisis pressure on the Police, hospital accident and emergency and other services
- Crime and anti-social behaviour associated with rough sleeping and street drinking
- Increased costs to the local authority, Police and NHS
- Reputation damage as a caring city
- Tourism impact from street begging



## Update on previous EIA and outcomes of previous actions

What actions did you plan last time? (List them from the previous EIA)	What improved as a result? What outcomes have these actions achieved?	What <u>further</u> actions do you need to take? (add these to the Action plan below)
No previous EIA as this is a new strategy	n/a	n/a

## 2. Impacts Identified in this Assessment

Protected characteristics groups from the Equality Act 2010	What do you know <sup>9</sup> ? Summary of data about your service-users and/or staff	What do people tell you <sup>10</sup> ? Summary of service-user and/or staff feedback	What does this mean <sup>11</sup> ? Impacts identified from data and feedback (actual and potential)	What can you do <sup>12</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
Age <sup>13</sup>	<p>The 2014/15 Rough Sleeper Annual Report recorded 1,129 cases of rough sleeping (involving 775 people). Of these 12% (136 cases) were aged 17-25; 7% (83 cases) were over 55.</p> <p>The majority of people sleeping rough are aged between 25 and 49 years old and this has not changed over the years<sup>1</sup>.</p>	<p>Lack of accommodation across all tenures, with younger people encountering more barriers to finding housing e.g. landlords not wanting under 25's, affordability etc.</p> <p>Young people choosing to sleep rough rather than use youth hostels because the environment is chaotic and also not</p>	<p>Having no local connection is a barrier to accessing help and support for people sleeping rough across all age groups</p> <p>Need to work to help people to reconnect, where it is appropriate e.g. family mediation</p> <p>Lack of accommodation</p>	<p>Deliver new supported scheme for older people with complex needs</p> <p>Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.</p> <p>Continue to develop the</p>

<sup>1</sup> Rough Sleeper Annual Report and the Rough Sleeper & Single Needs Assessment 2014

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	<p>There is a group of older people in supported accommodation who used to sleep rough who would benefit from more tailored accommodation suitable to their needs.</p> <p>The average age of death for a homeless person nationally is estimated to be 47 years old compared to 77 for the general population</p> <p>Nationally, it is estimated that the use of inpatient hospital care by people who are sleeping rough or living in insecure accommodation (such as hostels) is eight times higher than in the general population aged 16-64</p>	<p>engage with services and therefore putting themselves at more risk</p> <p>Parental eviction and having no local connection are issues for young people</p> <p>Young people are more likely to be amongst the hidden homeless – living in squats</p> <p>Need to actively encourage the retention and increase in shared accommodation, particularly for men and women under 35</p> <p>There is cohort of older people sleeping rough with health issues</p> <p>As the average age is 47 put a larger emphasis on accommodation and support for those aged over 40.</p> <p>A problem with more and</p>	<p>and support for younger people</p> <p>Lack of accommodation and support for older people</p>	<p>Young People's Accommodation and Support Pathway</p> <p>Ensure Care Act assessments are carried out for older and frail people sleeping rough</p> <p>Commission Housing First accommodation with units for young people (action complete early 2016 – service in place)</p>

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		<p>more under 35s needing shared accommodation, more HMOs will be needed therefore more family sized homes lost</p> <p>Family mediation is important in working to prevent the homelessness of 16-25 year olds who find themselves evicted from the family home or wanting to leave</p> <p>Young people aged 18 and over can slip through the services when they leave abusive or harmful family home situations especially if they do not disclose their circumstances)</p>		
<b>Disability</b> <sup>14</sup>	<p>Brighton &amp; Hove Homeless Health Needs Audit 2014 reported that 84% of people sleeping rough had at least one physical health issue.</p> <p>The Brighton &amp; Hove Better Care Plan has</p>	<p>A high percentage of homelessness can be linked to mental health disorders</p> <p>There are examples good practice and joint working between the different agencies e.g. health and</p>	<p>Housing, health and social care need to work together to provide a holistic approach to improving people's health and wellbeing</p> <p>Health service reports high levels of service</p>	<p>Allow flexibility for those with complex needs when making nominations to supported accommodation</p> <p>Develop integrated joint assessments and support planning across housing,</p>

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	<p>highlighted that many people face multiple disadvantages, including mental and physical health issues, drug and alcohol misuse and experience of violence and abuse while sleeping rough. Many will have complex needs and in addition to physical health issues can have any combination of additional needs such as severe mental illness, learning disability, problems with substance misuse, etc.<sup>1</sup></p> <p>The City's Joint Strategic Needs Assessment<sup>2</sup> highlights a high prevalence of mental and physical ill-health and drug and alcohol dependency amongst people sleeping rough. Other common problems</p>	<p>homeless services, outreach services and regular meetings</p> <p>Improve services – joined up working across all agencies, build in peer support models, mental health services more flexible, more training and engagement and more healthcare workers on the streets e.g. mobile health centres, multi disciplinary teams to assess people and clear service pathways after assessment, which includes accommodation</p> <p>Clients are identified as needing accommodation when being discharged from institutions, such as prison and hospital</p> <p>Core funding for</p>	<p>need caused by rough sleeping</p> <p>There is a waiting list for the city's hostel beds and mental health hostel beds</p>	<p>care and health</p> <p>Implement a scheme to target those entrenched / complex rough sleepers based on bespoke responses to individual needs through a multi agency response</p> <p>Review access to, and support for, assessment of rough sleepers under the Mental Capacity Act and Care Act to ensure that access is timely and supported by clear protocols and staff training</p> <p>As part of the Better Care initiative overseen by the Health and Wellbeing Board, develop an integrated health and care model for the single homeless.</p> <p>Provide a primary care</p>

<sup>1</sup> Homelessness Scrutiny Report 2014

<sup>2</sup> Joint Strategic Needs Assessment 2014: Rough Sleeping and Single Homeless: <http://www.bhconnected.org.uk/sites/bhconnected/files/jsna-6.4.3-Rough-sleepers2.pdf>

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	<p>include physical trauma (especially foot trauma), skin problems, respiratory illness and infections (including hepatitis).</p> <p>Nationally, it is estimated that the use of inpatient hospital care by people who are sleeping rough or living in insecure accommodation (such as hostels) is eight times higher than in the general population aged 16-64</p>	<p>homeless GP practice is low compared to other areas with comparable service/need</p> <p>Quality of accommodation - emergency and temporary accommodation and move on accommodation options – need to be healthy / health aware            Ensure attention on how improving health is part of individuals' plans to support move on and independence</p> <p>More long-term provision for those people who will never be able to live independently either for physical or mental health reason</p> <p>Where there are addiction or mental health issues there needs to be adequate and ongoing support for rough sleepers and their</p>		<p>led hub with a multidisciplinary team delivering services in a number of settings in the city.</p> <p>Provide a new permanent Assessment Centre with a number of temporary (sit-up) beds to enable service providers to assess the needs of people sleeping rough in a stable environment.</p> <p>Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.</p>

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		<p>families</p> <p>Engage mental health providers to ensure mental health care needs are met 90% of rough sleepers have psychiatric issues</p> <p>Dedicated hostel support for people with physical needs is good but need more provision for other ages, not just older people</p> <p>Health not only needs to be part of the response or reactive phase but also the preventative and targeting phase – i.e. how do we prevent mental health from deteriorating on the streets or how do we identify those with mental health issues likely to end up on the streets and prevent it rather than simply assessing and managing mental health conditions when</p>		

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		<p>presented at an assessment centre.</p> <p>Better integrate mental health services to rough sleeping clients. Lack of access to Secondary mental health services. MH services to prioritise rough sleeping. More access/ services to PD units</p>		
<b>Gender reassignment<sup>15</sup></b>	<p>The JSNA 2014 reported that 2% people who were rough sleeping or single homeless identified as Trans*, an increase in the number reported 2013</p>	<p>The Brighton &amp; Hove Trans* Needs Assessment 2015 reported that Trans* people experienced discrimination and/or abuse from other homeless people when rough sleeping and felt that hostels were felt not to be safe spaces for trans* people particularly in respect of appropriate male/female sleeping arrangements and discrimination from other hostel users.</p>	<p>Trans* people find there are more barriers in accessing services</p> <p>Trans* people are more unlikely to engage and to at greater risk</p>	<p>Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.</p> <p>Robust enforcement action where necessary to reduce the risk and harm to Trans* people</p> <p>Implement the housing recommendations of the Trans* Needs Assessment</p>

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		There needs to be an acknowledgement that transphobia often comes without evidence, and greater leeway should be provided for Trans* people who move to the area as they consider it to be a safer place to live.		
<b>Pregnancy and maternity</b> <sup>16</sup>	The instances of pregnant females sleeping rough – the annual count was 8 in 2013/14. Although the numbers are small it is important to engage with and support them at the earliest opportunity.	No specific feedback received relating to this	Once pregnant females are identified, they are offered accommodation under the homeless duty	Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.
<b>Race</b> <sup>17</sup>	A total of 296 people (98%) indicated their ethnicity during the Brighton & Hove Homeless Health Needs Audit 2014. Out of these, 212 were White British (72%) and 84 were from Black and Minority Ethnic (BME) groups (28%) which includes all individuals who classified their ethnic group as	Sleeper Annual Report recorded 1,129 cases of rough sleeping (involving 775 people). Of these 19% (212 cases) were not from the UK with the largest group from central or eastern Europe (86 cases, a 50% increase from this region on 2013/14)  Young people who have	Although no specific impacts identified from data and feedback for Race, when looking at nationality, many are not British citizens and therefore not have a local connection and not be entitled to access some services provided in the city.	Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.  Primarily a nationality actions rather than Race but may be relevant here:



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	something other than White British. These figures suggest that the homeless population is more ethnically diverse than the general population in Brighton & Hove.	ideological / cultural clashes with their parents that can put themselves at risk of becoming homeless and at risk of harm  Young asylum seekers have been known to chose to sleep rough rather than being placed in a hostel as they found hostels too chaotic and distressing		Make sure those reconnected have a support plan in place that offers a sustainable move away from the streets  Ensure those with no recourse to public funds are signposted to agencies that can offer advice, advocacy and support (eg Doctors of the World)
<b>Religion or belief<sup>18</sup></b>	The Brighton & Hove JSNA 2011/12 data suggests that of the rough sleepers and single homeless people in Brighton & Hove - 52% had no religion with 20% self classifying as Christian, 3% Muslim, 2% Buddhist and less than 1% Jewish.	No specific feedback received relating to this  Young people who have ideological / cultural clashes with their parents that can put themselves at risk of becoming homeless and at risk of harm	No specific impacts identified	Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.  Work with Faith groups supporting those sleeping rough sign up to the vision and aims of the strategy

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<b>Sex/Gender<sup>19</sup></b>	The 2014/15 Rough Sleeper Annual Report recorded 1,129 cases of rough sleeping (involving 775 people). Of these 83% were male and 17% were female	<p>Homeless Link<sup>1</sup> found that, rather than sleep on the streets, many, especially women, described staying out of sight and moving around because they felt vulnerable. Many had been or knew someone who had been a victim of violence and/or abuse, including robbery, intimidation and rape.</p> <p>More women only safe places for women who are homeless</p> <p>By relocating single people to other parts of the country many, usually but not exclusively males, will be separated from their family e.g. children from broken relationships</p> <p>Men can be victims of domestic abuse and this needs to be addressed</p>	<p>Single males are less likely to be accepted as unintentionally homeless and in priority need and therefore at greater risk of becoming street homeless.</p> <p>The is a smaller number of women but they are more likely to feel isolated and vulnerable therefore at risk of becoming a victim of crime or becoming involved in inappropriate relationships to feel safer on the streets</p>	<p>Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.</p> <p>Consult women and other groups about delivery of service which best meet their needs and develop services where needed</p>

<sup>1</sup> Repeat Homelessness in Brighton, Homeless Link, 2015: <http://www.homeless.org.uk/sites/default/files/site-attachments/Picture%20the%20Change.Repeat%20Homelessness%20in%20Brighton.pdf>

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<b>Sexual orientation<sup>20</sup></b>	The findings of the Stonewall Housing Finding Safe Spaces project identified that, for LGBT* sleeping rough in the city, more often than not, rough sleeping was related to their sexual orientation or gender identity, having a detrimental and often irreversible effect on their support systems of people who care such after coming out to friends or family. Many LGBT* people sleeping rough do not have a local connection and therefore are not entitled to some services provided in the city.	<p>The findings of the Stonewall Housing Finding Safe Spaces project identified that, for LGBT* sleeping rough in the city, many did not feel safe in hostels or on the streets. Drugs, alcohol, sex work or sex in exchange for accommodation was used as a way to secure a place to sleep, despite the great risk to safety as well as to their mental, physical and sexual health.</p> <p>The requirement to have a local connection is not always the fairest way of prioritising need. People fleeing their families or abusive situations may have no alternative but to return to those situations or end up rough sleeping. Perhaps it would be better to look at someone's situation more holistically to determine their need, local</p>	LGBT* fleeing homophobia can find it more difficult to access services as they do not have a local connection and are at greater risk of becoming street homeless	Ensure all commissioned providers implement recommendations of Stonewall Housing LGBT* report and encourage non-commissioned services to also sign up  Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.

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		<p>connection could be one of those areas looked at, but so could health, are they victims of crime etc.</p> <p>Young LGBT people can be at more risk of parental eviction or leaving the family home and not engaging in services and are at risk of harm</p> <p>LGBT people can be very different to other people as they can be a target and may bullied if open about their gender / sexuality</p> <p>Share details with networks such as LGBT Brighton &amp; Hove Network</p> <p>LGBT community should be involved with the solutions</p>		
<b>Marriage and civil partnership<sup>21</sup></b>	Bedsit and studio flats are more affordable for couples on local housing allowance however there may be a challenge	Relationship breakdown is a known reason for people ending up sleeping rough	Without robust assessments the placement of couples together may be detrimental to their	Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care,

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	<p>securing advance rents, deposits, fees and a guarantor</p> <p>The number of couples sleeping rough on the streets is relative low and as this is a transient population relationships are often not long-term. Although there is some accommodation available in the city for couples and services providers will try to accommodate couples in the same hostel, there are risks that need to be assessed e.g. potentially violent relationships, relationships that do not support positive outcomes for either one or both partners.</p>		wellbeing	which services are working with them and the support available.
<b>Community Cohesion<sup>22</sup></b>	<p>Those sleeping rough are more likely to be the victim of crime than the general population. Whilst the street population is often associated to crime and anti-social behaviour, it is estimated that only half of</p>	<p>People who have been housed in hostels often congregate outside and annoy other resident in the area</p> <p>Residents can feel intimidated or reluctant to go into the city centre</p>	<p>Police and prisons report high levels of service need caused by rough sleeping</p> <p>People sleeping rough are at more risk of having a crime perpetrated against them.</p>	<p>Support people into appropriate treatment services where possible as an alternative to enforcement</p> <p>When necessary and proportionate, use place based enforcement to</p>

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	those on the streets are sleeping rough, with the other half housed. The street population is a diverse collection of groups and can be defined as people having one or more of the following attributes: rough sleeping; street drinking / begging; antisocial behaviour; insecurely housed (e.g. hostel or temporary accommodation) and spending a high level of time in street based activities, which may have a negative impact on other members of the public.	and can have potential on tourists who feel the same and stay away from Brighton	<p>Antisocial behaviour is damaging both to residents, to people sleeping rough and to the city's tourist economy</p> <p>Measures to reduce rough sleeping will decrease the level of crime and perception of crime and increase the availability of the emergency services making the city a safer place for residents and visitors alike.</p>	<p>protect the public realm and reduce risk and harm to people</p> <p>Take robust enforcement action where necessary to reduce the risk and harm caused to people</p> <p>Work with housing providers where housed residents are causing nuisance, begging or other ASB within the street community</p>
<b>Other relevant groups<sup>23</sup></b>	<b>Armed Forces:</b> There is no evidence to suggest there is a local issue with rough sleeping amongst former armed forces personnel. The Rough Sleeping & Single Homeless Needs Assessment 2013 recorded a snapshot of hostel residents on the	<b>Armed Forces:</b> A request was received to make sure Armed Forces support groups are linked to the new strategy  <b>Health:</b> Issues about drug use in hostels – not safe places	<b>Armed Forces:</b> Maintaining strategic links will enable them to respond rapidly when the need arises  <b>Health:</b> Pressure on services with those services unable to meet the need expediently	<b>Armed Forces:</b> Service commissioners are linked with the Sussex Armed Forces Network should a need for targeted work be required in future.  <b>Health:</b> Ensure substance misuse services are aligned with the new

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	<p>11th March 2013 which showed that 6 out of 307 (2%) residents had previously been in the armed forces.</p> <p><b>Health:</b> The Brighton &amp; Hove Homeless Health Audit 2013 reported that 72% of rough sleepers reported needs around alcohol use and 47% of rough sleepers reported needs around drug use. The Brighton &amp; Hove Better Care Plan has highlighted that many people faced multiple disadvantages, including mental and physical health issues, drug and alcohol misuse and experience of violence and abuse while sleeping rough. Health service reports high levels of service need caused by rough sleeping. There is a waiting list for the city's hostel beds and mental health hostel beds</p>	<p>People with multiple and complex needs need more options, rather than just being kept alive. Need a multi disciplinary team</p> <p>Training in understanding people with multiple complex needs</p> <p>The needs of carers and cared for people or people with pts need to be considered</p>	<p>People with complex needs will require more tailored support</p>	<p>service model</p> <p>Allow flexibility for those with complex needs when making nominations to supported accommodation</p> <p>Develop integrated joint assessments and support planning across housing, care and health</p> <p>Implement a scheme to target those entrenched / complex rough sleepers based on bespoke responses to individual needs through a multi agency response</p> <p>Provide each person with their own Multi-Agency Plan that will outline who is responsible for co-ordinating their care, which services are working with them and the support available.</p>

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<b>Cumulative impact<sup>24</sup></b>	People rough sleeping have complex needs which can only be met through multi-agency working	There is not a 'one size fits all' approach as street community not one group with the same needs or wants  The street community issue is wider than homelessness	Reducing services in any of the identified areas will impact on other services  Police, prisons and health service already report high levels of service need caused by rough sleeping	Ensure all services work together element effective solutions to reduce the number of people sleeping rough to zero
<b>Assessment of overall impacts and any further recommendations<sup>25</sup></b>				
All	The budget for Housing Related Support and Better Care linked to rough sleeping services was £4.8m for 2015/16 The Community and Voluntary Sector is estimated to contribute many more millions from other funding sources and in-kind support such	More quality accommodation across the different types – emergency, supported, move-on  Extend the use of the severe weather shelter  Joint working across all the different agencies	No information on some homeless people and how to engage with them  Lack of funding will impact on resources and therefore impact on the lives of people sleeping rough  Lack of affordable	More research  See actions above



<b>Protected characteristics groups from the Equality Act 2010</b>	<b>What do you know<sup>9</sup>?</b> Summary of data about your service-users and/or staff	<b>What do people tell you<sup>10</sup>?</b> Summary of service-user and/or staff feedback	<b>What does this mean<sup>11</sup>?</b> Impacts identified from data and feedback (actual and potential)	<b>What can you do<sup>12</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>as through volunteering.</p> <p>Lack of information for many of the hidden homeless e.g. whose living in squat, sleeping on sofas, staying with friends and family</p>	<p>with well trained staff and resources</p> <p>Affordability of housing in the city</p> <p>Work with the private rented sector and actively encourage the retention and increase in shared accommodation</p> <p>Look at directing people to affordable accommodation outside the city</p> <p>More prevention work e.g. more support to people at risk of losing their accommodation</p> <p>Provide guidance to residents and visitors as to how to help homeless people</p> <p>More partnerships with local employers to provide jobs to homeless people</p>	<p>accommodation contributes to street homelessness</p> <p>Living on the street impacts negatively on people's health and wellbeing</p> <p>Lack of employment increasing the likelihood of becoming homeless</p>	

<b>Protected characteristics groups from the Equality Act 2010</b>	<b>What do you know<sup>9</sup>?</b> Summary of data about your service-users and/or staff	<b>What do people tell you<sup>10</sup>?</b> Summary of service-user and/or staff feedback	<b>What does this mean<sup>11</sup>?</b> Impacts identified from data and feedback (actual and potential)	<b>What can you do<sup>12</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
		<p>Van dwellers need to be considered</p> <p>Joint working across the region to develop a region-wide response and solution</p> <p>Utilise empty properties for people who are homeless</p> <p>Good to have a dedicated key worker or targeted support for those who may lose a tenancy, especially as a result of welfare changes</p> <p>Need better information sharing between the NHS and council</p>		

### 3. List detailed data and/or community feedback which informed your EIA

Title (of data, research or engagement)	Date	Gaps in data	Actions to fill these gaps (add these to the Action plan below)
Annual Update on the Scrutiny Panel on Homelessness	September 2015	None	
BHT Impact Report 2015	2015	None	
Brighton & Hove Community Strategy		None	
Brighton & Hove Homeless Health Needs Audit	February 2014	None	
Brighton & Hove Homelessness Review 2013	2008-2013	None	
Finding safe spaces - Understanding the experiences of lesbian, gay, bisexual and trans* rough sleepers	2014	None	
Homelessness Strategy 2014 – 2019	June 2014	None	
Hostels and Homeless Provision	December 2014	None	
Housing and Support for Young People aged 16-25: Needs Assessment	October 2012	None	
Housing Related Support Commissioning Plan	January 2015	None	
Housing Strategy 2015	2015	None	

Joint Strategic Needs Assessment 2014: Rough Sleeping and Single Homeless	2014	None	
Repeat Homelessness in Brighton, Homeless Link, 2015	2015	None	
Report of the Homelessness Scrutiny Panel	February 2014	None	
Research into the Financial Benefits of the Supporting People Programme, Department of Communities and Local Government 2009	2009	None	
Response to Scrutiny Panel on Homelessness	December 2014	None	
Rough Sleeper & Single Homeless Needs Assessment	June 2013	None	
Rough Sleeper & Single Homeless Needs Assessment Steering Group	June 2015 - ongoing	None	
Rough Sleeping Strategy: Position Paper	Autumn 2015	None	
Rough Sleeping Strategy: Draft Strategy	Spring 2016	None	
Rough Sleepers Street Services and Relocation Team: Annual Report 1st April 2014 to 31st March 2015	2015	None	
St. John's Ambulance Homeless Service Annual Report 2014	2014	None	
Supported Accommodation Panel Review & draft recommendations	August 2015	None	
The government's new rough sleeping strategy: No One Left Out – a new	December 2008	None	

goal to ending rough sleeping			
The Hidden Truth about Homelessness – Experiences of Single Homelessness in England, May 2011	2011	None	
The reconnection of rough sleepers within the UK: an evaluation	March 2014	None	
The reconnection of rough sleepers within the UK: an evaluation	March 2015	None	
Update on Better Care Homeless Programme	March 2015	None	

#### 4. Prioritised Action Plan<sup>26</sup>

Impact identified and group(s) affected	Action planned	Expected outcome	Measure of success	Timeframe
NB: These actions must now be transferred to service or business plans and monitored to ensure they achieve the outcomes identified.				
Disability Other relevant groups	Allow flexibility for those with complex needs when making nominations to supported accommodation	Incorporated into the Multi-Agency Protocol	Successful outcomes for people nominated to supported accommodation	June 2016
Disability Other relevant groups	Provide temporary beds for those with complex needs to ensure	Permanent assessment centre(s) with temporary (sit-up) beds set up	Reduction in people sleeping rough who have complex needs	March 2017

<b>Impact identified and group(s) affected</b>	<b>Action planned</b>	<b>Expected outcome</b>	<b>Measure of success</b>	<b>Timeframe</b>
	engagement before reconnection assessment			
Disability Other relevant groups	Develop integrated joint assessments and support planning across housing, care and health	All clients to have their own Multi-Agency Plan	Better support for people health and care need	Pilot late 2016 to go live March 2017
Disability Other relevant groups	Implement a scheme to target those entrenched / complex rough sleepers based on bespoke responses to individual needs through a multi agency response	Scheme implemented	Reduction in people sleeping who are entrenched and/or have complex needs	Scheme late 2016
Sexual orientation	Ensure providers implement recommendations of Stonewall Housing LGBT* report	Recommendations included in Multi-Agency Protocol	Recommendation of Stonewall Housing LGBT* implemented	March 2017
Sex/Gender	Consult women and other groups about delivery of service which best meet their needs	Develop women only accommodation provision	Accommodation commissioned that will reduce the vulnerability of women	Commissioning by March 2017
Gender Reassignment	Implement the housing recommendations of the Trans* Needs Assessment	Recommendations in place	Trans people supported	2017
Age	Continue to develop the Young People's Accommodation and Support Pathway	Young people's bed spaces in the Housing First	Accommodation provided	Jan 2016 (complete)
Age	Deliver new supported scheme for older people with complex needs	Accommodation to be sourced and developed	Reduction in the number of older people with complex needs who are street homeless and	March 2017

<b>Impact identified and group(s) affected</b>	<b>Action planned</b>	<b>Expected outcome</b>	<b>Measure of success</b>	<b>Timeframe</b>
			potentially becoming street homeless	
Age	Commission Housing First accommodation with units for young people	Provision of accommodation for young people	Reduction in the number of younger people who are street homeless or threatened with becoming street homeless	Contract live January 2016 (action complete)
Age	Ensure Care Act assessments are carried out for older and frail people sleeping rough	Include in integrated joint assessments across housing, care and health	Successfully integrated	March 2017
Disability Other relevant groups	Commission new integrated health and social care model for homeless	New integrated health and social care model commissioned	Model commissioned	April 2016 – March 2017
Disability Other relevant groups	Review access to, and support for, assessment of rough sleepers under the Mental Capacity Act and Care Act to ensure that access is timely and supported by clear protocols and staff training	People sleeping rough are able to access the service and support provided	Review completed and access and support improved	December 2016
Other relevant groups	Ensure substance misuse services are aligned with the new service model	Improved service provision	Successful alignment of services	March 2017
Other relevant groups	Support people into appropriate treatment services where possible as an alternative to enforcement	Increase in the number of street community people accessing treatment	Improved health for people sleeping rough	To be determined as part of final strategy development

<b>Impact identified and group(s) affected</b>	<b>Action planned</b>	<b>Expected outcome</b>	<b>Measure of success</b>	<b>Timeframe</b>
Community Cohesion	When necessary and proportionate, use place based enforcement to protect the public realm and reduce risk and harm to people	Reduced ASB reported perpetrated against, and by, street community people	Reduction in ASB activity against and by street community people	To be determined as part of final strategy development
Community Cohesion	Work with housing providers where housed residents are causing nuisance, begging or other ASB within the street community	Reduced crime and disorder reported against, and by, street community people	Reduction in incidences crime and disorder on the streets	2017
Religion or belief	Work with Faith groups supporting those sleeping rough sign up to the vision and aims of the strategy	Faith groups pledging to support the strategy	A single service offer for those sleeping rough	2017
All	Develop a Multi-Agency Protocol for Brighton & Hove	Improved services to people sleeping rough or potentially becoming street homeless	Agencies working together to eliminate street homelessness	March 2017 (to include data sharing agreement)

**EIA sign-off:** (for the EIA to be final an email must sent from the relevant people agreeing it or this section must be signed)

**Lead Equality Impact Assessment officer:**

**Sue Garner-Ford**

**Date: 18 May 2016**

**Directorate Management Team rep or Head of Service:**

**Andy Staniford**

**Date: 18 May 2016**

**Communities, Equality Team and Third Sector officer:**

**Clair Hopkins**

**Date: 24 May 2016**



## Guidance end-notes

<sup>1</sup> The following principles, drawn from case law, explain what we must do to fulfil our duties under the Equality Act:

- **Knowledge:** everyone working for the council must be aware of our equality duties and apply them appropriately in their work.
- **Timeliness:** the duty applies at the time of considering policy options and/or before a final decision is taken – not afterwards.
- **Real Consideration:** the duty must be an integral and rigorous part of your decision-making and influence the process.
- **Sufficient Information:** you must assess what information you have and what is needed to give proper consideration.
- **No delegation:** the council is responsible for ensuring that any contracted services which provide services on our behalf can comply with the duty, are required in contracts to comply with it, and do comply in practice. It is a duty that cannot be delegated.
- **Review:** the equality duty is a continuing duty. It applies when a policy is developed/agreed, and when it is implemented/reviewed.
- **Proper Record Keeping:** to show that we have fulfilled our duties we must keep records of the process and the impacts identified.

NB: Filling out this EIA in itself does not meet the requirements of the equality duty. All the requirements above must be fulfilled or the EIA (and any decision based on it) may be open to challenge. Properly used, an EIA can be a tool to help us comply with our equality duty and as a record that to demonstrate that we have done so.

### <sup>2</sup> Our duties in the Equality Act 2010

As a council, we have a legal duty (under the Equality Act 2010) to show that we have identified and considered the impact and potential impact of our activities on all people with 'protected characteristics' (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnership).

This applies to policies, services (including commissioned services), and our employees. The level of detail of this consideration will depend on what you are assessing, who it might affect, those groups' vulnerability, and how serious any potential impacts might be. We use this EIA template to complete this process and evidence our consideration.

**The following are the duties in the Act. You must give 'due regard' (pay conscious attention) to the need to:**

- **avoid, reduce or minimise negative impact** (if you identify unlawful discrimination, including victimisation and harassment, you must stop the action and take advice immediately).
- **promote equality of opportunity.** This means the need to:
  - Remove or minimise disadvantages suffered by equality groups
  - Take steps to meet the needs of equality groups
  - Encourage equality groups to participate in public life or any other activity where participation is disproportionately low
  - Consider if there is a need to treat disabled people differently, including more favourable treatment where necessary
- **foster good relations between people who share a protected characteristic and those who do not.** This means:
  - Tackle prejudice
  - Promote understanding

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<sup>3</sup> EIAs are always proportionate to:

- The size of the service or scope of the policy/strategy
- The resources involved
- The numbers of people affected
- The size of the likely impact
- The vulnerability of the people affected

The greater the potential adverse impact of the proposed policy on a protected group (e.g. disabled people), the more vulnerable the group in the context being considered, the more thorough and demanding the process required by the Act will be.

<sup>4</sup> **When to complete an EIA:**

- When planning or developing a new service, policy or strategy
- When reviewing an existing service, policy or strategy
- When ending or substantially changing a service, policy or strategy
- When there is an important change in the service, policy or strategy, or in the city (eg: a change in population), or at a national level (eg: a change of legislation)

Assessment of equality impact can be evidenced as part of the process of reviewing or needs assessment or strategy development or consultation or planning. It does not have to be on this template, but must be documented. Wherever possible, build the EIA into your usual planning/review processes.

**Do you need to complete an EIA? Consider:**

- Is the policy, decision or service likely to be relevant to any people because of their protected characteristics?
- How many people is it likely to affect?
- How significant are its impacts?
- Does it relate to an area where there are known inequalities?
- How vulnerable are the people (potentially) affected?

If there are potential impacts on people but you decide not to complete an EIA it is usually sensible to document why.

<sup>5</sup> **Title of EIA:** This should clearly explain what service / policy / strategy / change you are assessing

<sup>6</sup> **ID no:** The unique reference for this EIA. If in doubt contact Clair ext: 1343

<sup>7</sup> **Team/Department:** Main team responsible for the policy, practice, service or function being assessed

<sup>8</sup> **Focus of EIA:** A member of the public should have a good understanding of the policy or service and any proposals after reading this section. Please use plain English and write any acronyms in full first time - eg: 'Equality Impact Assessment (EIA)'

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This section should explain what you are assessing:

- What are the main aims or purpose of the policy, practice, service or function?
- Who implements, carries out or delivers the policy, practice, service or function? Please state where this is more than one person/team/body and where other organisations deliver under procurement or partnership arrangements.
- How does it fit with other services?
- Who is affected by the policy, practice, service or function, or by how it is delivered? Who are the external and internal service-users, groups, or communities?
- What outcomes do you want to achieve, why and for whom? Eg: what do you want to provide, what changes or improvements, and what should the benefits be?
- What do existing or previous inspections of the policy, practice, service or function tell you?
- What is the reason for the proposal or change (financial, service, legal etc)? The Act requires us to make these clear.

<sup>9</sup> **Data:** Make sure you have enough data to inform your EIA.

- What data relevant to the impact on protected groups of the policy/decision/service is available?<sup>9</sup>
- What further evidence is needed and how can you get it? (Eg: further research or engagement with the affected groups).
- What do you already know about needs, access and outcomes? Focus on each of the protected characteristics in turn. Eg: who uses the service? Who doesn't and why? Are there differences in outcomes? Why?
- Have there been any important demographic changes or trends locally? What might they mean for the service or function?
- Does data/monitoring show that any policies or practices create particular problems or difficulties for any groups?
- Do any equality objectives already exist? What is current performance like against them?
- Is the service having a positive or negative effect on particular people in the community, or particular groups or communities?
- Use local sources of data (eg: JSNA: <http://www.bhconnected.org.uk/content/needs-assessments> and Community Insight: <http://brighton-hove.communityinsight.org/#> ) and national ones where they are relevant.

<sup>10</sup> **Engagement:** You must engage appropriately with those likely to be affected to fulfil the equality duty.

- What do people tell you about the services?
- Are there patterns or differences in what people from different groups tell you?
- What information or data will you need from communities?
- How should people be consulted? Consider:
  - (a) consult when proposals are still at a formative stage;
  - (b) explain what is proposed and why, to allow intelligent consideration and response;
  - (c) allow enough time for consultation;
  - (d) make sure what people tell you is properly considered in the final decision.
- Try to consult in ways that ensure all perspectives can be considered.
- Identify any gaps in who has been consulted and identify ways to address this.

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<sup>11</sup> Your EIA must get to grips fully and properly with actual and potential impacts.

- The equality duty does not stop decisions or changes, but means we must conscientiously and deliberately confront the anticipated impacts on people.
- Be realistic: don't exaggerate speculative risks and negative impacts.
- Be detailed and specific so decision-makers have a concrete sense of potential effects. Instead of "the policy is likely to disadvantage older women", say how many or what percentage are likely to be affected, how, and to what extent.
- Questions to ask when assessing impacts depend on the context. Examples:
  - Are one or more protected groups affected differently and/or disadvantaged? How, and to what extent?
  - Is there evidence of higher/lower uptake among different groups? Which, and to what extent?
  - If there are likely to be different impacts on different groups, is that consistent with the overall objective?
  - If there is negative differential impact, how can you minimise that while taking into account your overall aims
  - Do the effects amount to unlawful discrimination? If so the plan must be modified.
  - Does the proposal advance equality of opportunity and/or foster good relations? If not, could it?

<sup>12</sup> Consider all three aims of the Act: removing barriers, and also identifying positive actions we can take.

- Where you have identified impacts you must state what actions will be taken to remove, reduce or avoid any negative impacts and maximise any positive impacts or advance equality of opportunity.
- Be specific and detailed and explain how far these actions are expected to improve the negative impacts.
- If mitigating measures are contemplated, explain clearly what the measures are, and the extent to which they can be expected to reduce / remove the adverse effects identified.
- An EIA which has attempted to airbrush the facts is an EIA that is vulnerable to challenge.

<sup>13</sup> **Age:** People of all ages

<sup>14</sup> **Disability:** A person is disabled if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. The definition includes: sensory impairments, impairments with fluctuating or recurring effects, progressive, organ specific, developmental, learning difficulties, mental health conditions and mental illnesses, produced by injury to the body or brain. Persons with cancer, multiple sclerosis or HIV infection are all now deemed to be disabled persons from the point of diagnosis.

<sup>15</sup> **Gender Reassignment:** In the Act a transgender person is someone who proposes to, starts or has completed a process to change his or her gender. A person does not need to be under medical supervision to be protected

<sup>16</sup> **Pregnancy and Maternity:** Protection is during pregnancy and any statutory maternity leave to which the woman is entitled.

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- <sup>17</sup> **Race/Ethnicity:** This includes ethnic or national origins, colour or nationality, and includes refugees and migrants, and Gypsies and Travellers
- <sup>18</sup> **Religion and Belief:** Religion includes any religion with a clear structure and belief system. Belief means any religious or philosophical belief. The Act also covers lack of religion or belief.
- <sup>19</sup> **Sex/Gender:** Both men and women are covered under the Act.
- <sup>20</sup> **Sexual Orientation:** The Act protects bisexual, gay, heterosexual and lesbian people
- <sup>21</sup> **Marriage and Civil Partnership:** Only in relation to due regard to the need to eliminate discrimination.
- <sup>22</sup> **Community Cohesion:** What must happen in all communities to enable different groups of people to get on well together.
- <sup>23</sup> **Other relevant groups:** eg: Carers, people experiencing domestic and/or sexual violence, substance misusers, homeless people, looked after children, ex-armed forces personnel, people on the Autistic spectrum etc
- <sup>24</sup> **Cumulative Impact:** This is an impact that appears when you consider services or activities together. A change or activity in one area may create an impact somewhere else
- <sup>25</sup> **Assessment of overall impacts and any further recommendations**
- Make a frank and realistic assessment of the overall extent to which the negative impacts can be reduced or avoided by the mitigating measures. Explain what positive impacts will result from the actions and how you can make the most of these.
  - Countervailing considerations: These may include the reasons behind the formulation of the policy, the benefits it is expected to deliver, budget reductions, the need to avert a graver crisis by introducing a policy now and not later, and so on. The weight of these factors in favour of implementing the policy must then be measured against the weight of any evidence as to the potential negative equality impacts of the policy,
  - Are there any further recommendations? Is further engagement needed? Is more research or monitoring needed? Does there need to be a change in the proposal itself?
- <sup>26</sup> **Action Planning:** The Equality Duty is an ongoing duty: policies must be kept under review, continuing to give 'due regard' to the duty. If an assessment of a broad proposal leads to more specific proposals, then further equality assessment and consultation are needed.



<b>Subject:</b>	<b>Fuel Poverty &amp; Affordable Warmth Strategy</b>		
<b>Date of Meeting:</b>	<b>15 June 2016</b>		
<b>Report of:</b>	<b>Acting Executive Director Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Miles Davidson</b>	<b>Tel: 29-3150</b>
	<b>Email:</b>	<b>Miles.davidson@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 As previously reported to Housing and New Homes Committee in September 2015 a Fuel Poverty and Affordable Warmth Strategy for Brighton & Hove has been developed by the Housing and Public Health departments, in consultation with key partners in the city.
- 1.2 The strategy has been developed in response to National Institute for Health and Care Excellence (NICE) guidance released in March 2015 entitled 'Excess winter deaths and morbidity and the health risks associated with cold homes' and the national fuel poverty strategy for England, 'Cutting the cost of keeping warm'. The NICE guidelines propose that year round planning and action by multiple sectors is needed to reduce these risks and that Health & Wellbeing Boards are best placed to develop a 'strategy to address the health consequences of cold homes'.
- 1.3 The strategy (attached as Appendix 1) will also be presented to the Health & Wellbeing Board on the 20<sup>th</sup> September 2016 for approval.

**2. RECOMMENDATIONS:**

- 2.1 That committee note the content of this report.
- 2.2 That committee approve the draft strategy attached at appendix 1 and the objectives as they relate to housing in the city.
- 2.3 That committee recommend the strategy is adopted by the Health & Wellbeing Board at its meeting of the 20<sup>th</sup> September 2016.

**3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Public Health England's 2015 Cold Weather Plan states that cold and winter weather has a direct effect on the incidence of: heart attack, stroke, respiratory disease, flu, falls and injuries and hypothermia. Indirect effects include mental

health problems, reduced educational and employment attainment, and risk of carbon monoxide poisoning.

3.2 A wide range of people are vulnerable to the cold, including:

- people with cardiovascular conditions
- people with respiratory conditions (in particular, chronic obstructive pulmonary disease and childhood asthma)
- people with mental health conditions
- people with disabilities
- older people (65 and older)
- households with young children (from new-born to school age)
- pregnant women
- people on a low income.

3.3 The UK has a relatively high rate of Excess Winter Deaths (EWD), based on international comparisons that use this definition. The EWD Index expresses excess winter deaths as a percentage increase of the expected deaths based on non-winter deaths. The number of EWD varies between years with an average of 25,000 in England each winter. The Brighton & Hove Joint Strategic Needs Assessment (JSNA) 2015 identifies the health risks of cold homes including winter deaths. For 2012-13 the EWD Index in Brighton & Hove was 19%, equivalent to 130 Excess Winter Deaths.

3.4 According to the World Health Organisation an estimated 40% of all EWD are attributable to inadequate housing, meaning these deaths are preventable. The majority of EWD occur in those aged 65+ with 93% of EWD in England occurring in this age group during 2012-2013.

3.5 The NICE guidelines make recommendations, with the aim to:

- Reduce preventable excess winter death rates
- Improve health and wellbeing among vulnerable groups
- Reduce pressure on health and social care services
- Reduce fuel poverty and the risk of fuel debt or being disconnected from gas and electricity supplies
- Improve the energy efficiency of homes.

3.6 A household is defined as being in fuel poverty if it;

- has an income below the poverty line (including if meeting its required energy bill would push it below the poverty line); and
- has higher than average energy costs.

3.7 In Brighton & Hove, the 2015 Housing Strategy aims to create 'Decent Warm & Healthy Homes' under the priority of improving housing quality; however the housing stock in Brighton & Hove presents a number of challenges to improving its energy efficiency. The 2008 House Condition Survey showed that the age profile of the total private housing stock differs from the average for England in that there is a substantially higher proportion of pre 1919 stock at 40% compared to the national average of 25%. Many private sector properties are labelled 'hard



to treat' (e.g. those with solid walls) in relation to standard energy efficiency measures.

- 3.8 The 2011 census showed that the size of the private rented sector in Brighton & Hove has increased by 37% since 2001 with an extra 10,691 homes. Two out of every seven households in the city are now renting from a private landlord, with the city having the 9<sup>th</sup> largest private rented sector in England & Wales with a total of 34,081 private rented homes.
- 3.9 The factors outlined above can consequently impact on the ability of homeowners, landlords and tenants to improve the energy efficiency of properties and therefore on occupiers to live in warm and healthy homes. The most recent annual fuel poverty statistics report estimated that nearly 15,000 (11.9%) of the city's households were estimated to be living in fuel poverty in 2013, higher than the average for the south east region (8.1%). The report also estimated that across England as a whole, the level of fuel poverty is considerably higher in the private rented sector (19% of all households in this tenure are fuel poor). This tenure is associated with relatively poor energy efficiency ratings and relatively low incomes, which are key drivers of fuel poverty.
- 3.10 To support the recommendations within the NICE guidelines and subsequent objectives in the draft strategy, along with partners across the city, we continue to look for possible funding streams to support and escalate work to support vulnerable householders across the city. A successful bid to the British Gas Energy Trust Warm Homes Fund 2015-16, co-ordinated by Citizens Advice Brighton and Hove, secured £395,000 for work in this area throughout 2016. The Council supported this bid to ensure it fits with the strategic challenges and approach outlined within the strategy.
- 3.11 Further to the NICE recommendations, addressing energy inefficient housing and bringing homes up to a minimum standard of thermal efficiency would have the greatest impact on the most vulnerable households. The Council continues to explore options and different models for the delivery of investment into the city's housing, across all tenures. This includes the work we have carried out with partners in Your Energy Sussex and emerging models that enable the Council to lever in new investment outside of both the general fund and HRA capital investment programmes. Many private sector landlords in the city are keen to work with the council to increase investment in the local housing stock to improve quality; we will work closely with this group to explore the most effective way to achieve this.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 The Council can choose to not adopt a strategy and wider action plan; support will continue on a small scale, ad-hoc basis. The Public Health funded Warm Homes Healthy People Programme currently operates annually on a limited budget, addressing risks to the most vulnerable groups. Continuation of this programme will be subject to future budget allocation.
- 4.2 The Council can continue to apply for funding on an ad hoc basis for specific projects to address the issues outlined above. However, through engaging with

city partners, a strategy and corporate / city-wide approach to the issues will ensure a more coordinated response that would prove to be more effective.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 Consultation and feedback from residents and partners from previous projects and programmes has been used to inform the development of the draft strategy.
- 5.2 A consultation workshop was held with key partners in January 2016, using knowledge and experience from all sectors to inform the development of the strategy and ensure a good representation of community views. In addition, some specific briefings and meetings have been carried out. A report on the consultation is attached as Appendix 2.

## **6. CONCLUSION**

- 6.1 Cold homes pose a significant risk to vulnerable residents' health; this has an impact on people's lives, contributes to preventable winter deaths and creates significant pressure on a variety of services, including the NHS, which is estimated to spend £1.36bn every year treating illnesses caused by cold homes.
- 6.2 Fuel poverty is estimated to affect nearly 15,000 (11.9%) of the city's households, meaning many people in the city are struggling to pay their energy bills and keep their homes warm in the colder months. This has an impact, not only on older people and those with existing health conditions, but also on the attainment of children in school and the mental wellbeing of many adults and children.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 Any housing related costs associated with implementing the Fuel Poverty and Affordable Warmth Strategy will be met from within current Housing (both General Fund and HRA) budget resources.

*Finance Officer Consulted: Monica Brooks*

*Date: 09/05/16*

### Legal Implications:

- 7.2 The Housing & New Homes Committee has delegated power to discharge the council's functions in relation to the council's Housing Strategy. It is appropriate for the Committee to review the draft Fuel Poverty & Affordable Warmth Strategy as it supports the Housing Strategy.

*Lawyer Consulted:*

*Name Liz Woodley*

*Date: 17/05/16*

### Equalities Implications:

- 7.3 A full Equalities Impact Assessment has been carried out alongside the development of the Fuel Poverty & Affordable Warmth Strategy (attached at Appendix 3).
- 7.4 In 2013, households in England where the oldest person in the household was aged 16-24 were more likely to be fuel poor. However, people aged 75+ experienced the deepest levels of fuel poverty. The vast majority of EWD in England occur among those aged 65 or over. As in previous years in England and Wales, there were more excess winter deaths in females than in males in 2012-13.
- 7.5 Fuel poverty is a contributor to social and health inequalities. In 2013, all fuel poor households in England came from the bottom four income decile groups. Unemployed households in England have the highest rates of fuel poverty across all economic activity groups and lone parent households have consistently been more likely to be in fuel poverty. People who have a long term illness or disability are also more likely to be fuel poor than those who do not.
- 7.6 Some groups at risk of fuel poverty lack awareness and/or understanding of existing sources of support and programmes to help improve home energy efficiency. Lack of understanding can restrict those that are aware to adopt such interventions. This is likely to vary across different groups, for example for people with language barriers (such as minority ethnic communities), and those who have limited social networks and connections with their local community, such as isolated older people and people with learning disabilities.

### Sustainability Implications:

- 7.7 The most effective way to tackle fuel poverty and address the issue of cold homes and impacts on health for the long term is to improve the energy efficiency of the city's homes. This also has the potential to reduce CO2 emissions from the city's housing, which currently makes up the largest proportion (42%) of the city's total emissions.
- 7.8 The aims and objectives of the strategy have a significant impact on improvements to the health and wellbeing of some of the city's most vulnerable residents.

### Public Health Implications:

- 7.9 Strategically addressing cold homes and fuel poverty in vulnerable groups will contribute to the prevention of ill health and excess winter deaths, reduce health and social inequalities, and improve wellbeing and quality of life.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Consultation Report
2. Equalities Impact Assessment
3. Draft Fuel Poverty and Affordable Warmth Strategy for Brighton & Hove

### **Documents in Members' Rooms**

None

### **Background Documents**

None

## Fuel Poverty & Affordable Warmth Strategy 2016-2020

### Consultation Report

#### Stakeholder Consultation Workshop

A wide range of individuals and organisations from the community and voluntary sector, the NHS, emergency services and within the Council were invited to attend a consultation workshop. The workshop was held at the Brighthelm Centre on 7<sup>th</sup> January 2016. Invitees and attendees were also offered the opportunity to discuss the strategy and issues separately to the consultation event.

The consultation workshop was attended by 29 people from the following organisations;

Age UK Brighton & Hove	Citizens Advice Brighton and Hove
Brighton & Hove City Council (BHCC) – Adult Social Care Commissioning	East Sussex Association of Blind and Partially Sighted
BHCC – Financial inclusion	The Fed Centre for Independent Living
BHCC – Housing	Healthwatch Brighton & Hove
BHCC – International & Sustainability Team	Money Advice Plus
BHCC – Public Health	Moneyworks
BHCC – Stronger Families, Youth & Communities	Specialist Older Adults Mental Health Service
BHCC –Welfare Reform	Southdown Housing
Brighton Housing Trust	Switchboard Older LGBT Project
Brighton & Hove Food Partnership	Trust for Developing Communities
Brighton & Hove Energy Services Coop	

Attendees received a presentation on fuel poverty, excess winter deaths and the health risks of cold homes, in both the national and local context. The attendees were then asked to discuss and feedback on a series of consultation questions framed around some broad draft strategic objectives;

Objective 1	Increase the energy efficiency of the city's housing stock
Objective 2	Support residents struggling to pay their energy bills
Objective 3	Improve awareness and understanding of fuel poverty for residents in all tenures

## Appendix 1

Objective 4	Work together to tackle fuel poverty through partnership and learning
Objective 5	Increase effective targeting of vulnerable fuel poor households
Objective 6	Maximise resources and opportunities for tackling the causes of fuel poverty

Groups provided the following feedback that has been reflected in the final drafting of the strategy where possible and will influence delivery of future actions;

### 1. How can we reach / engage the vulnerable groups that you work with?

Importance of face to face support to help people, i.e. if they are reluctant to put their heating on, need to be aware of the health risks via health workers	Target large families and single parent families (impacted by welfare reform)
GP surgeries (new outcomes framework for GPs)	Need to reach people in private rented accommodation
Care coaches	Through temporary accommodation team
Floating support services	Training for frontline workers
Local Discretionary Social Fund and Welfare Reform teams	Publicity – Adverts, on-line, social media
Meals-on-wheels	Care providers (private and public)
Through landlords and their associations	Advise tenants how to approach their landlord
Befriending services	Tenancy enforcement officers
Use face to face contacts that all agencies do to include checks on fuel poverty	Share info. via newsletters (incl. audio newsletters)
Through early help hubs	Through schools
Foodbanks	Family Information Service
Day centres	Health visiting service
Existing groups/meetings	City-wide connect hubs
Children's Centres (current review re. integrated hubs)	Try and attend meetings to talk about issues
GP clusters/locality hubs	Health visitors

### 2. What do you believe to be the key existing strategies, work and services we should be linking into?

#### Services & Existing work

All housing related services including tenancy sustainment officers or equivalent across all housing providers i.e. BHT, Southdown Housing	Through services supporting 16-25 year olds, vulnerably housed, care leavers
City-wide connect hubs (March)	Age UK are a key partner
Befriending services allied to faith groups	Services supporting people with mental health issues

## Appendix 1

Try and include in assessment processes i.e. hospital social worker	Low income families
Through existing local services at community level i.e. Hangleton & Knoll project, Trust for Developing Communities	All agencies that complete financial assessments
Through the Fed 'It's local actually'	Move On mentors
Poverty Action Groups	All 'Warmth for Wellbeing' agencies
Tenant forums	Temporary Accommodation team
Local Action Teams	BHCC Revs & Bens team
BHESCo (Brighton & Hove Energy Services Co-op)	Libraries
NHS organisations including CCG	Work with energy companies
Police and fire service	Build into CCG commissions
BME, refugee and EU migrant support groups	Through foodbanks
Link with faith based groups	

### Strategies

Housing strategy	Fairness Commission
Your Energy Sussex	Food Poverty Strategy & Action Plan
Financial Inclusion Steering Group	City Employment and skills
Better Care	Health & Wellbeing Strategy

3. a. Would you suggest any amendments to the below objectives?
- b. Are there further objectives you think should be included in the strategy?
- c. Are there specific actions, linked to the objectives, that you think should be included?

Reducing the need for fuel use is key	Target the worst quality housing
In general - set goals and hold someone to account for achieving these	Bulk buying of energy? Getting a better deal for energy
Advice and education	Basic energy advice
Work in partnership	Source funding to support the work
New buildings need to be more sustainable / energy efficient	Community owned renewable energy should be promoted and invested in
Take the emphasis off it being an individual problem and make it collective responsibility	Need a 10 year plan and needs to be a priority, be creative
Communication is key as knowing what's out there continues to be difficult	Link to universities and their own accommodation strategies
Need a focus on how we work with and engage landlords, including focus on possible reaction to changes i.e. risk of rent increases if improvements are made, greater regulation of landlords and ensuring standards are met. Also	Communicate relevant legislation through objectives in particular Minimum Energy Efficiency Standards

## Appendix 1

opportunity to see them as an asset, a way of increasing investment	
Objectives need to be more targeted and specific, 'they're very vague'	Ensure objectives and actions are sustainable beyond the 'Warmth for Wellbeing' funding period
Need to link to new regulations re. energy efficiency standards	Explore private sector partnerships
Need to link to new bill re. de-regulation & retaliatory evictions	Link to 'poverty premium', digital inclusion and wider social isolation agenda
Need to link to licensing of Houses of Multiple Occupation and the Housing Health and Safety Rating System	Obj. 3 should be frontline workers and community groups as well as residents
Re. Objective 3 – enable quick and easy referral processes	Raise awareness via a clear, simple and consistent message

In addition to the consultation workshop, the following consultation and briefing sessions were held through the strategy development;

- Strategic Housing Partnership, 7<sup>th</sup> July 2015 & 26<sup>th</sup> January 2016

Reports were provided to the Strategic Housing Partnership on the NICE guidelines and the developing Fuel Poverty & Affordable Warmth Strategy.

- Reports updating on strategy development and context for Brighton & Hove were presented to the Housing & New Homes Committee, 23<sup>rd</sup> September 2015 and the Health & Wellbeing Board, 20<sup>th</sup> October 2015

- Meeting with Brighton & Hove Food Partnership, 11<sup>th</sup> January 2016

Due to the clear link between Food & Fuel and the choices some families have to make between heating and eating, we are keen to ensure that strategy aligns to the work of the Food Partnership and the Food Poverty Action Plan 2015-18.

- Briefing for BHCC Private Sector Housing Team, 19<sup>th</sup> January 2016.



# Equality Impact and Outcome Assessment (EIA) Template - 2015

**EIAs make services better for everyone and support value for money by getting services right first time.**

EIAs enable us to consider all the information about a service, policy or strategy from an equalities perspective and then action plan to get the best outcomes for staff and service-users<sup>1</sup>. They analyse how all our work as a council might impact differently on different groups<sup>2</sup>. They help us make good decisions and evidence how we have reached these decisions<sup>3</sup>.

See end notes for full guidance. Either hover the mouse over the end note link (eg: Age<sup>13</sup>) or use the hyperlinks ('Ctrl' key and left click).

**For further support or advice please contact the Communities, Equality and Third Sector Team on ext 2301.**

## 1. Equality Impact and Outcomes Assessment (EIA) Template

First, consider whether you need to complete an EIA, or if there is another way to evidence assessment of impacts, or that an EIA is not needed<sup>4</sup>.

<b>Title of EIA<sup>5</sup></b>	Fuel Poverty & Affordable Warmth Strategy	<b>ID No.<sup>6</sup></b>	PH25
<b>Team/Department<sup>7</sup></b>	Housing & Public Health		
<b>Focus of EIA<sup>8</sup></b>	Assessment of equalities implications of the new Fuel Poverty & Affordable Warmth Strategy, to ensure it comprehensively addresses the consequences and impacts of fuel poverty and cold homes, and the specific challenges faced by protected characteristic groups.		

## 2. Update on previous EIA and outcomes of previous actions

<b>What actions did you plan last time?</b> (List them from the previous EIA)	<b>What improved as a result?</b> What outcomes have these actions achieved?	<b>What <u>further</u> actions do you need to take?</b> (add these to the Action plan below)
N/A First iteration of strategy		

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations
Age <sup>10</sup>	<p>13.4% of the city's population are aged 65+ (ONS 2014). There is a clear pattern of increasing depth of fuel poverty in older households (Annual Fuel Poverty Statistics Report 2015). In 2013, people in England aged 75 or over had the largest average fuel poverty gap.</p> <p>Excess winter deaths (EWD) are higher among people aged 65+. In 2013/14 51% of cold-related deaths were among people aged 85 and older; 27% were among those aged between 75 and 84; 22% were among people under 75. ('Statistical bulletin: excess winter mortality in England and Wales, 2013/14'). In Brighton &amp; Hove (for the three years of 2010/11 to 2012/13) 50% of EWD were in people aged 85 or over.</p> <p>In 2013, households in England where the oldest person in the household was aged 16-24 were more likely to be fuel poor. Local Health Counts data (2012)</p>	<p>Feedback and equalities monitoring data from annual Brighton &amp; Hove Warm Homes Healthy People Programme service users, service providers and evaluation.</p> <p>Feedback from the 2015 Warmth for Well-being pilot project service users and service providers</p> <p>Feedback and views gathered from key partners at strategy consultation workshop January 2016.</p>	<p>Older people (aged 65 and older) and young children (from new-born to school age) are identified as groups who are vulnerable to the cold in the National Institute for Health and Care Excellence (NICE) 2015 guideline, 'Excess winter deaths and morbidity and the health risks associated with cold homes'</p>	<ul style="list-style-type: none"> <li>• Through working with key partners in the city e.g. Age UK and the Brighton Unemployed Centre Families Project, available support and advice can be targeted at residents aged 65+ and under five.</li> <li>• BHCC commissions provide services for residents aged 65+ and under five; relevant information and training is provided to front-line workers engaging with these age groups.</li> <li>• The potential to include assessment of the risks to older residents and the requirement for agencies to signpost to further support is being considered for inclusion in pertinent service specifications.</li> <li>• The 2016 Warmth For Wellbeing (WFW) project, coordinated by CAB, is providing funding to Age UK to identify 100 vulnerable older residents who would benefit from the support available. Further projects (depending on available funding) can also explore this approach.</li> <li>• Brighton Unemployed Centre</li> </ul>

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>suggested that the youngest age groups in Brighton &amp; Hove are most likely to be unable to keep their homes warm enough in the winter most of the time or quite often.</p> <p>Children under five are in a high risk category for ill health due to cold weather (Cold Weather Plan for England, 2015) and are identified as a group who are vulnerable to the cold by the National Institute for Health and Care Excellence (NICE)</p>			<p>Families Project (BUCFP) is a key delivery partner for the 2016 WFW project</p> <ul style="list-style-type: none"> <li>• The annual Public Health 'Warm Homes Healthy People' (WHHP) Programme distributes information and advice resources directly to organisations who work with residents aged 65+ and under five (e.g. day centres and Children's Centres)</li> <li>• Engage with organisations supporting residents aged 16-24 to ensure they are able to identify fuel poverty, provide initial advice and signpost to support.</li> </ul>
<b>Disability</b> <sup>11</sup>	<p>People in England (2013) who have a long term illness or disability are more likely to be fuel poor (12%) than those who do not (10%). In Brighton &amp; Hove, Health Counts Survey respondents who had a limiting long-term illness or disability were significantly more likely to be unable to keep their home warm in winter.</p> <p>16.3% of people living in Brighton &amp; Hove have their daily</p>	<p>Feedback and equalities monitoring data from annual Brighton &amp; Hove Warm Homes Healthy People Programme service users, service providers and evaluation.</p> <p>Feedback from the 2015 Warmth for Well-being pilot</p>	<p>Disabled people are identified as a group who are vulnerable to the cold in the associated NICE guideline and people with chronic and severe illness are in a high risk category for ill health due to cold weather (Cold Weather Plan for England, 2015)</p>	<ul style="list-style-type: none"> <li>• Through working with key partners in the city e.g. The Fed, available support, and advice can be targeted at disabled residents</li> <li>• Working through organisations and agencies providing care and supporting carers, awareness of risk and support can be raised.</li> <li>• The WHHP Programme 2015/16 is funding The Fed to identify 25 vulnerable disabled residents who would benefit</li> </ul>

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>activities limited a little or a lot by a long term health problem or disability (Census 2011). Nationally, disabled people are more likely to live on low incomes and experience poverty than non-disabled people.</p> <p>Some groups at risk of fuel poverty lack awareness and/or understanding of existing sources of support and programmes to help improve home energy efficiency. Lack of understanding can restrict those that are aware to adopt such interventions (e.g. people with learning disabilities).</p>	<p>project service users and service providers.</p> <p>Feedback and views gathered from key partners at strategy consultation workshop January 2016.</p>	<p>Disabled people are more likely to need a warmer home environment to maintain their health; some disabled people may need to use benefits intended to support their independence to ensure their home is warm enough.</p>	<p>from the support available through the Warmth For Wellbeing project. Further projects (depending on available funding) can also explore this approach.</p> <ul style="list-style-type: none"> <li>• Ensure programmes of support such as Warmth for Wellbeing include wider financial, benefit and debt advice to maximise income, ensure links are established to generic financial inclusion work and commissions.</li> <li>• The annual WHHP Programme distributes information and advice resources directly to organisations who work with disabled residents (e.g. SCOPE)</li> <li>• Provide information and awareness training to practitioners who work with disabled people</li> </ul>
<b>Gender reassignment<sup>12</sup></b>	<p>The Brighton &amp; Hove Trans Needs Assessment found that the trans community;</p> <ul style="list-style-type: none"> <li>• Have more people with a disability or long term health need than the general population. 44% of respondents reported that</li> </ul>	<p>Feedback and views gathered from key partners at strategy consultation workshop January 2016.</p> <p>Information gathered</p>	<p>Trans community may be at higher risk of fuel poverty as they are more likely to live in the private rented sector.</p> <p>Increased likelihood</p>	<ul style="list-style-type: none"> <li>• Ensure engagement of local groups to engage clients in programmes of support, particularly where other factors such as age or disability increase risk</li> <li>• Ensure the annual WHHP Programme distributes</li> </ul>

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>they have a limiting long-term illness or disability, compared with 26% of all respondents to the Health Counts Survey.</p> <ul style="list-style-type: none"> <li>• Are more likely to live in the private rented sector (47% of community survey respondents reported they rent from a private landlord, compared to 28% of general population (2011 Census). In England (2013), almost 19% of all private rented households are in fuel poverty, compared to 8% of owner occupiers and 10% of social renters</li> </ul>	through Trans Needs Assessment	of disability or long-term health condition may make the Trans community more vulnerable to the health risks of cold homes.	<p>information and advice resources to organisations who work with trans people</p> <ul style="list-style-type: none"> <li>• Provide information and awareness training to practitioners who work with trans people</li> </ul>
<b>Pregnancy and maternity</b> <sup>13</sup>	Pregnant women are identified as a group who are vulnerable to the cold within the associated NICE guidelines	Feedback and views gathered from key partners at strategy consultation workshop January 2016.	Pregnant women are identified as a group who are vulnerable to the cold within the associated NICE guidelines	<ul style="list-style-type: none"> <li>• Engage with key staff and raise awareness among primary health care professionals (midwives and health visitors) of the risks and support available.</li> <li>• Explore sharing Fuel Poverty E-Learning module with local NHS Trusts to train their staff.</li> <li>• Provide information and awareness training to practitioners who work with pregnant women</li> </ul>

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
<b>Race</b> <sup>14</sup>	<p>Black and minority ethnic (BME) families are likely to experience housing inequalities (de Norohna, 2015; Finney, 2013; Chouhan et al., 2011) and live in poorer housing with many residing in pre 1919 cold homes (Garrett et al., 2014). People in England (2013) who are of minority ethnic origin are more likely to be fuel poor (18%) than people who are of white ethnic origin (9%) (Dept. of Energy and Climate Change 2013).</p> <p>In Brighton &amp; Hove nearly twice as many BME residents (45 per cent) were renting their homes from private landlords than White UK/British residents (24 per cent) were in 2011 (Census 2011). National Fuel Poverty Statistics Report 2015 estimates that 19% of those households living in the private sector are in fuel poverty.</p> <p>Travellers may be at increased risk due to poor insulation and high cost of gas. Data collected by London Gypsy Traveller Unit showed a high incidence of health problems and that most</p>	<p>Feedback and equalities monitoring data from annual Brighton &amp; Hove Warm Homes Healthy People Programme service users, service providers and evaluation.</p> <p>Feedback from the 2015 Warmth for Well-being pilot project service users and service providers.</p> <p>Feedback and views gathered from key partners at strategy consultation workshop January 2016.</p>	<p>The link between some minority ethnic groups and deprivation may mean that some of these groups are more likely to live in cold homes. Other groups, such as recent immigrants, including those from warmer climates, could also be particularly vulnerable during their first few years here. For example, they may be more likely to live in poor quality housing and they face an unusually complex energy market.</p>	<ul style="list-style-type: none"> <li>• Through working with key partners in the city e.g. BMECP available support and advice can be targeted at BME residents in the city.</li> <li>• Work with BHCC traveller liaison team to provide advice and guidance</li> <li>• Design material to be accessible regardless of language and consider use of translated material where feasible</li> <li>• Ensure the annual WHHP Programme distributes information and advice resources to organisations who work with BME people</li> </ul>

<b>Protected characteristics groups from the Equality Act 2010</b>	<b>Data that we have/what do we know</b>	<b>Community engagement exercises or mechanisms</b>	<b>Impacts</b>	<b>What can you do<sup>9</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>households had difficulty keeping warm. Ability to claim winter fuel allowance requires a permanent address.</p> <p>Some groups at risk of fuel poverty lack awareness and/or understanding of existing sources of support and programmes to help improve home energy efficiency. Lack of understanding can restrict those that are aware to adopt such interventions (e.g. people with language barriers).</p>			
<b>Religion or belief<sup>15</sup></b>	No specific data identified at a local or national level.	Feedback and equalities monitoring data from annual Brighton & Hove Warm Homes Healthy People Programme service users, service providers and evaluation.	No specific impacts identified	<ul style="list-style-type: none"> <li>• Ensure engagement of local faith groups to engage clients in programmes of support, particularly where other factors such as age increase risk</li> </ul>
<b>Sex/Gender<sup>16</sup></b>	In Brighton & Hove (for the three years of 2010/11 to 2012/13) there were 373 EWD. Of these, 58% were female. Of EWD in Brighton & Hove of people aged 85 years or over, 79% were female.	Feedback and equalities monitoring data from annual Brighton & Hove Warm Homes Healthy People Programme service	Higher proportion of older women at risk due to increased life expectancy compared with men.	<ul style="list-style-type: none"> <li>• Ensure engagement of local groups to engage clients in programmes of support, particularly where other factors such as age identify risk</li> </ul>

<b>Protected characteristics groups from the Equality Act 2010</b>	<b>Data that we have/what do we know</b>	<b>Community engagement exercises or mechanisms</b>	<b>Impacts</b>	<b>What can you do<sup>9</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	<p>The 2014-15 Warm Homes Healthy People programme evaluation showed that of the 60 recipients of emergency grants who replied to the survey 53% were female and 47% were male.</p> <p>There is a gender divide in average weekly earnings with full-time female earners averaging lower earning than males in the city. However, the differential is much lower in Brighton &amp; Hove than across Great Britain (JSNA 2015)</p>	<p>users, service providers and evaluation.</p> <p>Feedback and views gathered from key partners at strategy consultation workshop January 2016</p>		
<b>Sexual orientation<sup>17</sup></b>	<p>No specific local data available. Local estimates suggest that 11% to 15% of the city's population aged 16+ are lesbian, gay, bisexual or other sexual orientation.</p>	<p>Feedback and equalities monitoring data from annual Brighton &amp; Hove Warm Homes Healthy People Programme service users, service providers and evaluation.</p>	<p>No specific impacts identified</p>	<ul style="list-style-type: none"> <li>• Ensure engagement of local groups, such as LGBT switchboard, to engage clients in programmes of support, particularly where other factors such as age identify risk</li> </ul>
<b>Marriage and civil partnership<sup>18</sup></b>	<p>No specific data identified at a local or national level.</p>	<p>Feedback and views gathered from key partners at strategy consultation</p>	<p>No specific impacts identified, the highest proportion of fuel poverty is among lone</p>	<p>None identified at this stage</p>



Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	What can you do <sup>9</sup> ? All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
		workshop January 2016	parents with dependent children - on average more than a quarter of households in this group are fuel poor, (Annual Fuel Poverty Statistics Report 2015).	
<b>Community Cohesion<sup>19</sup></b>	No specific data identified at a local or national level.	Feedback and views gathered from key partners at strategy consultation workshop January 2016		Through engagement with relevant community groups opportunities for community cohesion can be increased. Work through local community development organisations and workers to engage with residents.
<b>Other relevant groups<sup>20</sup></b>	<p>Lone Parent households are more likely to live in fuel poverty (25% of this group at a national level). However, they have smaller average fuel poverty gaps than other household types.</p> <p>Unemployed households in England have the highest rates of fuel poverty across all economic activity groups, but have smaller average fuel poverty gaps.</p> <p>The depth and likelihood of</p>	Feedback and equalities monitoring data from annual Brighton & Hove Warm Homes Healthy People Programme service users, service providers and evaluation.	Increased risk, particularly where other risk factors such as disability are also present.	Work with local agencies who may be supporting lone parents and unemployed people e.g. BUCFP

<b>Protected characteristics groups from the Equality Act 2010</b>	<b>Data that we have/what do we know</b>	<b>Community engagement exercises or mechanisms</b>	<b>Impacts</b>	<b>What can you do<sup>9</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
	being fuel poor increases markedly with lower SAP scores (how energy efficient a building is). People living in dwellings built before 1964 are more likely to be fuel poor than those in more modern dwellings. A similar pattern is seen in the fuel poverty gap which decreases from approximately £500 in pre-1919 homes to £250 in homes built after 1945.			
<b>Cumulative impact<sup>21</sup></b>				

### **Assessment of overall impacts and any further recommendations<sup>22</sup>**

In 2013, households in England where the oldest person in the household was aged 16-24 were more likely to be fuel poor. However people aged 75+ experienced the deepest levels of fuel poverty. The vast majority of EWD in England occur among those aged 65 or over. As in previous years in England and Wales, there were more excess winter deaths in females than in males in 2012-13.

Fuel poverty is a contributor to social and health inequalities. In 2013, all fuel poor households in England came from the bottom four income decile groups. Unemployed households in England have the highest rates of fuel poverty across all economic activity groups and lone parent households have consistently been more likely to be in fuel poverty. People who have a long term illness or disability are also more likely to be fuel poor than those who do not.

Poor home energy efficiency affects people with low incomes more severely because it affects life chances and how they spend disposable income on other essential items such as food and clothing. Low income households face the choice to “heat or eat”: either less money can be spent on basics such as a sufficient, healthy diet, or less can be spent on heating their home to an adequate temperature to maintain good health.

Some groups at risk of fuel poverty lack awareness and/or understanding of existing sources of support and programmes to help

Protected characteristics groups from the Equality Act 2010	Data that we have/what do we know	Community engagement exercises or mechanisms	Impacts	<b>What can you do<sup>9</sup>?</b> All potential actions to: <ul style="list-style-type: none"> <li>• advance equality of opportunity,</li> <li>• eliminate discrimination, and</li> <li>• foster good relations</li> </ul>
<p>improve home energy efficiency. Lack of understanding can restrict those that are aware to adopt such interventions. This is likely to vary across different groups, for example for people with language barriers (such as minority ethnic communities), and those who have limited social networks and connections with their local community, such as isolated older people and people with learning disabilities.</p> <p>Programmes of support and advice are delivered in conjunction with a wide range of local community and voluntary sector organisations and other statutory services e.g. NHS and East Sussex Fire and Rescue Service to ensure engagement with vulnerable and hard to reach groups.</p>				

### 3. List detailed data and/or community feedback which informed your EIA

Title (of data, research or engagement)	Date	Gaps in data	Actions to fill these gaps (add these to the Action plan below)
Consultation Workshop	07.01.2016	Local data could be more robust / complete	Further evaluation of schemes such as Warmth for Wellbeing running throughout 2016 and the annual Warm Homes Healthy People programme
Annual Fuel Poverty Statistics Report 2015 (DECC)	2015		
Department of Energy and Climate Change: Detailed Tables, England 2013, LIHC definition.	2015		
Cold Weather Plan for England 2015: Protecting health and reducing harm from cold weather (Public Health England)	2015		
NICE Guidelines – Excess Winter Deaths and morbidity and the health risks associated with cold homes - NICE guideline <a href="http://nice.org.uk/guidance/ng6">nice.org.uk/guidance/ng6</a>	Published: 5 March 2015		
Health Counts 1992-2012 (NHS Brighton & Hove and Brighton & Hove City Council)	2013		
Brighton & Hove Warm Homes Healthy People Programme Evaluation Report, 2014-15	May-Sept. 2015		
Brighton & Hove Citizens Advice Bureau – Warmth for Wellbeing Evaluation Report	Oct. 2015		

#### 4. Prioritised Action Plan<sup>23</sup>

Impact identified and group(s) affected	Action planned	Expected outcome	Measure of success	Timeframe
NB: These actions must now be transferred to service or business plans and monitored to ensure they achieve the outcomes identified.				
Older and younger residents at risk of health impacts from cold homes	Through working with key partners in the city e.g. Age UK and BUCFP, available support and advice can be targeted at older and younger residents.	Improved targeting of support to those most at risk	Referrals and support provided	As part of Warmth for Wellbeing project by October 2016
Disabled residents at risk of health impacts from cold homes	Through working with key partners in the city e.g. The Fed, available support, and advice can be targeted at disabled residents	Improved targeting of support to those most at risk	Referrals and support provided	As part of Warmth for Wellbeing project by October 2016
Trans residents more likely to have long term health conditions or be disabled	Ensure engagement of local groups supporting members of the Trans community to engage residents in programmes of support, particularly where other factors such as disability identify risk	Improved targeting of support to those most at risk	Increased referrals (self or professional) from trans community	Ongoing, to be reflected in evaluation of Warmth for Wellbeing and future programmes of support
People with long term health conditions, disabled people, pregnant women and all vulnerable groups accessing health services	Engage with key staff and raise awareness among primary health care professionals (midwives and health visitors) of the risks and support available.	Raise awareness of more professionals and volunteers across a range of agencies	Referrals and support provided	Ongoing

As above	Explore sharing Fuel Poverty E-Learning module with local NHS Trusts to train their staff.	Raise awareness of more professionals and volunteers across a range of agencies	Increased awareness amongst all staff and volunteer groups, increased referrals from these staff teams to programmes of support	E-learning module in development due for completion March 2016 use will be ongoing

**EIA sign-off:** (for the EIA to be final an email must sent from the relevant people agreeing it or this section must be signed)

**Lead Equality Impact Assessment officer:** Miles Davidson **Date:** 5<sup>th</sup> February 2016

**Directorate Management Team rep or Head of Service:** Andy Staniford **Date:** 5<sup>th</sup> February 2016

**Communities, Equality Team and Third Sector officer:** Sarah Tighe-Ford **Date:** 5<sup>th</sup> February 2016

## Guidance end-notes

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<sup>1</sup> The following principles, drawn from case law, explain what we must do to fulfil our duties under the Equality Act:

- **Knowledge:** everyone working for the council must be aware of our equality duties and apply them appropriately in their work.
- **Timeliness:** the duty applies at the time of considering policy options and/or before a final decision is taken – not afterwards.
- **Real Consideration:** the duty must be an integral and rigorous part of your decision-making and influence the process.
- **Sufficient Information:** you must assess what information you have and what is needed to give proper consideration.
- **No delegation:** the council is responsible for ensuring that any contracted services which provide services on our behalf can comply with the duty, are required in contracts to comply with it, and do comply in practice. It is a duty that cannot be delegated.
- **Review:** the equality duty is a continuing duty. It applies when a policy is developed/agreed, and when it is implemented/reviewed.
- **Proper Record Keeping:** to show that we have fulfilled our duties we must keep records of the process and the impacts identified.

NB: Filling out this EIA in itself does not meet the requirements of the equality duty. All the requirements above must be fulfilled or the EIA (and any decision based on it) may be open to challenge. Properly used, an EIA can be a tool to help us comply with our equality duty and as a record that to demonstrate that we have done so.

### <sup>2</sup> Our duties in the Equality Act 2010

As a council, we have a legal duty (under the Equality Act 2010) to show that we have identified and considered the impact and potential impact of our activities on all people with 'protected characteristics' (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnership).

This applies to policies, services (including commissioned services), and our employees. The level of detail of this consideration will depend on what you are assessing, who it might affect, those groups' vulnerability, and how serious any potential impacts might be. We use this EIA template to complete this process and evidence our consideration.

**The following are the duties in the Act. You must give 'due regard' (pay conscious attention) to the need to:**

- **avoid, reduce or minimise negative impact** (if you identify unlawful discrimination, including victimisation and harassment, you must stop the action and take advice immediately).
- **promote equality of opportunity.** This means the need to:
  - Remove or minimise disadvantages suffered by equality groups
  - Take steps to meet the needs of equality groups
  - Encourage equality groups to participate in public life or any other activity where participation is disproportionately low
  - Consider if there is a need to treat disabled people differently, including more favourable treatment where necessary
- **foster good relations between people who share a protected characteristic and those who do not.** This means:
  - Tackle prejudice
  - Promote understanding

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<sup>3</sup> EIAs are always proportionate to:

- The size of the service or scope of the policy/strategy
- The resources involved
- The numbers of people affected
- The size of the likely impact
- The vulnerability of the people affected

The greater the potential adverse impact of the proposed policy on a protected group (e.g. disabled people), the more vulnerable the group in the context being considered, the more thorough and demanding the process required by the Act will be.

<sup>4</sup> **When to complete an EIA:**

- When planning or developing a new service, policy or strategy
- When reviewing an existing service, policy or strategy
- When ending or substantially changing a service, policy or strategy
- When there is an important change in the service, policy or strategy, or in the city (eg: a change in population), or at a national level (eg: a change of legislation)

Assessment of equality impact can be evidenced as part of the process of reviewing or needs assessment or strategy development or consultation or planning. It does not have to be on this template, but must be documented. Wherever possible, build the EIA into your usual planning/review processes.

**Do you need to complete an EIA? Consider:**

- Is the policy, decision or service likely to be relevant to any people because of their protected characteristics?
- How many people is it likely to affect?
- How significant are its impacts?
- Does it relate to an area where there are known inequalities?
- How vulnerable are the people (potentially) affected?

If there are potential impacts on people but you decide not to complete an EIA it is usually sensible to document why.

<sup>5</sup> **Title of EIA:** This should clearly explain what service / policy / strategy / change you are assessing

<sup>6</sup> **ID no:** The unique reference for this EIA. If in doubt contact Clair ext: 1343

<sup>7</sup> **Team/Department:** Main team responsible for the policy, practice, service or function being assessed

<sup>8</sup> **Focus of EIA:** A member of the public should have a good understanding of the policy or service and any proposals after reading this section. Please use plain English and write any acronyms in full first time - eg: 'Equality Impact Assessment (EIA)'



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This section should explain what you are assessing:

- What are the main aims or purpose of the policy, practice, service or function?
- Who implements, carries out or delivers the policy, practice, service or function? Please state where this is more than one person/team/body and where other organisations deliver under procurement or partnership arrangements.
- How does it fit with other services?
- Who is affected by the policy, practice, service or function, or by how it is delivered? Who are the external and internal service-users, groups, or communities?
- What outcomes do you want to achieve, why and for whom? Eg: what do you want to provide, what changes or improvements, and what should the benefits be?
- What do existing or previous inspections of the policy, practice, service or function tell you?
- What is the reason for the proposal or change (financial, service, legal etc)? The Act requires us to make these clear.

<sup>9</sup> Consider all three aims of the Act: removing barriers, and also identifying positive actions we can take.

- Where you have identified impacts you must state what actions will be taken to remove, reduce or avoid any negative impacts and maximise any positive impacts or advance equality of opportunity.
- Be specific and detailed and explain how far these actions are expected to improve the negative impacts.
- If mitigating measures are contemplated, explain clearly what the measures are, and the extent to which they can be expected to reduce / remove the adverse effects identified.
- An EIA which has attempted to airbrush the facts is an EIA that is vulnerable to challenge.

<sup>10</sup> **Age:** People of all ages

<sup>11</sup> **Disability:** A person is disabled if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. The definition includes: sensory impairments, impairments with fluctuating or recurring effects, progressive, organ specific, developmental, learning difficulties, mental health conditions and mental illnesses, produced by injury to the body or brain. Persons with cancer, multiple sclerosis or HIV infection are all now deemed to be disabled persons from the point of diagnosis.

<sup>12</sup> **Gender Reassignment:** In the Act a transgender person is someone who proposes to, starts or has completed a process to change his or her gender. A person does not need to be under medical supervision to be protected

<sup>13</sup> **Pregnancy and Maternity:** Protection is during pregnancy and any statutory maternity leave to which the woman is entitled.

<sup>14</sup> **Race/Ethnicity:** This includes ethnic or national origins, colour or nationality, and includes refugees and migrants, and Gypsies and Travellers

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<sup>15</sup> **Religion and Belief:** Religion includes any religion with a clear structure and belief system. Belief means any religious or philosophical belief. The Act also covers lack of religion or belief.

<sup>16</sup> **Sex/Gender:** Both men and women are covered under the Act.

<sup>17</sup> **Sexual Orientation:** The Act protects bisexual, gay, heterosexual and lesbian people

<sup>18</sup> **Marriage and Civil Partnership:** Only in relation to due regard to the need to eliminate discrimination.

<sup>19</sup> **Community Cohesion:** What must happen in all communities to enable different groups of people to get on well together.

<sup>20</sup> **Other relevant groups:** eg: Carers, people experiencing domestic and/or sexual violence, substance misusers, homeless people, looked after children, ex-armed forces personnel, people on the Autistic spectrum etc

<sup>21</sup> **Cumulative Impact:** This is an impact that appears when you consider services or activities together. A change or activity in one area may create an impact somewhere else

<sup>22</sup> **Assessment of overall impacts and any further recommendations**

- Make a frank and realistic assessment of the overall extent to which the negative impacts can be reduced or avoided by the mitigating measures. Explain what positive impacts will result from the actions and how you can make the most of these.
- Countervailing considerations: These may include the reasons behind the formulation of the policy, the benefits it is expected to deliver, budget reductions, the need to avert a graver crisis by introducing a policy now and not later, and so on. The weight of these factors in favour of implementing the policy must then be measured against the weight of any evidence as to the potential negative equality impacts of the policy,
- Are there any further recommendations? Is further engagement needed? Is more research or monitoring needed? Does there need to be a change in the proposal itself?

<sup>23</sup> **Action Planning:** The Equality Duty is an ongoing duty: policies must be kept under review, continuing to give 'due regard' to the duty. If an assessment of a broad proposal leads to more specific proposals, then further equality assessment and consultation are needed.



# **Brighton & Hove City Council**

## **Brighton & Hove Fuel Poverty and Affordable Warmth Strategy 2016-2020**

DRAFT

## Foreword

The 2015 national fuel poverty strategy for England; 'Cutting the cost of keeping warm' is based on the ambition that;

'A home should be warm and comfortable and provide a healthy and welcoming environment that fosters well-being', and that it is 'unacceptable that many people are prevented from achieving such warmth due to the combination of having a low income and living in a home that cannot be heated at reasonable cost'.<sup>1</sup>

Such ambitions also underpin this strategy for the City of Brighton & Hove. During every winter, people in Brighton & Hove suffer from the adverse effects of cold homes. Many subsequent deaths and hospital admissions are preventable with systematic and co-ordinated action. They are not inevitable and, with ever-rising fuel bills, now is the time to act.

This strategy and the objectives contained, outline the risks to vulnerable people of living in a cold home and how these risks can be addressed. It builds on the 2015 National Institute for Health and Care Excellence (NICE) guideline 'Excess winter deaths and morbidity and the health risks associated with cold homes', with a tailored approach for Brighton & Hove, building on previous work and current established programmes.

This approach requires partnership working across a number of agencies in the city from all sectors. We know which groups are most at risk, which service providers work with them and the types of interventions that can have the greatest impact. The aim of this strategy is to bring together our knowledge and resources to support our residents to live in warm and healthy homes.

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<sup>1</sup> Cutting the cost of keeping warm, A fuel poverty strategy for England, March 2015

## **Contents**

- 1. Executive summary**
- 2. Fuel poverty and Affordable Warmth**
- 3. The health impacts of cold homes**
- 4. The national context**
- 5. Challenges in Brighton**
- 6. Achievements and Opportunities**
- 7. Objectives of the strategy**
- 8. Links to other strategies**

## **Appendices**

- A. Consultation report**
- B. Equalities Impact Assessment**

## **1. Executive Summary**

This strategy has been developed in response to the release of the National Institute for Health and Care Excellence (NICE) guidance released in March 2015 entitled 'Excess winter deaths and morbidity and the health risks associated with cold homes'. The guidance provides evidence based recommendations on how to reduce the risk of death and ill health associated with living in a cold home. The health problems associated with cold homes are experienced during 'normal' winter temperatures, not just during extremely cold weather, winter death rates across England increase at temperatures below about 6°C. The NICE guideline recommends that year-round planning and action by multiple sectors is undertaken to reduce these risks. Accordingly, the guideline is aimed at commissioners, managers, housing providers and health, social care and voluntary sector practitioners who deal with vulnerable people who may have health problems caused, or exacerbated, by living in a cold home.

With the NICE guideline as a basis, this strategy has been developed to address the general risks associated with cold homes and fuel poverty, whilst taking into account the local challenges, resources and opportunities in Brighton & Hove. The strategy has been developed based on a partnership approach, acknowledging the knowledge and expertise of local organisations and their networks engaged in day to day support of some of the city's most vulnerable residents. This approach aligns with the ambition for Brighton & Hove to be a 'connected city' and with the priorities in the city's Sustainable Community Strategy, in particular around health and wellbeing and the aim that;

'We will work collaboratively with public, private and voluntary care providers to meet the needs of the population in an innovative, effective and efficient way as possible.'<sup>2</sup>

This strategy presents the national and local context and relevant drivers for action, describes the risks to health from cold homes and outlines how, as a city, we can tackle this issue.

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<sup>2</sup> Sustainable Community Strategy for Brighton & Hove  
<http://www.bhconnected.org.uk/sites/bhconnected/files/Introduction%20to%20SCS%20doc..pdf>

## **2. Fuel Poverty & Affordable Warmth**

Struggling to affordably heat homes is not a new issue, however the term 'Fuel Poverty' and its distinction from 'poverty' in general began to be more widely acknowledged through the 1980's. The first Fuel Poverty Strategy for the UK, adopted in 2001, set out a way that fuel poverty could be measured. Known as the '10% definition', this indicator considered a household to be fuel poor if it needed to spend more than 10% of its income (measured before housing costs) on fuel to maintain an adequate standard of warmth. For the purpose of this strategy '**Affordable Warmth**' means a household is able to afford to heat their home to the level required for their health and comfort without entering into fuel poverty.

Significant fluctuations in the numbers of fuel poor households through the late 1990's to 2010 made it clear that the 10% indicator was very sensitive to energy prices. High prices were bringing some people who were reasonably well-off but lived in large, inefficient homes into the fuel poverty statistics. There was concern that there was a danger of both underplaying the effectiveness of support schemes and undermining good scheme design, to ensure that the most vulnerable households were targeted.

In response to these concerns, Professor Sir John Hills of the London School of Economics undertook an independent review of fuel poverty, to assess its causes and impacts and to make recommendations on a more effective way of understanding and measuring the problem. Professor Hills made two key recommendations, both of which were adopted by the Government:

- to adopt a new Low Income High Costs indicator of fuel poverty; and
- to adopt a new fuel poverty strategy for tackling the problem.

Consequently fuel poverty in England is measured using the Low Income High Costs indicator, which considers a household to be fuel poor if:

- they have required fuel costs that are above average (the national median level);

- were they to spend that amount, they would be left with a residual income below the official poverty line.

The Low Income High Costs (LIHC) indicator allows the measurement of not only the extent of the problem (how many fuel poor households there are) but also the depth of the problem (how badly affected each fuel poor household is). It achieves this by taking account of the 'fuel poverty gap', which is a measure of how much more fuel poor households need to spend to keep warm compared to typical households.

The three key elements which affect whether a household is fuel poor or not are:

- Household income
- Fuel bills
- Energy consumption (dependent on the lifestyle of the household and the energy efficiency of the home)

The national fuel poverty strategy for England 'Cutting the cost of keeping warm' showed the characteristics of a typical fuel poor household;

- Mainly families
- Living in larger homes
- Usually private tenure
- Living in older dwellings

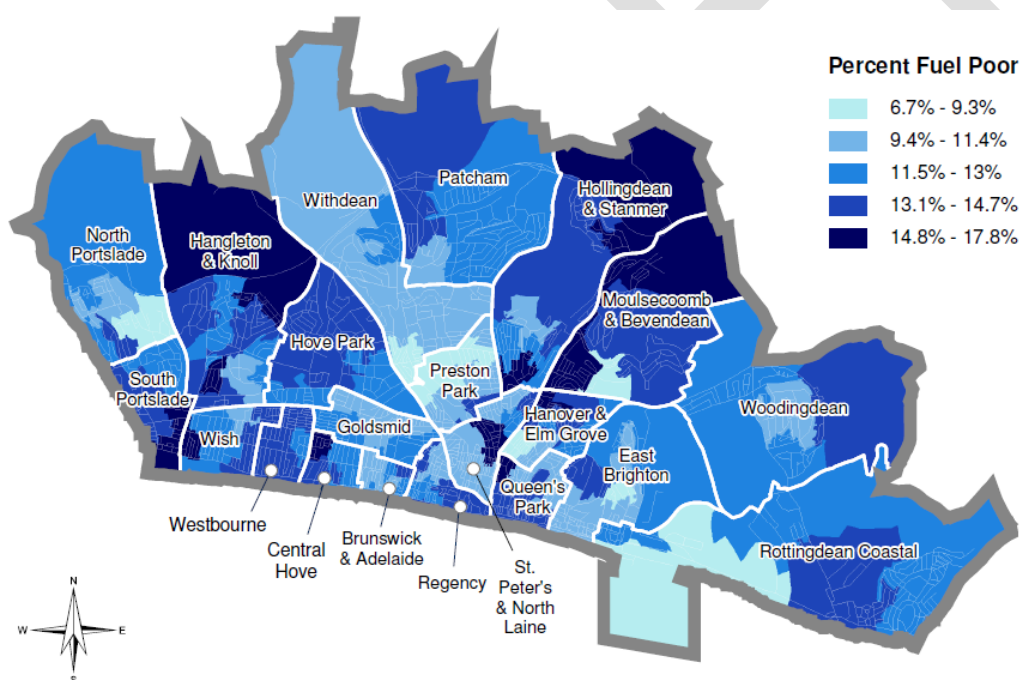
It is worth noting however that the characteristics of a fuel poor household can change over time, depending on a number of factors such as fuel prices, changes to household incomes influenced by welfare reform and changes in the housing market. The latest available statistics (for 2013, released in 2015) identified that lone parent households are the most likely to be in fuel poverty (25% of this group), with couples without dependent children (of all ages) and single elderly households the least likely groups to be fuel poor (approximately five per cent of these groups). However, as the age of the oldest person in a household increases, so does the average fuel poverty gap. In 2013, people in England aged 75 or over had the largest average fuel poverty gap, meaning they experience the deepest levels of fuel poverty.



The Annual Fuel Poverty Statistics Report (2015) estimated that in 2013, 2.35 million households in England were in fuel poverty, representing approximately 10.4% of all households in England. In the South East region fuel poverty was estimated to affect 8.1% of households and in Brighton & Hove the figure was estimated to be 11.9% (14,863 households), higher than both the national and regional averages.

In England, the average fuel poverty gap in 2013 was £374. There are no figures available for the average fuel poverty gap in Brighton & Hove.

The map below shows the estimated distribution of fuel poor households in Brighton & Hove. However, caution should be exercised when viewing fuel poverty statistics relating to a geographical area smaller than local authority (see note below).



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Source: Department of Energy and Climate Change (2015) Sub-regional fuel poverty levels, England, 2013

**Note:** estimates of fuel poverty are robust at local authority level, but are not robust at very low level geographies. Estimates of fuel poverty at Lower Super Output Area (LSOA) should be treated with caution. The estimates should only be used to describe general trends and identify areas of particularly high or low fuel poverty. They should not be used to identify trends over time within an LSOA, or to compare LSOA's with similar fuel poverty levels.<sup>3</sup>

<sup>3</sup> Department of Energy & Climate Change, Annual Fuel Poverty Statistics Report 2015

### **3. Health Impacts of Cold Homes**

Public Health England's 2015 Cold Weather Plan states that winter weather has a direct effect on the incidence of heart attack, stroke, respiratory disease, flu, falls and injuries and hypothermia. Indirect effects include mental health problems such as depression, reduced educational and employment attainment, and the risk of carbon monoxide poisoning if boilers and appliances are poorly maintained or poorly ventilated.

Extreme cold can kill directly through hypothermia, however, this is rare. Diseases of the circulation, such as heart attack and stroke, account for around 40% of excess winter deaths while respiratory illness accounts for approximately one third of the excess deaths. The onset of cold weather leads to an almost immediate increase in weather-related deaths, which can remain raised for up to four weeks. Negative health effects start at relatively moderate outdoor mean temperatures of 4-8°C. Although the risk of death increases as temperatures fall, the higher frequency of days at moderate temperatures in an average winter means the greatest health burden, in absolute numbers of deaths, occurs at more moderate temperatures.

The UK has a relatively high rate of Excess Winter Deaths (EWD), based on international comparisons that use this definition. The EWD Index expresses excess winter deaths as a percentage increase of the expected deaths based on non-winter deaths. Overall, the number of EWD varies between years with an average of around 25,000 in England each winter. The majority of EWD occur in those aged 65+ with 92% of EWD occurring in this age group during 2011-2013 in England and Wales. The Brighton & Hove Joint Strategic Needs Assessment (JSNA) 2015 identifies the health risks of cold homes, including winter deaths. For 2008-11 the EWD Index in Brighton & Hove was 20%, equivalent to an average of 135 EWD per year.<sup>4</sup> However, local excess winter mortality is highly variable year on year and shows no clear trend. 'Cutting the cost of keeping warm: A fuel poverty strategy for England' (Department for Energy and Climate Change, March 2015) states:

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<sup>4</sup> Office for National Statistics. Excess Winter Mortality in England and Wales, 2014/15 (Provisional) and 2013/14 (Final); 2015.

‘The link between fuel poverty and health and well-being is recognised and we are committed to developing a means of measuring this. There is no reliable indicator that can be used at this stage. The oft-cited rate of Excess Winter Deaths is not a reliable measure of the success or failure of fuel poverty policy. This is because there are many factors that determine these figures, such as how cold a specific winter is, whether there were any flu epidemics over that winter and how severe they were. Indeed, analysis of the Excess Winter Deaths data for England shows the most recent peak of 29,500 in 2012/13 was immediately followed by 17,000 in 2013/14, the lowest rate on record.’

EWD are almost three times higher in the coldest quarter of housing than in the warmest quarter. According to the World Health Organisation, between 30% and 50% of all EWD are estimated to be attributable to cold indoor temperatures.<sup>5</sup> In the recent past, the rate of EWD in England was twice the rate observed in some colder northern European countries, such as Finland. The NHS is estimated to spend £1.36bn every year treating illnesses caused by cold homes.

The risks of cold homes and the resulting impact on health are recognised by Brighton & Hove City Council and this has been reflected in:

- Excess Winter Deaths and Fuel Poverty Joint Strategic Needs Assessment section
- Director of Public Health Annual Report 2015
- BHCC Housing Strategy 2015

The National Institute for Health and Care Excellence (NICE) guideline makes recommendations on how to reduce the risk of death and ill health associated with living in a cold home. The guideline acknowledges that the health problems associated with cold homes are experienced during 'normal' winter temperatures, not just during extremely cold weather. They propose that year-round planning and action by many sectors is needed to combat these problems. Accordingly, they are aimed at commissioners, managers and health, social care and voluntary sector practitioners who deal with vulnerable people who may have health problems caused, or exacerbated, by living in a cold home.

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<sup>5</sup> World Health Organisation ‘Environmental burden of disease associated with inadequate housing’ – 2011 [http://www.euro.who.int/\\_\\_data/assets/pdf\\_file/0003/142077/e95004.pdf?ua=1](http://www.euro.who.int/__data/assets/pdf_file/0003/142077/e95004.pdf?ua=1)

The NICE guideline identifies a wide range of people as vulnerable to the cold, including:

- people with cardiovascular conditions
- people with respiratory conditions (in particular, chronic obstructive pulmonary disease and childhood asthma)
- people with mental health conditions
- people with disabilities
- older people (65 and older)
- households with young children (from new-born to school age)
- pregnant women
- people on a low income.

The guideline makes recommendations, with the following aims:

- Reduce preventable excess winter death rates
- Improve health and wellbeing among vulnerable groups
- Reduce pressure on health and social care services
- Reduce 'fuel poverty' and the risk of fuel debt or being disconnected from gas and electricity supplies
- Improve the energy efficiency of homes

#### **4. National Policy Context**

The legal framework for tackling fuel poverty in England is laid out in primary legislation through the Warm Homes and Energy Conservation Act 2000 and in secondary legislation, by the Fuel Poverty (England) Regulations 2014.

This set of regulations, which became law on 5 December 2014, gives effect to the new fuel poverty target;

**‘to ensure that as many fuel poor homes as is reasonably practicable achieve a minimum energy efficiency rating of Band C, by 2030.’**

The regulations also set some interim Milestones:

- (i) as many fuel poor homes as is reasonably practicable to Band E by 2020 and**
- (ii) as many fuel poor homes as is reasonably practicable to Band D by 2025**

#### **Minimum Energy Efficiency Standards**

These regulations that introduce minimum energy efficiency standards on the private rented domestic property sector in England & Wales were approved by both Houses of Parliament in March 2015, as part of the Energy Act 2011.

From April 2018, private landlords will be required by law to ensure their properties meet an energy efficiency rating of at least Band E. From 1 April 2016, tenants living in F and G rated homes will have the right to request energy efficiency improvements which the landlord cannot unreasonably refuse, providing they do not present ‘upfront costs’ to the landlord.

#### **Predicted future need**

Over the next 40 years, global temperatures are set to rise. Even with climate change, however, cold related deaths will continue to represent the biggest weather-related cause of mortality.

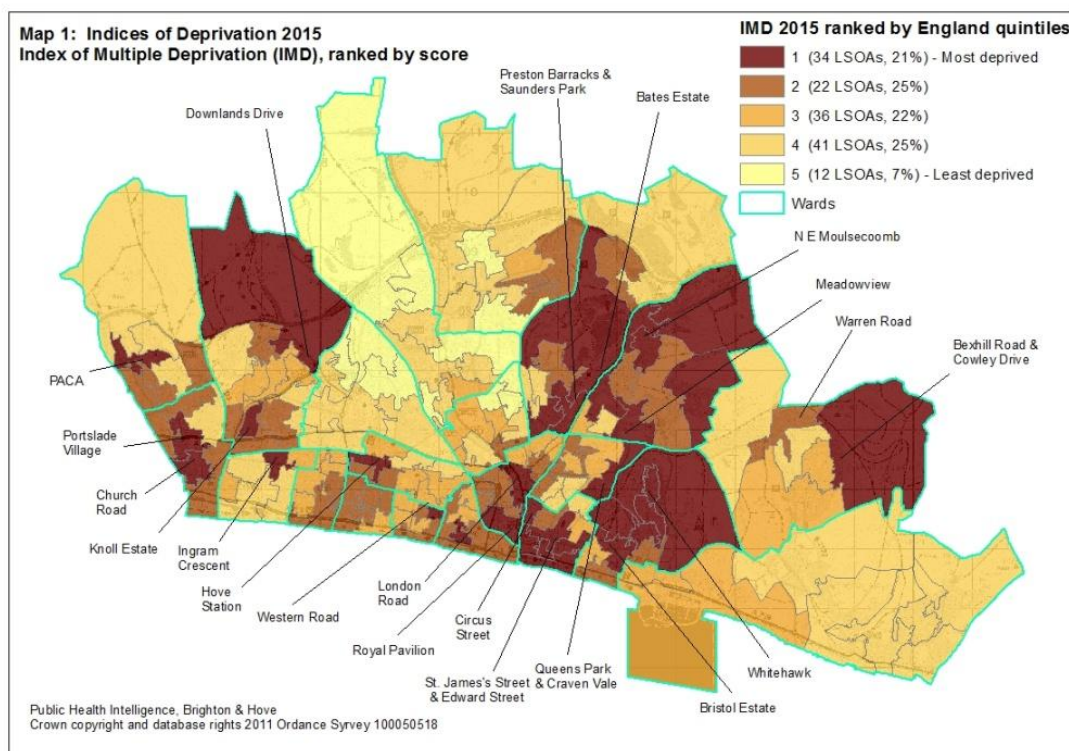
The number of fuel poor households in England is projected to remain broadly flat, increasing to 2.36 million in 2015, before decreasing to 2.34 million in 2016. The average fuel poverty gap is projected to increase to £386 in 2015.

The long-term trend in energy prices is likely to be one of continual increase and rising housing costs represent a constant challenge to the reduction of fuel poverty. Addressing energy inefficient housing and bringing all homes up to a minimum standard of thermal efficiency would have the greatest impact on the most vulnerable households.

## **5. Challenges in Brighton & Hove**

Brighton & Hove is a popular place to live, work and visit, however, it is a place of contrast, with areas of affluence and areas of deprivation, where residents can experience significant inequality compared to the rest of the city in terms of access to suitable housing, employment, health and life expectancy. Pressures from an increasing population, high property prices, pockets of poor quality housing, limited opportunities for new development and the effects of welfare reform are impacting on many families, particularly the most vulnerable people living in the city. The city has one of the highest average house prices outside London, coming within the top 10 local authorities and high rents in the private rented sector making rent unaffordable for many households.

We know from the Index of Multiple Deprivation 2015 (IMD 2015) that out of 326 authorities, Brighton & Hove is ranked 102 most deprived authority in England (using the most commonly used summary measure, average score). This means the city is among the third (31%) most deprived authorities in England. Under the IMD at the Lower Super Output Area (small areas of around 1,500 residents / 650 households) level there are 17 neighbourhoods (10%) in Brighton & Hove in the 10% most deprived in England. In total, 34 LSOAs in Brighton & Hove (21%) are in the 20% most deprived areas in England.



In the IMD 'Barriers to housing and services' domain, of 326 local authorities in England, Brighton & Hove is ranked 73 most deprived, meaning that we are ranked just in the second quintile (22%) of most deprived authorities in England for barriers to housing and services. This domain is split into two sub-domains; the 'Geographical sub-domain' and the 'Wider barriers sub-domain'. Whilst the city fairs relatively well in terms of 'geographical barriers' in comparison with other areas the wider barriers sub-domain identifies relatively higher levels of deprivation. Measuring housing affordability, homelessness and household over-crowding, more than two thirds of Brighton & Hove's LSOAs (116, 70%) are in the most deprived 20% for the wider barriers (housing) sub-domain.

Through measuring housing in poor condition and houses without central heating, IMD also compares 'Indoor living environment' of different areas. When combined with outdoor living environment, the IMD shows that of 326 authorities in England, Brighton & Hove is ranked 36 most deprived, meaning we are the in the first quintile (11%) of most deprived authorities in England for our living environment.

The Private Sector House Condition Survey 2008 reported that a third of the city's housing stock (up to 37,000 homes) is considered to be non decent. The survey also showed that the age profile of the private stock differs from the average for England in that there is a substantially higher proportion of pre 1919 stock at 39.8% compared to the national average of 24.9%. Overall the stock profile is older than the national picture with 65.7% built before 1945 compared to 43.4% in England as a whole. There are in excess of 30 conservation areas in the city where planning controls are tighter in order to protect its special character. The city is known internationally for its extensive Regency and Victorian architecture and has around 3,400 listed buildings. These factors can consequently impact on the ability of home owners, tenants and landlords to improve the energy efficiency of homes and consequently on residents to live in warm and healthy homes.

The 2011 census showed that the size of the private rented sector in Brighton & Hove has increased by 37% since 2001 with an extra 10,691 homes. Two out of every seven households in the city are now renting from a private landlord, with the city having the 9<sup>th</sup> largest private rented sector in England & Wales, with a total of 34,081 private rented homes. In England (2013), almost 19% of all private rented households are in fuel poverty, compared to 8% of owner occupiers and 10% of social renters.<sup>6</sup>

The 2015 Housing Strategy aims to create 'Decent Warm & Healthy Homes' under the priority of improving housing quality, however the housing stock in Brighton & Hove presents a number of challenges to improving its energy efficiency. The last few years have seen significant changes to the funding available to deliver the objectives outlined in the housing strategy, which means looking at new ways of working to support local people. These changes include the removal of private sector renewal funding that helped owners and landlords improve the quality of their homes. This funding enabled significant numbers of energy efficiency improvements in the housing stock, with a particular focus on our more vulnerable residents.

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<sup>6</sup> Department of Energy and Climate Change. Detailed Tables, England 2013, LHC definition; 2015.



## **6. Achievements and opportunities**

Through a number of measures, the city council has worked to improve the quality of homes in the city by increasing energy efficiency and reducing the city's carbon footprint. A number of initiatives have been successful;

**Private Sector Renewal:** From 2009, more than £9m was been invested in enabling over 4,500 homes to be made decent or moved towards decency. This included 2,438 energy efficiency measures installed and 1,592 tonnes of CO<sub>2</sub> saved.

Brighton & Hove **Warm Homes, Healthy People Programme:** Since 2011, the Public Health and Housing teams have overseen this annual programme of support to some of the city's most vulnerable residents. Initially funded by bids to the Department of Health totalling £200,000 in 2011 and 2012, the Brighton & Hove Warm Homes, Healthy People Programme is currently funded by the Public Health Directorate. Delivered through a range of partner agencies across the city, this annual programme has to date delivered:

- 33 fuel poverty awareness training sessions to 235 front line workers
- 150 winter home checks to make homes safer and warmer
- 198 home energy advice and assessment visits
- 25 emergency home visits to check welfare and deliver 59 emergency warmth packs
- 215 warm packs to rough sleepers
- 33,500 awareness raising leaflets and 17,500 room thermometers to residents
- 15 community outreach workshops and 2 affordable warmth information events
- 186 emergency winter grants totalling £32,225
- 434 financial inclusion checks

The financial inclusion checks have resulted in a total of £734,415 in confirmed and likely annual income increases for residents – an average of around £1,700 per household.

**Government funding:** £411,000 was secured for energy efficiency improvements to vulnerable householders in the private sector through a joint bid with Eastbourne Borough Council. The Your Warm Home project delivered with partners also funded energy cafes in communities across the city, providing advice to residents about behaviour change and measures they could take to improve the energy efficiency and thermal comfort of their homes. Through Green Deal Pioneer Places, £221,000 was secured for 100 free Green Deal assessments, and retrofits to 10 houses across the city.

**Council housing stock** has achieved 100% decency through an intensive programme of improvements undertaken via a long term partnership between Mears and the council. Energy efficiency of homes has improved and residents heating bills have been cut by replacing boilers and installing insulation such as solid wall, cavity wall, loft and floor. There has also been significant investment in renewable heat and electricity installations.

**Warmth for Wellbeing:** Following a bid to the British Gas Energy Trust's 'Healthy Homes' programme, a local partnership led by Citizens Advice Brighton and Hove was awarded £395,158 to tackle fuel poverty and cold homes in the city. With support from Brighton & Hove City Council and the Clinical Commissioning Group, the grant is funding a package of holistic support throughout 2016 to those most at risk from adverse health effects of cold homes, including personalised money and housing advice and energy efficiency measures.

**Local expertise:** We have two local universities well positioned to support organisations to meet the challenges outlined within this strategy. Through both the University of Brighton Green Growth Platform and Sussex University's Social Policy Research Unit, we have a number of local experts and academics with whom we look to work collaboratively.

There is a vibrant SME sector in the city, working across the sustainability agenda including energy efficiency. There are two energy co-ops based in the city working on projects to increase renewable energy generation, community ownership of energy and energy efficiency. Both Brighton Energy Co-op and Brighton & Hove

Energy Services Co-op have had success in raising and bidding for funding for local projects.

There is an engaged and active community and voluntary sector in the city supporting residents around different vulnerabilities, financial inclusion and housing issues. The city council partners with these organisations wherever possible to ensure the reach of programmes of support to our most vulnerable residents. Our previous work and the input of partners has been reflected throughout this strategy.

**Working with private sector landlords:** Through the Strategic Housing Partnership we are working with landlords through both the Southern Landlords Association and the National Landlords Association to explore ways to improve the energy efficiency of privately rented homes. We are assessing models that can deliver investment that is affordable for both tenants and landlords.

**Your Energy Sussex:** The city council continues to explore options for improving the energy efficiency of the city's housing stock, including exploring different investment opportunities and other funding streams. With this in mind we have worked closely with Your Energy Sussex, a partnership of local authorities, to develop models for energy efficiency, energy generation and supporting residents across the region to reduce their energy bills.

## **7. Objectives of Strategy**

Through working in partnership across the city and the wider area we want to ensure that households, and in particular those considered to be most vulnerable, are able to live in warm homes that support good health and wellbeing.

With consideration of both the NICE guideline referred to in Chapter 3 and the ambitions contained in the national Fuel Poverty Strategy 'Cutting the Cost of Keeping Warm', the objectives below have been drafted based on input and feedback from key partners across the city. In considering what the council and the wider city partnership can do, we need to recognise the challenges all partners face in the context of the current economic climate and welfare reform.

The funding challenges faced by the city council, wider public sector and third sector need to be addressed by making the best use of the resources available across organisations. This strategy comes at a time where the council is required to save £102m over the period 2015/16 to 2019/20 and follows the removal of private sector renewal funding that helped owners and landlords improve the quality of their homes. Recognising the challenges we face, the city council wants to support communities to realise their potential and to create a cultural shift from reliance on traditional support. The partnership approach proposed within this strategy reflects this and the diversity of our city.

Aligned to the recommendations contained within the NICE guideline and our previous experience and learning, this strategy contains a number of objectives to address the causes of fuel poverty and the impacts on residents lives from living in cold homes. In developing the strategy and its objectives, we have taken into account the significant equalities considerations that impact on these issues. These considerations have been identified through the related equalities impact assessment, however it is worth highlighting some specific issues here.

Poor home energy efficiency affects people with low incomes more severely because it affects life chances and how they spend disposable income on other essential items such as food and clothing. Fuel poverty and cold homes can have an even

greater health impact on a range of people, including those with disabilities and long-term health conditions and older people.

The council has a legal duty under the Equality Act 2010 to show that we have identified and considered the impact and potential impact of our activities on all people with 'protected characteristics' (age, disability, gender reassignment, pregnancy and maternity, race/ethnicity, religion or belief, sex, sexual orientation, and marriage and civil partnership). Through the strategy and looking forward to future action, we will pay due regard to these duties, including to:

- remove or minimise disadvantages suffered by equality groups
- take steps to meet the needs of equality groups
- encourage equality groups to participate in public life or any other activity where participation is disproportionately low, and
- consider if there is a need to treat disabled people differently, including more favourable treatment where necessary.

The council will also look at how we can foster good relations between people who share a protected characteristic and those who do not, including: tackling prejudice and promoting understanding.

The Brighton & Hove Warm Homes Healthy People Programme 2013-14 found that 84% of programme recipients who completed the equalities questionnaire got into debt or cut down on buying essential items in order to heat their home. 51% stated that they or other people in the household had reduced the size of meals or skipped meals in the last six months because there wasn't enough money for food.

In 2013, households in England where the oldest person in the household was aged 16-24 were more likely to be fuel poor. However, people aged 75 or over had the largest average fuel poverty gap, meaning they experience the deepest levels of fuel poverty. Unemployed households in England have the highest rates of fuel poverty across all economic activity groups. Lone parent households have consistently been more likely to be in fuel poverty. However, the depth of fuel poverty is lowest in lone

parent households. People in England (2012) who have a long term illness or disability are more likely to be fuel poor than those who do not.

The objectives below are aimed at supporting all residents in the city struggling to affordably heat their homes, with a specific focus on those most at risk as outlined throughout the strategy. They have also been developed in the context of the wider priorities the council has identified, grounded on delivering the following ambitions;

**A good life:** Ensuring a city for all ages, inclusive of everyone and protecting the most vulnerable.

**A well run city:** Keeping the city safe, clean, moving and connected.

**A vibrant economy:** Promoting a world class economy with a local workforce to match.

**A modern council:** Providing open civic leadership and effective public services.

These objectives and the ambition of the strategy must be considered in light of the challenges faced by the council and the city, reflected more widely across the country, about what councils should be doing and how they should be doing it. The dilemma is that councils and public services more generally cannot continue in the same way, since public spending is reducing, populations growing and costs are rising. These challenges place even greater emphasis on the need for a partnership approach, reflected through the NICE guideline and reflected throughout this strategy.

In light of these challenges, the city council has recognised that by 2020 it will:

- become a **smaller**, more efficient organisation, working as one, with a reduced budget, fewer employees and fewer directly provided services;
- **collaborate** more with other public services, the community and voluntary sector and businesses to find common and jointly owned solutions;
- **positively** enable more citizens to play an active role in the creation and provision of services for their local community;
- create a more **connected** council with more shared services, with other providers and other places.

## **Evaluation and Reporting**

Annual updates will be provided to both the Housing and New Homes Committee, and the Health and Wellbeing Board, on the strategy and progress against the objectives outlined below. A more detailed action plan will be developed and monitored in collaboration with partners to track and review progress.

DRAFT

## **Objective 1**

### **Increase the energy efficiency of the City's housing stock**

#### **What we intend to do**

- 1.1** Support residents to access advice and support to improve the energy efficiency of their homes, including access to local and national funding opportunities
- 1.2** Continued investment into the council's own housing stock through available grant funding and the HRA capital programme in line with the HRA Asset Management Strategy
- 1.3** Work with registered housing providers, private landlords, letting agents and tenants to improve the energy efficiency of homes
- 1.4** Work with private landlords, letting agents and tenants to ensure compliance with Minimum Energy Efficiency Standards guiding the energy efficiency of private rented homes
- 1.5** Continue to work with local partners through the Your Energy Sussex partnership to identify models and funding opportunities that enable all householders to make energy efficiency improvements to homes that provide affordable warmth
- 1.6** Through existing schemes and services overseen by the council's Private Sector Housing Team (e.g. Housing Health and Safety Rating System, Houses of Multiple Occupation Standards), work with landlords to ensure quality housing in the private rented sector
- 1.7** Through planning processes, ensure standards in new development supports households to achieve affordable warmth



## **Objective 2**

### **Support residents struggling to pay their energy bills**

#### **What we intend to do**

- 2.1** Support the ongoing development and resourcing of a Single Point of Contact Affordable Warmth Referral System
- 2.2** Support the provision of tailored solutions via the Single Point of Contact Affordable Warmth Referral System for people living in cold homes
- 2.3** Explore effective methods to assess heating needs of those most at risk who use primary health and home care services
- 2.4** Explore opportunities for a switching scheme for Brighton & Hove / local area that involves a process to support and encourage vulnerable residents to access less expensive energy tariffs and methods of paying for energy
- 2.5** Work with local advice agencies to ensure residents have access to advice on housing, benefits, money and energy
- 2.6** Ensure signposting is in place to national and local schemes designed to support people struggling to pay for energy / keep their homes warm
- 2.7** Where resources are available, support programmes of behaviour change across housing tenures aimed to reduce energy bills and keep warm affordably through energy saving advice

### **Objective 3**

#### **Improve awareness and understanding of fuel poverty**

##### **What we intend to do**

- 3.1** Improve communication and promotion to the general public of the health risk of cold homes, to increase awareness of risks and the support available
- 3.2** Train health and social care practitioners to identify and support those residents most at risk from cold homes
- 3.3** Provide easy to understand and accessible information to professionals, front line workers and volunteers to support and refer people in fuel poverty and living in cold homes
- 3.4** Train housing professionals and faith and voluntary sector workers to help people whose homes may be too cold for their health and wellbeing

### **Objective 4**

#### **Work together to tackle fuel poverty through partnership and learning**

##### **What we intend to do**

- 4.1** Establish cross sector Fuel Poverty & Affordable Warmth steering group to deliver related action plan, monitor progress against strategy objectives and coordinate a city wide response.
- 4.2** Build upon existing networks to promote available support to all sectors, relevant organisations and communities across the city
- 4.3** Work alongside community groups to reach isolated individuals and communities across the city
- 4.4** Through the Health & Wellbeing Board and constituent organisations, explore how the objectives and actions related to this strategy can work with and complement other programmes aimed at improving the health and wellbeing of local people
- 4.5** Explore through the Strategic Housing Partnership how the housing sector can work in partnership with health, social care and voluntary sector providers to tackle fuel poverty
- 4.6** Increase understanding of the issue for front line workers across all sectors

through sharing of resources and learning tools, in particular develop an accessible learning tool

## **Objective 5**

### **Increase effective targeting of vulnerable fuel poor households and those most at risk of the health impacts of cold homes**

#### **What we intend to do**

- 5.1** Work with the CCG and NHS partners to identify those groups highlighted in the NICE guideline as most at risk of ill health and morbidity linked to cold homes, exploring potential use of existing patient risk stratification tools and methods
- 5.2** Work with Community and Voluntary Sector organisations to identify and support those groups highlighted in the NICE guideline as most at risk of ill health and morbidity linked to cold homes
- 5.3** Work with social care providers to identify and support those groups highlighted in the NICE guideline as most at risk of ill health and morbidity linked to cold homes
- 5.4** Explore how CCG and local authority commissioning can incorporate relevant NICE recommendations and strategy objectives
- 5.5** Work specifically with teams involved in the discharge of vulnerable people from health or social care settings to ensure they return to a warm home

## **Objective 6**

**To maximise resources and opportunities for tackling the causes fuel poverty**

### **What we intend to do**

- 6.1** Through a partnership approach and city wide steering group, coordinate bids and business cases for additional funding to support work in this area
- 6.2** Working in partnership, coordinate and share resources to ensure assistance is targeted and maximised to the benefit of the most vulnerable residents
- 6.3** Ensure meaningful links to other strategies and work streams across all sectors, coordinating with other financial inclusion / poverty work and wider wellbeing work to maximise opportunities, value for money and impact

## **8. Links to other relevant strategies**

### **2015 Housing Strategy**

The housing strategy aims to create 'Decent Warm & Healthy homes' under the priority of Improving Housing Quality.

### **2015 Joint Strategic Needs Assessment - Excess winter deaths and fuel poverty**

The JSNA is an ongoing process that provides a comprehensive analysis of current and future needs of local people to inform commissioning of services that will improve outcomes and reduce inequalities. To do this, needs assessments gather together local data, evidence from the public, patients, service users and professionals, plus a review of research and best practice.

### **Financial Inclusion 2013-16**

The strategy defines financial health as "Having enough resources to meet basic needs adequately and to be able to make choices over a prolonged period to maintain physical and mental well being and participate in community and society." It has established a Community Banking Partnership to deliver a number of elements through an integrated seamless service model, including Food & Fuel.

### **Food Poverty Action Plan**

Food is the flexible item in people's budgets; reducing other outgoings helps to free up spend for food. Food and fuel poverty are interlinked.

### **Cold Weather Plan for Brighton & Hove**

### **Sustainable Community Strategy for Brighton & Hove**

### **Health & Wellbeing Strategy (Draft)**



<b>Subject:</b>	<b>New Homes for Neighbourhoods – Small Sites Design Competition</b>		
<b>Date of Meeting:</b>	<b>15 June 2016</b>		
<b>Report of:</b>	<b>Nick Hibberd, Acting Executive Director Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Jo Thompson</b>	<b>Tel: 29-1466</b>
	<b>Email:</b>	<a href="mailto:Jo.thompson@brighton-hove">Jo.thompson@brighton-hove</a>	
<b>Ward(s) affected:</b>	<b>Hollingdean and Stanmer, Moulsecomb &amp; Bevendean. St Peter's and North Laine and Patcham</b>		

**FOR GENERAL RELEASE****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Building new homes on council land is a council priority and essential if City Plan housing targets are to be met and the city's housing crisis tackled. The council's New Homes for Neighbourhoods (NHFN) programme addresses this undersupply by identifying suitable vacant land and infill sites to develop new homes across the city. This report focuses on the results of the recent Royal Institute of British Architects (RIBA) Design Competition targeted at four of the council's smaller, more challenging sites included within the Small Site Strategy (agreed by Housing Committee, March 2014). The Design Competition was one of a number of innovative pilot projects identified in the Strategy to deliver housing units on the smaller sites within the NHFN programme.
- 1.2 The report recommends that all four winning designs be taken forward for further design development work. Of the four designs, the Judging Panel expressed a strong preference for the two highest scoring schemes (Hinton Close and Natal Road) to be developed first and now move into the detailed design stage. The report also outlines a strategy for the delivery of the two remaining schemes, both of which have merit but would benefit from further site investigation and surveys, in order to achieve greater certainty of cost and feasibility prior to undertaking more detailed design development work.

**2. RECOMMENDATIONS:**

That the Housing and New Homes Committee agree the following recommendations:

- 2.1 Note the winning designs for the four sites included within the RIBA Design Competition, namely: Hinton Close, Natal Road, Frederick Street and Rotherfield Crescent (see Appendix 1).

- 2.2 That the two highest scoring designs (Hinton Close and Natal Road) are taken forward to detailed design stage and undergo further financial appraisal before coming back to Committee for final scheme approval.
- 2.3 That further site investigation and surveys are undertaken in relation to the two remaining schemes (Frederick Street and Rotherfield Crescent), in order to achieve greater cost certainty to support the detailed design development work.

### **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 In March 2014, Housing Committee agreed a Small Site Strategy targeted at unlocking council owned sites within the City that are considered potentially challenging to develop by virtue of their size, context, overlooking issues and/or restricted access. This Strategy emphasised that a different solution for the smaller sites was needed if the Council is to meet its housing targets and play its part in tackling housing need in the City. Soft market testing with potential development partners and informal discussions with smaller builders and architect practices, revealed an interest amongst these companies in working with the council to deliver housing on these smaller sites.

#### **The Competition**

- 3.2 In response to this interest expressed by architects, the council launched an Open Design Competition in March 2015, in partnership with RIBA Competitions. Practising registered architects in the UK were invited to develop innovative design proposals for small-scale housing developments on four council owned sites:

- Hinton Close, Hollingdean
- Natal Road, off Lewes Road
- Frederick Street, North Laine
- Rotherfield Crescent, Hollingbury

- 3.3 Competitors were asked to select and develop strategic design approaches for two of the four sites. In total, 146 submissions from architects were received for the four sites within the Competition. The breakdown was as follows:

Hinton Close – 34 submissions  
Natal Road – 37 submissions  
Frederick Street – 36 submissions  
Rotherfield Crescent - 39 submissions

- 3.4 The key project stages are summarised in Appendix 2. The submissions were scored and reduced to a shortlist of five submissions for each site by a Technical Panel made up of council and RIBA representatives from the fields of architecture, planning and housing. The financial information submitted by architects in support of their schemes, was also independently assessed and scored by a Quantity Surveyor. The five shortlisted design proposals for each site which made it through the technical assessment were displayed at four public exhibitions held in venues close to the sites. Local residents were asked to score and comment on the design proposals either at the public exhibitions or online through the council's consultation portal. The results of this consultation



were analysed by officers and RIBA Competitions and formed 15% of the overall marks going forward. Council Planning Officers were also consulted at this stage and provided summary feedback on each of the shortlisted schemes.

- 3.5 The 20 design submissions (i.e. 5 designs per site) were then assessed by a Judging Panel comprising:

<b>Simon Barker</b>	<b>Barker Shorten Architects LLP</b> [acting as the RIBA Architect Adviser]
<b>Sam Smith</b>	<b>Programme Manager, Estate Regeneration Team,</b> Brighton & Hove City Council
<b>Nigel McCutcheon</b>	<b>Architecture Manager, Property &amp; Design,</b> Brighton & Hove City Council
<b>Ododo Dafe</b>	<b>Income Involvement &amp; Improvement (Housing),</b> Brighton & Hove City Council
<b>John Currell</b>	<b>Asset Manager, Property &amp; Investment,</b> Brighton & Hove City Council
<b>Francesca Iliffe</b>	<b>Sustainability Officer, Planning,</b> Brighton & Hove City Council
<b>Grant Shepherd</b>	<b>Brighton University</b> (Architecture Faculty)

This exercise resulted in the selection of 4 winning designs. Although the process of selection was undertaken blind i.e. all entries submitted were anonymous to members of the Judging Panel, the 4 successful schemes were designed by just two practices. These were:

**Sutherland Hussey Harris (SUHUA), Edinburgh** – Natal Road and Hinton Close

**Innes Associates, London** – Frederick Street and Rotherfield Crescent

- 3.6 Anonymity was lifted at Phase 2, with feedback from the Phase 1 assessment issued to the authors of each preferred scheme. The winning practices were then given six weeks to develop their design ideas further, to demonstrate the viability of the proposals and their ability to assemble a team to deliver the scheme. Clarification interviews were held in Brighton on 24 March 2016. Teams were asked to prepare a presentation (based on the submitted material) of 20 mins duration for each site to clarify aspects of the proposed design approach, the potential cost of implementing the design ideas and discuss methods of working etc. The remainder of each team's allocated 2hr slot was taken up with questions in which Judging Panel members sought clarification on any issues that remained unclear following the presentations.
- 3.7 In the final phase of the New Homes for Neighbourhoods competition, the successful architectural practices were not competing against one another for the same site. An appraisal of the technical and financial viability of the preferred scheme for four different sites was undertaken, with each site presenting a different set of opportunities, challenges and constraints. The Panel recognised that the degree of challenge that teams had faced in seeking to refine their initial

proposals into deliverable schemes varied between sites, with some being more inherently difficult to develop-out than others.

### The results

- 3.8 Judging Panel members felt their understanding of the schemes and appreciation of the relative merits of the approaches to each site had benefited greatly from the presentations. They were appreciative of the creative effort that both sets of teams had put into developing their respective pairs of sites. Following the presentations, each member of the Panel scored each scheme against the Award Criteria, with scores averaged to arrive at an agreed consensus score (see Fig 1).

**Fig 1 – Final scores**

CRITERION	SUHUHA [Score out of 10]		INNES ASSOCIATES [Score out 10]	
	Hinton Close	Natal Road	Rotherfield Crescent	Frederick Street
i. Response to feedback and refinement of proposal ideas following Phase 1 assessment	8.33	7.33	6.00	7.83
ii. Financial and technical viability of the proposals with clear balance of creativity versus pragmatism	7.83	7.67	5.83	6.83
iii. Ability to deliver the project and demonstration of understanding of Client requirements	8.67	8.33	7.17	7.33
<b>TOTAL</b> [Out of 30]	<b>24.83</b>	<b>23.33</b>	<b>19.00</b>	<b>21.99</b>

- 3.9 In order to be awarded a contract, the preferred team for each site needed to score a minimum of 6 points against each of the Award Criteria. However, since the design for Rotherfield Crescent put forward by Innes Associates only narrowly failed one criterion, council officers felt that it would be appropriate for all four designs to be taken forward for further design development work.
- 3.10 If the four winning schemes were to proceed to construction stage, the accommodation schedule would be as follows:

#### Hinton Close

3 houses comprising:  
2 x 2 bedroom houses  
1 x 3 bedroom house

### **Natal Road**

2 semi-detached houses comprising:  
2 x 3 bedroom house

### **Frederick Street**

4 apartments comprising:  
1 x 2 bed flat (basement)  
3 x 1 bed flat (ground, 1<sup>st</sup> and 2nd floor)

### **Rotherfield Crescent**

4 houses comprising:  
2 x 2 bedroom houses  
2 x 3 bedroom houses

### **Next steps**

- 3.11 Of the four designs, the Estate Regeneration Members Board have expressed a strong preference for the Hinton Close and Natal Road schemes to be developed first, given their high scores and readiness to proceed to the planning application stage. Subject to committee approval, the winning architects (Sutherland Hussey Harris - SUHUHA) will be commissioned to take the preferred schemes forward to the detailed design stage for both sites. A final scheme design, together with a breakdown of rent levels and the amount of HRA investment required, will be brought back to Housing and New Homes Committee for final sign off ahead of the submission of the planning application anticipated in Autumn 2016.
- 3.12 The council will actively explore procurement options for the construction phase with the architects (SUHUHA) and the council's Procurement team, to ensure that best value-for-money is achieved. Officers will also commission the architects (Innes Associates) of the remaining two schemes to carry out further site investigation and surveys, the results of which will be fed back to the council to give greater cost certainty before commencing the detailed design stage. Both the Frederick Street and Rotherfield Crescent sites present potential challenge in terms of the potential for abnormal costs associated with bringing the sites forward for development. The preferred scheme for Frederick Street, for example, involves the construction of a basement which could incur costs resulting from ground works, diversions, party wall issues etc. Further site investigation i.e. Ground Penetration Radar Survey, party wall survey etc. would therefore help to clarify total scheme costs ahead of a planning submission.

## **4 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 The small and constrained former HRA garage sites did not attract any interest from potential development partners when soft-market testing was undertaken in 2013 to develop new council homes on this land. At that time, a range of delivery options was explored but it was felt that the Design Competition route would offer the best solution, especially given the interest of local architects and builders in developing new homes on these sites. Frederick St was identified as an additional site and added to the competition after this.

## **5 COMMUNITY ENGAGEMENT & CONSULTATION**

5.1 A wide range of communication and consultation has taken place with residents and other stakeholders for sites included in the New Homes for Neighbourhoods programme including:

- Briefings and updates for ward councillors
- Presentations and Q&A at local resident association meetings
- Presentations and stand at tenants' and leaseholders' Citywide Conference.

In addition, information has been made available on the New Homes for Neighbourhoods page of the council's website and in the council tenants' and leaseholders' newsletter Homing In.

5.2 Local ward councillors for the four sites included in the Design Competition, were informed of these potential sites for housing before the Competition was launched. Since then, they have received regular briefings updating them on progress in relation to the different stages of the project. The five shortlisted design proposals for each site which made it through the technical assessment were displayed at four public exhibitions held in venues close to the sites. Local residents were asked to score and comment on the design proposals either at the public exhibitions or online through the council's consultation portal. The results of this consultation were analysed by officers and RIBA Competitions and formed a percentage of the overall marks.

5.3 If Committee endorses the recommendations in this report, then the winning architects and Estate Regeneration Project Manager will agree a strategy to facilitate further engagement with the local community on the preferred scheme designs at the pre-planning application stage.

## **6. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

6.1 The HRA Capital Programme 2016/17, approved at Policy & Resources committee on 11th February 2016, includes a £1.0m budget for the development of new builds at the RIBA Design Competition sites mentioned in the main body of the report.

6.2 In the case of Natal Road and Hinton Close, detailed financial viability modelling will be undertaken once the final design and development plans are known. There will be a further report to Housing New and Homes Committee to agree the final scheme design, the contribution from the HRA and required level of borrowing.

6.3 Until further site investigation and surveys are undertaken to provide greater cost certainty at Frederick Street and Rotherfield Crescent, financial modelling will not be carried out.

6.4 To date, the costs of design and investigative works for the architects have been funded by the honorarium received by them for the winning designs. The costs of recommendations 2.2 and 2.3, for the detailed design, investigation and survey

works will be met within the HRA Capital Programme Feasibility & Design budget for new homes.

*Finance Officer Consulted:*            *Craig Garoghan*                            *Date: 20/05/16*

Legal Implications:

- 6.5 The Housing and New Homes Committee has overall responsibility for the council's housing functions. The recommendations in this report fall within the Committee's powers.

*Lawyer Consulted:*                    *Liz Woodley*                                    *Date: 23/05/16*

Equalities Implications:

- 6.6 An increase in housing supply will increase the opportunity to provide new, well designed homes to local households registered in need. New development provides an opportunity to better meet the needs of particularly vulnerable households including those, such as existing elderly residents, who may be under occupying their current home.
- 6.7 An Equalities Impact Assessment has been carried out for the New Homes for Neighbourhood programme and updated with details of specific schemes.

Sustainability Implications:

- 6.8 The council's Sustainability Officer (Francesca Iliffe) was included on the Judging Panel and her recommendations on how the scheme designs can be improved in terms of their sustainability performance, have been fed back to both architectural practices.
- 6.9 In order to obtain planning consent, the new homes will be required to meet sustainability standards for energy and water efficiency equivalent to Code for Sustainable Homes Level 4. The council will also encourage the use of Solar Photo Voltaic systems, wherever possible, on new housing developments.

Crime & Disorder Implications:

- 6.10 All of the sites included in the Competition are either former garage or car parking sites, which can attract flytipping and other types of anti-social behaviour. The development of new homes on these sites will help to regenerate and improve the neighbourhoods.

Risk and Opportunity Management Implications:

- 6.11 There are a number of risks and opportunities associated with developing new homes on small, challenging sites, including:

- Increases in construction and other costs
- Local resident opposition to individual schemes
- Improving neglected spaces that can be subject to anti-social behaviour
- Making best use of the council's assets

6.12 All risks will be logged and assessed with mitigation measures put in place where possible.

Public Health Implications:

6.13 There are strong links between improving housing, providing new affordable homes and reducing health inequalities. Energy efficient homes which are easier and cheaper to heat will also help support the health of households.

Corporate / Citywide Implications:

6.14 The New Homes for Neighbourhoods programme of building new homes on council land, supports the council's priorities for the economy, jobs and homes. The development of new housing has a strong economic multiplier impact on the local economy, estimated at over £3 of economic output for every £1 of public investment, creating jobs and supply chain opportunities.

6.15 Every new home built on small sites helps meet the city's pressing housing needs and the council's Housing Strategy 2015 priority of improving housing supply. Building new homes also bring benefits to the council in the form of New Homes Bonus payments and new council tax income.

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. Winning Designs
2. Key Project Stages

**Documents in Members' Rooms**

None

# Appendix 1 – Winning Designs

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## Hinton Close



**Winning architects - Sutherland Hussey Harris**

# Appendix 1 – Winning Designs

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## Natal Road



**Winning architects - Sutherland Hussey Harris**



# Appendix 1 – Winning Designs

## Frederick Street



**Winning architects – Innes Associates**

# Appendix 1 – Winning Designs

## Rotherfield Crescent



**Winning architects – Innes Associates**

## Appendix 2 – Key Project Stages

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### Design Competition Launch

- 31 March 2015

### Technical Assessment

- July-September 2015

### Resident Consultation

- October 2015

### Judging Panel

- 1 December 2015

### Site visits

- February 2016

### Judging Panel - final decision

- 24 March 2016

# **Appendix 2 – Key Project Stages**

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<b>Subject:</b>	<b>Retender of whole systems ICT platform for homelessness, the housing register and social housing lettings</b>
<b>Report of:</b>	<b>Acting Director Economy, Environment and Culture</b>
<b>Date of Meeting:</b>	<b>14 July 2016: Policy, Resources &amp; Growth Committee</b> <b>15 June 2016: Housing &amp; New Homes Committee</b>
<b>Contact Officer:</b>	Peter Mustow Tel: 01273 292472
<b>Email:</b>	Peter.mustow@brighton-hove.gov.uk
<b>Wards Affected</b>	All

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF THE REPORT AND POLICY CONTEXT**

- 1.1 Brighton & Hove City Council (BHCC) and most East and West Sussex district and borough councils have a shared ICT platform, Sussex Homemove Partnership, to support and manage their respective Housing Register and homeless lettings, including bidding for homes.
- 1.2 The current ICT contract, which sits with BHCC as the lead partner, was set up in 2005 and now requires renewal as the market and Sussex Homemove demands from such a system have moved on significantly over the years.
- 1.3 A Value for Money exercise has been completed that concludes it would be advantageous for Brighton & Hove City Council to remain in the partnership and benefit from the savings generated from sharing costs. Residents would benefit from a seamless ICT platform across neighbouring areas.
- 1.4 In accordance with Contract Standing Orders, a waiver was agreed to extend the current contract to 31 March 2018 to allow a retender exercise to be carried out. This report seeks formal permission for Brighton & Hove City Council to tender for a new ICT supplier on behalf of the Sussex Homemove Partnership.

### **2. RECOMMENDATIONS**

- 2.1 That the Housing & New Homes Committee recommends to Policy, Resources & Growth Committee to:

- (1) Authorise the Acting Executive Director Economy, Environment & Culture to carry out a procurement of a whole systems ICT platform for homelessness, the housing register and social housing lettings.
- (2) Grant delegated authority to the Acting Executive Director Economy, Environment & Culture and the Executive Director Neighbourhoods, Communities & Housing to award and let a contract with the preferred supplier for a period of 5 years with an option to extend by 2 years.
- (3) Note that Brighton & Hove City Council will lead the procurement on behalf of the Sussex Homemove Partnership.

### **3. CONTEXT/ BACKGROUND INFORMATION**

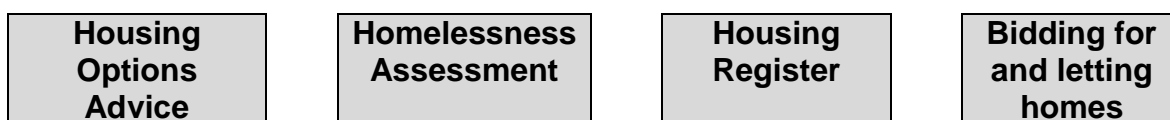
- 3.1 The shared ICT platform used by Sussex Homemove Partnership offers the mechanism where home seekers, and those on the social housing transfer list, state a desire for vacant social housing by 'bidding'. This allows residents to register their interest in homes rather than the historical method of the local authority allocating social housing to whomever is at the top of the list irrespective of preference. Once bidding closes, a shortlist is drawn up of households that have bid for the home who meet the highest priority under the respective authority's allocations policy, with the household who has been on the list the longest in that priority band having first refusal.
  - 3.2 In 2005, Brighton & Hove City Council was one of the first authorities in the region to implement this approach to the allocation of social housing. In 2007, we were successful in bidding for government funding to expand the system to a sub regional partnership which led to the Sussex Homemove Partnership.
  - 3.3 The current ICT contract is with Brighton & Hove City Council as lead partner. Partners gain access to the system by agreeing to pay annual support costs to the current provider (Locata Housing Services – 'Locata') and a share of the project management fees to Brighton & Hove City Council. This enables all partners to save costs when compared to buying the package separately.
  - 3.4 In Brighton & Hove, the system manages our Housing Register of 23,000 households and the allocation of around 700 social rented homes each year. A robust system is required to manage the register effectively and also minimise empty property void times. More recent purchases to enhance our system include an online housing advice and application process as part of our move to more digital working.
- Sussex Homemove Partnership
- 3.5 The initial Sussex Homemove membership included 11 local authorities and 4 registered providers that directly manage local authority housing stock across East and West Sussex. 35 other registered providers gain access to the ICT platform by virtue of their relationship with their local authority partners in providing nominations to their housing stock.
  - 3.6 Arun, Adur and Worthing, and Mid Sussex have given us advance notice that they intend to implement their own system independently and are withdrawing from the partnership. However, they are continuing to participate with the current scheme during the period of the Waiver and have the option to review future participation should they wish to re-join the Partnership (subject to the agreement of the remaining partners) at a later date.

- 3.7 Taking these changes into account, moving forward we have 7 local authorities and 2 registered providers who have signed a Memorandum of Understanding of their commitment to the ongoing partnership (with around 25 other registered providers needing access to the ICT platform by virtue of their relationship with their local authority partners in providing nominations to their housing stock):

<b>Local Authority Partners</b>	<b>Registered Provider Partners</b>
<ul style="list-style-type: none"> <li>• Brighton and Hove</li> <li>• Chichester</li> <li>• Eastbourne</li> <li>• Hastings</li> <li>• Lewes</li> <li>• Rother</li> <li>• Wealden</li> </ul>	<ul style="list-style-type: none"> <li>• Hyde Housing (primarily managing Chichester DC stock)</li> <li>• Amicus Horizon (primarily managing Hastings DC and Rother DC stock)</li> </ul>

Whole Systems Approach

- 3.8 The market has changed significantly since we entered into our current arrangement with Locata in 2005. Many of the other suppliers who were then considered to be behind Locata in terms of the functionality of their system and support package have developed their system and support service to become very competitive.
- 3.9 As systems development has progressed associated costs have reduced and the offers available are more attractive. Providers now understand the importance of building flexibility into systems and of providing a whole systems approach to cater for a client’s journey - from needing initial housing advice, homeless prevention, and if this is unsuccessful, management of the Housing Register through to bidding for and eventually letting a home. As ICT systems have developed, a number of partners, including Brighton & Hove have purchased additional modules to enhance the system, such as to help with homelessness assessment.
- 3.10 We are seeking to procure a system that gives all partners access to a whole customer journey solution at an economical cost:



**Proposed whole system tender with access to all modules that partners can switch on/off as necessary**

- 3.11 A waiver was agreed in accordance with Contract Standing Orders for a 2 year interim contract with Locata, with a view to completing a retender for the ICT platform within this period.

Partnership Value for Money Assessment

3.12 A Value for Money assessment of the Sussex Homemove partnership with soft market testing has been completed to determine whether it is beneficial for partners to progress the retender for a new ICT platform as a partnership or to dissolve the partnership and tender independently as separate authorities. The assessment found:

<b>Key advantages of the partnership</b>	<b>Key disadvantages of the partnership</b>
<p>A consistent service for residents and staff with a common and familiar interface across partnership areas</p> <p>Potential for reduced installation and support costs and better VFM</p> <p>Shared project management overheads (estimated at 1/7<sup>th</sup> Project Manager and associated project on costs rather than full costs when split by local authority partner)</p> <p>Potential for additional future partnership working and the strengthening the 'Greater Brighton' brand</p> <p>Alignment to Brighton &amp; Hove City Council's priorities around making best use of housing supply and enabling better sub-regional working.</p>	<p>Decision making can be slower</p> <p>Reduced flexibility over system changes with potential to mitigate through the new enhancement fund For Brighton &amp; Hove City Council, as lead partner we shoulder the burden of risk</p>

3.13 More significant savings can be generated if partners have a common allocations policy, however, it is recognised that this would be a considerable challenge and would restrict local flexibility to respond to changes in housing needs.

3.14 The soft market testing highlighted a range of costs depending on option chosen, provider, and software package. We compared high level estimates for 7 and 4 authority partners to demonstrate that a smaller partnership still offers the potential for savings:

<b>Option</b>	<b>Estimated cost of system purchase, install and support per partner over 5 years</b>	
	<b>Based on 7 Authorities</b>	<b>Based on 4 Authorities</b>
<b>0. Current system</b>	£178,000 + 1/11 <sup>th</sup> project management	
<b>1. Procuring separately</b>	£76,000-£233,000 + full project management	
<b>2. Procuring in a partnership with separate allocation policies</b>	£30,000-£220,000 + 1/7 <sup>th</sup> project management	£50,000-£220,000 + ¼ project management



<b>3. Procuring in a partnership with common allocation policies</b>	£21,000-£48,000 +1/7 <sup>th</sup> project management	£36,000-£48,000 + ¼ project management
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- 3.15 Project Management costs are currently agreed at £40,642 per annum and partners contribute an equal share of this (including Brighton and Hove City Council). This amount is due for review end of March 2017.
- 3.16 Based on the soft market testing, the new system will cost Brighton & Hove City Council in the region of £30,000 to £220,000 over 5 years (in comparison to the current £178,000 over 5 years). However it must be stressed that whilst we are seeking additional functionality from the new ICT platform, we will not be seeking to pay more than we currently do.
- 3.17 The wide disparity in system costs arises from the high level estimates received from providers. The above high level estimates are from 4 different providers and are not based on specifications.

#### Tender Process

- 3.18 The estimated value of the contract straddles the OJEU threshold for services at £164,176. The relevant contract value is the term multiplied by the annual charge. There is no cost to advertising in the Official Journal but it is necessary to comply with the procedural requirements. The basic principles apply to all procurements in that they must be conducted on an open, fair and transparent basis to ensure that those interested in bidding are treated equally to determine which is best able to offer value for money across the life of the contract.
- 3.19 It is important to note that we are seeking commitment to progressing the tender phase in partnership. The tender will seek prices for both a new partnership and independent purchase by authorities. If cost benefit analysis shows independent procuring is more beneficial, the Council shall pursue this option.

#### Next Steps

- 3.20 If permission to tender is granted, the following provisional timescales will apply:
- 2016 Q3: Tender
  - 2016 Q4: Selection, clarification questions and contract
  - 2017 Q1: Contract awarded
  - 2017 Q3: Implementation, data transfer, testing
  - 2017 Q4: Live

### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 There are 3 options for partners to consider:
- LAs procuring a local solution on their own
  - LAs procuring in partnership with separate allocation policies
  - LAs procuring in partnership with common allocation policies

<b>Option</b>	<b>Advantages</b>	<b>Disadvantages</b>
<b>1. Procuring separately</b>	As an individual organisation it may be possible to react quicker to change requests  Depending on the supplier	Project Management costs of one full time employee is not shared  Cost of upgrading the system

	<p>LAs can negotiate the same annual support costs as they would pay if they remained in partnership (If remaining with Locata it may be possible to negotiate discounts)</p> <p>Data protection is easier to manage as an individual organisation</p>	<p>not shared</p> <p>Cross border control of properties advertised reduced</p>
<p><b>2. Procuring in a partnership with separate allocation policies</b></p>	<p>Most suppliers estimate a lower implementation cost per authority for partnerships than individual purchase</p> <p>Shared contract management costs</p> <p>Shared enhancement costs</p> <p>An integrated system offers opportunity for all partners to utilise the same module version at any one time (saving considerable costs on bespoke system upgrades).</p>	<p>It can be a challenge to develop an equitable method of sharing costs</p> <p>Data security a concern with IT systems being shared across multiple organisations (new ICT platform needs to mitigate this)</p> <p>Impact on other partners share of costs if one partner decided to leave</p>
<p><b>3. Procuring in a partnership with common allocation policies</b></p>	<p>As above procuring with separate allocations policy plus:</p> <p>There is a significant reduction in all costs (over 50% estimated by most suppliers)</p>	<p>As above procuring with separate allocations policy but with added disadvantage:</p> <p>Common allocation policy requires political commitment across all partners authorities, which may not be easy to achieve (there may be scope for some areas to share common policies where there are already significant similarities which would deliver savings)</p>

4.2 We are seeking option 2 to procure in partnership with separate allocation policies.

4.3 The new contract presents a risk to BHCC that has to be managed. The tender proposes a model for BHCC (as lead partner) to enter into a contract with the new provider for the whole contract sum. BHCC will then re-charge all other partners their share of the contract sum. Should partners leave the partnership, the liability for meeting the shortfall rests on BHCC.

- 4.4 Under the current arrangement, Partners pay support charges directly and separately to Locata. This arrangement has gone well. With the exception of late invoicing, Partners have paid their fees when due. It is expected that Partners will operate with the same level of reliability and commitment.
- 4.5 To manage the financial risk, the following will be in place:
- An access agreement and a simple contract in essence between Brighton & Hove City Council and the other partners. Included in the terms and conditions will be provision for managing partner payments to the Council
  - Partners that have signed up for 5 years will be liable for any outstanding share of the contract if they leave the partnership before the end of the 5 years term.
- 4.6 The risk presented to Brighton and Hove City Council is balanced by the benefit of savings to the Council arising from procuring in partnership.

## **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The Sussex Homemove Partnership board will conduct a survey of external users of the Locata ICT system to gain client feedback. This information will be fed into the specifications development.

## **6. CONCLUSION**

- 6.1 Working in partnership through the retender exercise does not commit us beyond this initial period but allows for us to explore the value for money impacts of this approach through the formal procurement exercise. Specifically It allows for assessment of the potential for future cost savings on:
- Project Management needs
  - Implementation and support (depending on supplier)
  - System enhancements provision
- 6.2 If effectively resourced and managed, an effective Brighton & Hove City Council led partnership enhances the reputation of the authority in the region.

## **7. FINANCIAL & OTHER IMPLICATIONS**

### Financial Implications:

- 7.1 The current position is that the council is required to pay an annual cost of £0.025m directly to Locata for support and maintenance, with the other 14 partners also paying their share of the costs directly to Locata. A small proportion of the annual fee is met by the HRA budget with remainder being paid from the Housing General Fund budget. As mentioned in the body of the report, the Council is seeking to procure a contract with additional functionality within these budget resources. If any savings were to materialise these would be used to assist in meeting the four year budget savings target for Housing.
- 7.2 Brighton & Hove is the lead authority for the current contract, an agreement is in place for the other partners to pay an annual project management fee, and subsequently the council received £0.039m in 2015/16 as a contribution towards these costs.

- 7.3 According to the soft market testing, choosing option 1 would mean that the council would forgo any potential savings from working in partnership and any income generated from being the lead authority of the partnership, instead having to pay the full cost of project management which could exceed current budget resources.
- 7.4 The market testing indicates that option 2 would be less expensive than option 1 as the Council could take advantage of working in partnership and share the project management costs. However, it would require Brighton and Hove Council to pay the full amount to the chosen provider and recharge the other partners for their share of the costs, rather than the individual partners paying separately as is the case now. This is an increased risk for Brighton and Hove City Council but should be mitigated by the contractual arrangements with the partner authorities as highlighted in paragraph 4.5 of the report.
- 7.5 Option 3 could be less expensive than Option 2 but would require all partner authorities to have the same allocation policies. .
- 7.6 Figures stated in the report are based on the market testing carried out and are subject to change.

*Finance Officer Consulted: Craig Garoghan / Monica Brooks Date: 17/05/2016*

Legal Implications:

- 7.7 Public supply and public service contracts with a value over the lifetime of the contract in excess of the threshold set by the European Union (currently £164,176) shall be advertised in the Official Journal of the European Union and on Contracts Finder and follow a recognised procurement procedure as laid down in the Public Contracts Regulations 2015. The tender process must comply with treaty principles and be fair open and transparent

*Legal Officer Consulted: Judith Fisher*

*Date: 11/05/2016*

Equalities Implications:

- 7.8 None arising directly from this report. An Equality Impact Assessment will be carried out to inform the specification for the new system. Primarily, this will ensure the customer facing website is accessible and that there is a non-digital alternative available for those not able to access digital services.

Sustainability Implications:

- 7.9 None arising directly from this report.

Crime & Disorder Implications:

- 7.10 None arising directly from this report.

Risk and Opportunity Management Implications:

- 7.11 As BHCC is the main contracting organisation with the ICT supplier it assumes all the risks of partners leaving the partnership or not meeting their contribution obligations. Partners will sign a Memorandum of Understanding to commit to the tender process and Project Management fees. Beyond this, remaining partners to the tender will be asked to commit to an access agreement and a contract in essence with Brighton & Hove City Council.

- 7.12 BHCC finance and legal services will offer a view as to the acceptability of this risk, which will determine the Council’s ability to continue as lead partner.
- 7.13 Each partner remaining in the partnership shares the outstanding costs of the contract. These include the support costs to the supplier and the contract management costs to Brighton and Hove City Council. The share of outstanding costs for the remaining partners will increase if partnership size reduces. Each partner needs to decide if this risk is acceptable.
- 7.14 The procurement of a whole integrated system means that all aspects of the customer journey will be catered for. From when the customer first has indication that he/she may be made homeless to seeking options available to them. An integrated system helps to improve homelessness prevention, provide effective management of the housing register, and helps the allocation of housing stock
- 7.15 A review of Brighton & Hove’s Housing Management ICT system is planned with a decision expected during the summer. If a new procurement option is chosen, a new supplier contract is expected for July 2018. Due to the timing of this review it is not possible to align both procurement exercises. As a result it is possible that both exercises select different software suppliers. To mitigate possible incompatibility issues, the specifications will include assurances that what ever systems are selected will be configured to communicate with each other.

Public Health Implications:

- 7.16 None arising directly from this report.

Corporate / Citywide Implications:

- 7.17 Brighton & Hove has a Housing Register with more than 23,000 households and lets to around 700 social rented homes in the city each year. In addition, there are more than 2,400 housing advice and case work approaches each year and more than 3,000 homelessness / housing register applications. A robust ICT system is required to manage this data securely and efficiently to protect customer information and ensure social housing is allocated in a fair and transparent way in accordance with our Allocations Policy and minimising void turnaround times. Soft market testing suggests that alternative ICT systems may enable us to do this in a more efficient and cost effective way than the current system. Delivering this through a partnership has the potential to enhance the reputation of the authority and Greater Brighton area.

**SUPPORTING DOCUMENTATION**

<b>Appendices:</b>	None
<b>Documents in Members’ Rooms:</b>	None
<b>Background Documents:</b>	None



<b>Subject:</b>	<b>Annual Report 2016</b>		
<b>Date of Meeting:</b>	<b>15 June 2016</b>		
<b>Report of:</b>	<b>Acting Director Economy Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Ododo Dafe</b>	<b>Tel: 01273 293201</b>
	<b>Email:</b>	<b>Ododo.Dafe@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

1.1 The Annual Report has been provided to council tenants and leaseholders since 2010. The regulatory framework for social housing in England from the Homes and Communities Agency (HCA) sets out the requirements for the areas that must be covered in the report which includes:

- Information on the repairs and maintenance budget
- Timely and relevant information
- Support for tenants to build capacity and be more effectively involved

**2. RECOMMENDATIONS:**

2.1 That the Housing and New Homes Committee approve the draft Annual Report 2016 to council tenants and leaseholders (attached as appendix 1). The report will be sent to all residents with the summer edition of Homing In and will also be available to view on the council's website.

2.2 That the committee approve the production of a video to provide an additional and alternative method for the report information to be presented.

**3. CONTEXT/ BACKGROUND INFORMATION**

3.1 A variety of teams across housing provided key information that reflects the performance of the service from 1 April 2015 to 31 March 2016. Where appropriate, resident quotations have been used to support some of the achievements and to demonstrate how feedback has changed the council's landlord services.

3.2 The presentation of the report builds on last year's appearance using graphics, numbers and full colour to display the information. It will also complement, where possible the service performance report.

3.3 For each service area the information is presented under the three headings, 'What we have achieved', 'Your feedback', and 'What's next'.

- 3.4 The production of a video will also provide the information in an easy to view format which could help readers with literacy issues, learning disabilities and where English is not the first language.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 In the planning stages, annual reports from other housing providers were read through and comparisons made. This research helped confirm that our report includes a similar content, format and presentation of information as other organisations.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 A request was made in the spring 2016 edition of Homing In for tenants and leaseholders to help shape this year's annual report. Unfortunately this didn't result in any comments being made.
- 5.2 The Homing In editorial board provided feedback. This was mainly that the standardisation of the design works, the appearance needs to be kept fresh, and some slight changes to maintain interest are welcome.
- 5.3 Area Panel representatives were consulted at the citywide Area Panel on the 18 May 2016. Following a discussion on which some questions of clarification were raised, the only amendment suggested was that on page 4 when referring to the number of calls to the repairs helpdesk we use working days for both or calendar days for both. This has been amended to calendar days to reflect that calls are taken over seven days of the week, not just on working days.

#### **6. CONCLUSION**

- 6.1 To include all changes as recommended through the community engagement and consultation methods, as detailed in section 5.

#### **7. FINANCIAL & OTHER IMPLICATIONS:**

##### 7.1 Financial Implications:

The cost of printing and sending out the annual report is estimated to be £1800. The estimated cost of the video is £3000. These costs will be met from the 2016/17 Housing Revenue Account budget for resident involvement.

*Finance Officer Consulted: Name Monica Brooks*

*Date: 06/06/16*

##### 7.2 Legal Implications:

The Housing and Regeneration Act 2008 established the Homes and Communities Agency (HCA). Acting as the regulator of social housing, the HCA can set standards in relation to consulting with tenants and leaseholders and providing them with information. The standards require an annual report. The Annual Report 2016 satisfies that requirement.



### 7.3 Equalities Implications:

There are no specific equalities requirements set out in guidance for producing an annual report by the Homes and Communities Agency (HCA). However, general information is provided in the regulatory framework which states that registered providers shall:

- Treat all tenants with fairness and respect
- Demonstrate that they understand the different needs of their tenants including in relation to the quality strands and tenants with additional support needs

The report includes further detail on how the council meets that standard. For example on page two information is provided on how complaints have helped shape future service delivery, this has included changing the height of signage advising of a lift breakdown to allow a wheelchair user the read the information.

The video will provide an alternative format to make the detail of the annual report more accessible for any residents with additional support needs, such as sensory disability, literacy issues and for residents where English is not the first language.

### 7.4 Sustainability Implications:

All work being done or planned to increase sustainability is detailed within the report. This includes information on building new homes and launch of the new Asset Strategy which details how investment will be made in safe, well managed homes.

### 7.5 Any Other Significant Implications:

None identified

### 7.6 Crime & Disorder Implications:

There is a section within the report dedicated to anti social behaviour (ASB) which details the achievements, feedback and plans for the year ahead. This includes figures to support the type of action being taken to manage ASB.

Separate information is provided on the work being done to tackle tenancy fraud, with a reminder on how residents can report any concerns about a council property.

### 7.7 Risk and Opportunity Management Implications:

The report is designed to achieve all aspects of the regulatory framework guidance as provided by the Homes and Communities Agency (HCA) as detailed in 1.1 and 7.3.

The resident involvement review taking place this year will actively seek views on how involvement can be broadened and how residents can increase their influence on the way housing services are delivered.

### 7.8 Public Health Implications:

There are strong links between how a positive housing environment promotes good levels of health and well being. The report details how different parts of the service are achieving this, for example seniors housing work with Brighton University to promote the role of the pharmacist and how the adaptations service continues to make a real difference and help increase independence by modifications made to homes.

### 7.9 Corporate / Citywide Implications:

The councils corporate plan 2015-19 sets out the vision and aims for housing in the city. This includes: investment in new and existing council housing, support for residents to live independently and improve health and well being, providing decent homes, repaired to a good standard and to increase energy efficiency. Our progress and plans for the year ahead to achieve these aims are outlined within the report.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Draft Annual Report 2016.

### **Documents in Members' Rooms**

None

### **Background Documents**

None

# Annual Report

to council tenants  
& leaseholders

2016

This year's annual report to council tenants and leaseholders lets you know how we have been performing from April 2015 to April 2016.

Inside you will find details of our key improvements from the past year, some of the achievements from across the service and what we plan to do to build on our successes and make lasting improvements.



Brighton & Hove  
City Council

## A welcome from the Chair of Housing & New Homes Committee

It has been a busy first year as chair of the Housing & New Homes Committee, and I have enjoyed the opportunity to work with so many residents over this time.

A great deal of work is continuing in Housing to ensure you have well-maintained, good quality, secure homes and safer places to live; and you are able to influence the services we provide to you, as your landlord.

Our new build programme has gone from strength to strength, helping to provide some of the desperately needed homes in the city. Seniors Housing are also providing lots of activities to help create social contact and reduce the feeling of loneliness.

However, in order for us to continue to deliver our service to you and provide extra support to those who need it most, we need to keep up-to-date with external changes that will impact on council homes and work with you on how we can make the very best use of limited resources in these challenging times.

The year ahead will bring challenges and opportunities, and your feedback on the areas you would most like to see improvements is very much appreciated. If you would like to give us your views, or would generally like to be more involved in your housing service, please contact our Resident Involvement Team by emailing [RIT@brighton-hove.gov.uk](mailto:RIT@brighton-hove.gov.uk) or calling 01273 292112.

For the first time a video will accompany your Annual Report 2016. You can watch it at [www.brighton-hove.gov.uk/ctl-annualreport](http://www.brighton-hove.gov.uk/ctl-annualreport) and we'll share it on our Twitter @BHCCtenants and [www.facebook.com/tenantandleaseholder](http://www.facebook.com/tenantandleaseholder).

*Signature*

**Councillor Anne Meadows**

2 Annual report to council tenants and leaseholders

## Key improvements

### What we have achieved

#### Built 11 new homes

- Started issuing decorating packs instead of vouchers to new tenants. The packs provide more equipment at no extra cost and help tenants improve their homes.
- Launched an online interactive map so you can see car parking spaces and garages available to rent, offering more convenience and choice.
- Helped tackle loneliness and isolation in Seniors Housing by enabling a range of activities provided by voluntary groups.

### What's next...

- Making better use of the space available at high rise blocks in the city to create new homes. We'll initially be working with residents to look at opportunities at St James House.
- Continuing to support tenants claiming Universal Credit and those impacted by other welfare benefit changes.

#### Reviewing the way we carry out resident involvement, supporting more residents to have a say on their housing services.

- Supporting employment opportunities by continuing to offer housing apprenticeships
- Completing our review of how council housing is allocated.

## Customer service, choice and complaints

### What we have achieved

- Sent over 15,000 text messages to provide immediate service information, such as issues with water or electricity supplies, or lift breakdowns. Text messaging saves time and

money when compared to communicating by letter.

- Six of the Housing Customer Service Team have now completed the Institute of Customer Services qualification to help improve our service to you.
- Introduced parking schemes at new sites across the city to improve residents' parking.
- Processed 164 complaints, of which 44 were upheld. Lessons learnt for future service delivery include changing the height of signage advising of a lift breakdown to allow a wheelchair user to read and reminding teams of internal procedures
- Supported #housingday which celebrates the positive impact of social housing across the UK. We shared stories and pictures from proud tenants to show all the improvements being made here in Brighton & Hove.

Answered 184 calls every working day on 01273 293030

184



### Your feedback

- Thanks to customer feedback, we changed our phone greeting to be more consistent and put checks in place to ensure we are talking to the tenant.
- All members of the Housing Customer Services Team have been trained to process decorating and gardening scheme applications, to make our customer responses quicker.

### What's next...

- Our Twitter account @BHCCtenants now has over 1,000 followers. Your feedback and news will be key to continue with the increase in followers and make our social media pages relevant.

1000+ Followers



- Carrying out our customer satisfaction survey, STAR, with 3000 tenants during the summer. Results will be published in Homing In later in the year.

## Supporting you

### What we have achieved

- Supported 106 tenants to help them manage their tenancy and prevent the loss of their home.
- Worked in partnership with East Sussex Fire & Rescue Service to support residents whose hoarding has caused concern.

### What's next...

- Working with residents impacted by the Benefit Cap and Universal Credit through, for example, the Housing Employment Support Project.

## Resident involvement and empowerment

### What we have achieved

Working with the Service Improvement Groups we have:

- made letters about tenancy succession easier to understand
- developed a housing jargon buster for you to explain common abbreviations and acronyms in housing, for example EDB – Estate Development Budget
- produced a leaflet showing how you can get involved in ways that suit you
- Rebranded the City Assembly to Citywide Conference, working to make the event more relevant to everyone.
- Awarded 204 Estate Development Budget quick bids and completed 158 projects by April 2016 with all remaining in progress.

### Your feedback

- Residents reviewed the Area Panels and put the 'blue page' items (issues raised by residents) at the start of the meeting to allow for a full discussion.
- Your feedback has helped shape the revised code of conduct for resident meetings.

## What's next...

- The Resident Involvement Review is actively seeking residents' views on how we can broaden involvement and increase your influence on your housing services.
- Sixty resident groups successfully bid for Estates Development Budget improvements including landscaping, cycle storage, flooring and fencing which will be provided this year. Residents have worked with designers and local councillors to successfully provide a new children's playground area in the Wickhurst Rise area.
- Residents will be creating a video to be shared on YouTube about how being involved has benefited you and your communities.

## Your home

The Housing Revenue Account's repairs and maintenance budget is £11.5m. The money is divided up and invested into the following areas:

Responsive Repairs	<b>£6.4m</b>
Empty Properties	<b>£1.9m</b>
Servicing and other repairs	<b>£3.2m</b>

## What we have achieved

- Answered 219 calls to the Repairs Helpdesk every calendar day, 85% of which were answered within 20 seconds.
- Carried out 33,895 repairs, on average 93 repairs every calendar day.

## Welfare Reform

Welfare reform refers to government changes to benefit entitlements. Some tenants have faced increasing challenges over the past year. We have seen our first tenants claim Universal Credit, and there are more changes on the way. To help tenants with these changes we:

- Secured funding from the Department of Work and Pensions for two officers to provide intensive employment support, already achieving positive outcomes. We have helped:
  - 39 people move into work related activity
  - 35 people into training
  - 8 people into employment
  - 23 people became volunteers
  - Provided a six week employability course for 13 residents in April and plan to hold another course in September 2016
- Held four mutual exchange events attended by 303 visitors, and assisted 34 households to move during the last year.
- Provided intensive financial support to 80 tenants, which reduced rent arrears by nearly half for all those visited and made a difference to how they manage their money.
- Extended incentive payments to mutual exchanges to help people affected by under-occupancy deductions move to a smaller home.

## What's next...

- We will provide a 'Better Start Guide' online to help new and potential tenants settle into their homes more easily and manage their tenancy. The guide will include helpful advice on budgeting, utilities, moving home and much more.

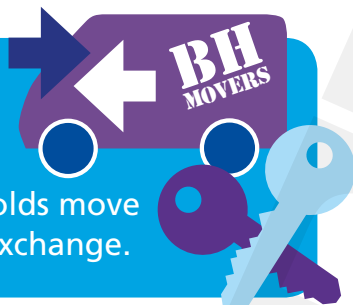
A Better Start Guide will be available online soon

- Carry out more home visits to provide intensive support to those facing the largest shortfalls when the new lower benefit caps are introduced
- Keep up to date with any new government policies, in particular those coming from The Housing and Planning Act 2016. This will see the introduction of flexible tenancies and 'Pay to Stay' where tenants earning over £30,000 may be expected to pay a higher rent.

**Contact the Customer Services Team on 01273 293030 for more help and advice.**

- Awarded a new city-wide gas servicing contract to K&T Heating which started on 1 April 2016. K&T will also be providing you with advice to reduce your fuel bills
- Achieved 100% gas safe compliance for nine consecutive months. Performance was 99.97% at the end of the year.

Re-let 549 council homes within 20 calendar days and helped 118 households move through a mutual exchange.

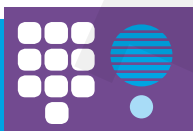


- Introduced new quality and cost monitoring when inspecting repairs jobs.
- Our adaptations service continue to make a real difference to tenants lives, over £1m was spent last year with 258 households benefiting from major adaptations.

“Thank you for giving me back my independence to shower safely by myself. You have made such a difference to my life!”

### Your feedback

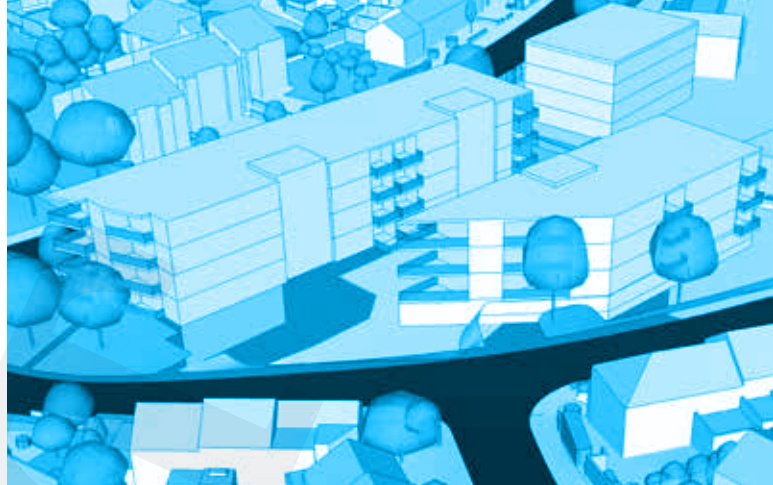
- Thanks to your feedback we have launched a new Asset Strategy, setting out how we will invest in safe, well managed homes.
- You raised concerns with safety and security in blocks of flats. We have upgraded and installed 41 new door entry systems with 20 of these blocks also benefitting from new ‘Multisteel’ main entry doors.



**41** new door entry systems fitted

### What's next...

- Working on plans for budget consultation for future years.
- Improving the way you can report repairs online.
- Training more resident inspectors to gather your satisfaction responses after repairs or major works have been completed.



## Building new homes

**Our New Homes for Neighbourhoods programme is working with residents in some areas to improve your local neighbourhood and build much needed new homes on council land.**

### What we have achieved

- Invested almost £10m in building new homes in the city.
- Built and let 11 new council homes for rent. This includes two fully wheelchair accessible family bungalows and nine flats for tenants with varied mobility needs.
- Began work on more schemes on site so we now have 125 new council homes under construction across Brighton, Hove and Portslade.

### Your feedback

- We consult with local residents while plans for new homes are worked up. Your feedback allows us to make changes. Lighter colour bricks and a new mobility scooter store were provided at Robert Lodge South as a result of consultation.

### What's next? We are...

- Applying for planning consent for 41 new homes on three different sites.
- Aiming to provide at least 500 homes under the New Homes for Neighbourhoods programme by 2020.
- Continuing to provide updates on both local and citywide projects through Homing In, social media and our website at [www.brighton-hove.gov.uk/nhfn](http://www.brighton-hove.gov.uk/nhfn).

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## Seniors housing

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### What we have achieved

- Worked with Fabrica Art Gallery to introduce creative groups for residents living in our schemes. This has generated a new passion for art for many residents and helped create social contact to reduce loneliness.
- Worked with Brighton University to enable pharmacy students to meet with residents and promote the role of the pharmacist. The aim is to encourage residents to seek medical advice from this service early on.
- Trained all our scheme managers in Lesbian, Gay, Bisexual and Transgender (LGBT) awareness in partnership with the LGBT switchboard and Stonewall Housing Association. This has helped us be more responsive to some specific needs of this community.
- Supported a Senior Housing gardening competition, resulting in a presentation by the mayor for the winning entries
- Successfully applied for funding to help voluntary organisations provide activities in our schemes. 'Cycling Without Age' provides free cycle rides on rickshaws to our residents; this is currently being trialled at our Hazelholt scheme.

### Your feedback

- Your views on the Seniors Housing Allocations Policy has helped shape the future guidance on who can move into Seniors Schemes
- Amended the programme of studio conversions to take into account your feedback regarding the size of the bedroom and design of the kitchen.

"I am very happy in my new flat, it is a great improvement having a separate bedroom, the first night I was able to sleep so peacefully as it was so quiet."

Tenant who moved into a newly converted flat

### What's next

- We will widen the activities offered in our schemes, at no extra cost to residents or the council. This includes a new project aimed at increasing social skills and contact amongst older men.

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## Your neighbourhood and community

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### What we have achieved

- Visited almost a third of you at home to provide advice and check everything is okay.
- Introduced 'scores on the doors' involving you in rating how you feel about cleaning, gardening and neighbourhood management.

Introduced an 'I've been reported sticker' to let you know that an issue has already been reported and is being dealt with.

I've been reported

[Redacted area]

Housing.CustomerServices@brighton-hove.gov.uk

Tel: 01273 293030



### Your feedback

- We're working on making the tenancy welfare process more customer friendly thanks to your suggestions.
- Provided start-up funding to help improve the playground area and support a food growing project to benefit residents living at Kingswood and Milner flat.

### What's next...

- Working with residents to look at the grounds maintenance service.
- Piloting a 'menu of options' for cleaning services in blocks of flats.
- Exploring the use of Fixed Penalty Notices to tackle fly-tipping and messy gardens.

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## Anti-social behaviour (ASB)

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### What we have achieved

- Focused on early work to stop situations from becoming more severe – by doing so we have reduced the number of serious cases.
- Increased information sharing with the police and other agencies to tackle drug related nuisance in the city centre.
- Carried out five evictions this year and obtained five possession orders, putting an end to some difficult experiences for residents and neighbours.



- Applied for and granted eight injunctions to protect residents and stop ASB.

## Your feedback

From the satisfaction of tenants and residents survey, 88% of you were satisfied with the way Housing deals with ASB.

88%



- Consulted with residents about removal of the 'trades' button to increase security, 22 high rise blocks in total agreed to the change.

## What's next...

- Working with new legal powers to take possession action under the mandatory ground for possession. This could be after conviction of a serious criminal offence or failure to comply with a notice or order obtained to manage the ASB.

## Tenancy fraud update

Tackling tenancy fraud remains a key priority for Housing and we...

- Detected five possible cases through the gas access process alone
- Investigated and closed 101 new cases of suspected fraud

Regained 26 properties that have provided much needed housing for applicants on the waiting list



If you suspect someone has fraudulently got their council home, or is not living there and has maybe let it to someone else then please contact us on 01273 291847 or 01273 291700 or email [anti-fraud@brighton-hove.gcsx.gov.uk](mailto:anti-fraud@brighton-hove.gcsx.gov.uk).

## Leaseholders

### What we have achieved

- Worked with 78 leaseholders to resolve disputes.
- Collected £3.2m of leaseholder service charges, an increase of £300,000 from last year meaning more money to invest in new homes and maintaining current stock.
- Completed the sale of 75 properties under the Right to Buy in the past year.

### What's next...

- Consulting with leaseholders about a proposed investment of £8m in five council owned blocks on the Clarendon Estate, to ensure the homes are maintained to a decent standard.
- Continuing to offer a range of support and helpful loan options to resident leaseholders when we undertake major works.
- Reviewing and updating the Guide for Leaseholders.

## Value for money

### What we have achieved

Our end of year rent collection rates were up 0.38% from last year to 98.77%.

98.77%

£

- The total amount of rent arrears were £640,000.
- Reduced the arrears from under-occupied properties by 46% – down from £116,000 last year to £63,000.
- Tenants paying by Direct Debit increased to 1,866 this year, up 114 from last year.

16% of tenants are now paying by Direct Debit as of 1 April 2016

16%



- Money Advice Plus Service (formally MACS) secured £790,861 extra financial benefits for the 284 new tenants using this service.

### Your feedback

- Changed the financial support services based on individual situations and feedback received. For example we can attend meetings with Jobcentre Plus or help build confidence and motivation to help you move into learning, training, volunteering or employment.

"I finished my course, best thing I've ever done, thank you for sorting it out for me, I can't wait to start the next level"

### What's next...

- Increase the number of Direct Debit payment dates available during the month, from two to four to offer more choice and convenience.
- Improve our online services to enable you to access a range of information in the same place.
- Consult with residents on the priorities for next year's budget.
- Review a proportion of our services to ensure they are customer focused and efficient.



## How do we spend the money

### Income and expenditure

Each £1 of rent and service charge income pays for:



Total income: **£59,871,000**

Total expenditure: **£57,834,000**

The difference in income of £2,037,000 has been added to reserves in the Housing Revenue Account to fund future capital investment.

You can find more information on our performance at [www.brighton-hove.gov.uk/hsg-performance](http://www.brighton-hove.gov.uk/hsg-performance)

If you have any comment on this annual report or if there is anything you'd like to see in future editions we would welcome your feedback. Contact us at Housing.

performance@brighton-hove.gov.uk  
 twitter.com/BHCCtenants  
 facebook.com/tenantandleaseholder



<b>HOUSING &amp; NEW HOMES COMMITTEE</b>	<b>Agenda Item 12</b>  Brighton & Hove City Council
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<b>Subject:</b>	<b>Housing Management Performance Report Quarter 4 and end of year 2015/16</b>		
<b>Date of Meeting:</b>	<b>15 June 2016</b>		
<b>Report of:</b>	<b>Acting Executive Director Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Ododo Dafé</b>	<b>Tel: 01273 293201</b>
	<b>Email:</b>	<b>ododo.dafe@brighton-hove.gov.uk</b>	
<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE**

**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 This Housing Management performance report covers quarter four of the financial year 2015/16, alongside end year results.







**2. RECOMMENDATIONS:**

- 2.1 That the Housing & New Homes Committee notes and comments upon the report, which went to the Special Area Panel on 18 May 2016.

**3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:**

- 3.1 The report continues the use of the 'RAG' rating system of red, amber and green traffic light symbols to provide an indication of performance, and also trend arrows to provide an indication of movement from the previous quarter. Explanations of performance have been provided for indicators which are red or amber.

**3.2 Key to symbols used in the report:**

Status		Trend	
Performance is below target (red)		Poorer than previous reporting period	
Performance is close to achieving target, but in need of improvement (amber)		Same as previous reporting period	
Performance is on or above target (green)		Improvement on previous reporting period	

3.3 The benchmarking figures in this report have been updated with data from the Housemark 2014/15 core benchmarking analysis, which became available in January 2016. This is the primary source of benchmarking data throughout the report, and compares Housing data against upper tier local authorities with a stock size of 10,000 dwellings or more. The participating local authorities who meet these criteria are as follows:



















Dudley MBC  
East Riding of Yorkshire Council  
Hull City Council  
LB of Croydon  
LB of Ealing  
LB of Southwark  
LB of Wandsworth  
North Tyneside Council  
Rotherham MDC  
Sheffield City Council  
Southampton City Council

Some indicators use benchmarking data from other sources (which are denoted in the tables they feature in):

- Four 'Rent collection and current arrears' indicators use data from the Rent Income Excellence Network (RIEN) because comparable Housemark data is not available for them. These figures compare Brighton & Hove against the other participating unitary authorities, (Southampton, Swindon, Darlington and Slough) for the 2014/15 financial year. The results are not published as quartiles, but as averages.
- The 'Average re-let time, excluding time spent in major works' indicator uses data from the 2014/15 Local Authority Housing Statistics (LAHS) and compares against the same local authorities as the Housemark figures. These statistics are collected and published by central government.

A visual report providing more detailed benchmarking information is attached as Appendix 3. It uses a broader range of comparator groups as discussed at the Housing & New Homes Committee in January 2016.

#### 4.0 Rent collection and current arrears

Performance Indicator		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1	Rent collected as proportion of rent due for the year (end year rate)	98.40%	98.3%	98.62% (£51.36m of £52.09m)	98.77% (£51.43m of £52.07m)		↑	98.39% (£51.3m of £52.1m)	98.77% (£51.43m of £52.07m)		↑
2	Tenants with seven or more weeks rent arrears (end year snapshot)	4.07%	3.96% (RIEN)	2.94% (337 of 11,459)	2.86% (327 of 11,437)		↑	4.07% (470 of 11,544)	2.86% (327 of 11,437)		↑
3	Tenants in arrears served a Notice of Seeking Possession (NOSP) (total NOSP's served as % of tenants in arrears at end year)	24.82%	41.77% (RIEN)	19.08% (503 of 2,636)	25.91% (680 of 2,624)		-	24.82% (743 of 2,993)	25.91% (680 of 2,624)		↓
4	Tenants evicted because of rent arrears (total evictions during the year as % of tenants at end year)	0.29%	0.33%	0.03% (4 of 11,469)	0.06% (7 of 11,435)		↓	0.07% (8 of 11,544)	0.06% (7 of 11,435)		↑
5	Rent loss due to empty dwellings (end year rate)	1.3%	1.1%	0.89% (£461k of £51.71m)	0.93% (£478k of £51.71m)		↓	0.86% (£436k of £50.9m)	0.93% (£478k of £51.71m)		↓
6	Former tenant arrears collected (amount collected during the year as % of debt at end year)	34.25%	18.29% (RIEN)	23.85% (£145k of £606k)	29.24% (£179k of £612k)		-	34.25% (£209k of £612k)	29.24% (£179k of £612k)		↓
7	Rechargeable debt collected (amount collected during the year as % of debt at end year)	19.78%	-	8.20% (£17.1k of £208k)	11.32% (£21.0k of £185k)		-	19.78% (£47k of £237k)	11.32% (£21.0k of £185k)		↓
8	Percentage collection rate of gross leaseholder arrears (annual indicator)	75%	-	-	69% (£3.2m of £4.57m)		-	73% (£2.89m of £3.98m)	69% (£3.2m of £4.57m)		↓
9	Percentage collection rate of recoverable leaseholder arrears (annual indicator)	98%	-	-	93% (£4.27m of £4.57m)		-	97% (£3.87m of £3.98m)	93% (£4.27m of £4.57m)		↓

4.0.1 Four indicators are on target (green), two are near target (amber) and three are below target (red).

The indicators below target are:

**Former tenant arrears collected**

The 34.25% target was very ambitious and was set at the former tenant arrears collection rate for the previous financial year, which was unprecedentedly high. The 2015/16 collection rate of 29.24% is still very good and is much higher than the upper quartile benchmark figure of 18.29%. The overall amount of former tenant arrears (£612k) has remained virtually unchanged since last year (as a smaller amount of debt was added to the total through new cases).

**Rechargeable debt collected**

The collection rate for rechargeable debt was lower than usual because the specialist recharges officer post became vacant, but has now been recruited to and so performance will improve going into 2016/17.

**Percentage collection rate of gross leaseholder arrears**

The collection rate for gross arrears fell from 73% last year to 69% this year. The main reason is the increasing level of billing due to our major works investment. Major works service charges have risen from £1.3 million in 2013/14 to £1.9 million in 2014/15 to £2m this year. The disputes and challenges around this type of billing lead to slower recovery of the money. The indicator 'percentage collection rate of recoverable leaseholder arrears' takes into account the arrears that have been disputed and are looking to be resolved or taken to tribunal or court, and performance stands at 93% for the end of 2015/16.

The indicators near target are:

**Percentage collection rate of recoverable leaseholder arrears**

Performance (93%) missed the target (98%) due to an increase in major works billing, as described in the commentary for 'percentage collection rate of gross leaseholder arrears.'

**Tenants in arrears served a Notice of Seeking Possession (NOSP)**

This indicator expresses the number of NOSP's served during the year as a proportion of tenants in arrears at the end of the year, which has slightly increased compared to the previous financial year – by 1.09% to 25.91%. However, this is because the number of tenants in arrears has decreased (from 2,993 to 2,624) and not because the number of NOSP's served has increased (this has also decreased from 743 to 680).

#### 4.0.2 Rent collected as proportion of rent due for the year by area
























Rent collected as proportion of rent due for the year		Performance for the quarter			Performance for the year		
		Q3 2015/16	Q4 2015/16	Trend since last quarter	Year end 2014/15	Year end 2015/16	Trend since last year
1	North (includes Seniors Housing)	99.04% (£14.65m of £14.80m)	99.23% (£14.68m of £14.79m)	↑	99.00% (£14.64m of £14.78m)	99.23% (£14.68m of £14.79m)	↑
2	West	99.01% (£10.45m of £10.55m)	99.00% (£10.45m of £10.55m)	↓	98.97% (£10.44m of £10.55m)	99.00% (£10.45m of £10.55m)	↑
3	Central	98.59% (£9.26m of £9.39m)	98.64% (£9.26m of £9.38m)	↑	98.42% (£9.52m of £9.67m)	98.64% (£9.26m of £9.38m)	↑
4	East	98.03% (£17.01m of £17.35m)	98.31% (£17.05m of £17.34m)	↑	97.50% (£16.71m of £17.14m)	98.31% (£17.05m of £17.34m)	↑
5	All areas	98.62% (£51.36m of £52.09m)	98.77% (£51.43m of £52.07m)	↑	98.39% (£51.31m of £52.15m)	98.77% (£51.43m of £52.07m)	↑

#### 4.0.3 Tenants in arrears by amount

Amount of arrears		Q4 2015/16
1	No arrears	77% 8,811
2	£0.01 to £49.99	6% 693
3	£50 to £99.99	4% 425
4	£100 to £499.99	10% 1,197
5	£500 to £999.99	2% 208
6	£1000 or more	1% 101
7	Total tenants	100% 11,435

4.0.4 A table presenting information relating to the impact of the Removal of the Spare Room Subsidy (RSRS) for under occupying households is attached as Appendix 1.

## 4.1 Customer services and complaints

Performance Indicator		Target 2015/16	Benchmark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1a	Calls to Housing Customer Services Team (HCST) answered	84%	-	73% (11,483 of 15,803)	80% (11,904 of 14,852)			82% (46,586 of 56,731)	76% (46,221 of 61,019)		
1b	... of which direct dial calls from external customers (new as of 2015/16)	90%	97%	94% (7,470 of 7,919)	90% (8,072 of 8,944)			-	92% (31,531 of 34,136)		-
2	Stage 1 complaints upheld	36% or under	43%	26% (11 of 43)	28% (12 of 43)			37% (62 of 169)	27% (44 of 164)		
3	Stage 2 complaints upheld	6% or under	-	0% (0 of 6)	0% (0 of 3)			8% (2 of 26)	13% (3 of 24)		
4	Customer satisfaction with HCST (survey respondents who were very satisfied or fairly satisfied with HCST)	91%	-	84% (Q2 2015/16)	86% (243 of 284)		 (since Q2)	77% (201 of 262)	85% (378 of 445)		
5	Ease of effort to contact HCST (survey respondents who found HCST very easy or fairly easy to contact)	92%	-	87% (Q2 2015/16)	92% (260 of 282)		 (since Q2)	64% (167 of 262)	90% (398 of 441)		

NB It is not possible to present HCST performance using the same indicators as for the Repairs Helpdesk ('calls answered within 20 seconds' and 'longest wait time') because the team uses different telephony reporting software, which does not include these indicators.



- 4.1.1 As of the year end, two indicators are on target (green), two are near target (amber) and two are below target (red).

The indicators below target are:

### **Calls to Housing Customer Services Team (HCST) answered**

The 84% target was missed during both Quarter 4 (80%) and the financial year 2015/16 (76%). The main reason for this is that calls to officers from other teams, such as the Neighbourhoods Team, were set to divert to the HCST whilst officers were on site. However, most callers would abandon the call once connected to the HCST, as they wanted to talk to the officer they originally phoned. Given that this was the case, the telephony system was amended in February 2016 so that it would not re-direct calls to HCST. Since then, performance has been back on target for February (86%) and March (84%) 2016.

### **Customer satisfaction with HCST**

The target of 91% was missed despite a significant improvement in performance, from 77% last year to 85% this year. The target is an ambitious one, and will remain the same for the next financial year. As a result of these bi-annual surveys, the HCST have done the following to improve customer satisfaction:

- Changed their phone greeting to be more consistent and aware of data protection (as in asking security questions to make sure it is the tenant who is calling).
- Taken on the task of re-booking tenancy visits themselves, when a tenant calls to reschedule, rather than referring the query to the Neighbourhoods team – thereby dealing with it at first point of contact.
- Trained all members of the HCST in processing the decorations and gardening scheme, in order to deal with applications more quickly and effectively.

The indicators near target are:

### **Stage 2 complaints upheld**



















Of the 24 Stage 2 complaints dealt with during the year, three (13%) were partially upheld after being investigated by the corporate Customer Feedback Team. Therefore the 2015/16 target to uphold less than 6% of Stage 2 complaints was missed. The subjects of the upheld complaints and lessons learned were:

- A Scheme Manager being only available on reception during afternoons at a Seniors Housing scheme, due to them having to cover another scheme. It was recommended that their hours should be staggered so that they could be available during some mornings and some afternoons each week
- Tenancy enforcement action not being taken quickly enough against a noise complaint – in this case the perpetrator lived above the complainant and had hard flooring, which is a breach of tenancy and therefore action could have been taken sooner.
- A tenant was visited without an appointment, after having informed the council that they would not answer the door without a prior appointment by letter. Generally speaking, officers do not need an appointment to knock on the door of tenants, but in this case the tenant made a specific request which should have been honoured.

### **Ease of effort to contact HCST**

The 92% target was narrowly missed (by 2%) despite a major improvement in performance, which increased from 64% last year to 90% this year. The target will remain the same for the next financial year.

## 4.2 Empty home turnaround time and mutual exchanges



















Performance Indicator (re-let times indicators are in calendar days)		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1a	Average re-let time, excluding time spent in major works	21	23 (LAHS)	17 (136 lets)	17 (126 lets)			23 (645 lets)	20 (549 lets)		
1b	... as above for general needs properties	18	-	14 (113 lets)	14 (98 lets)			18 (544 lets)	16 (438 lets)		
1c	... as above for Seniors Housing properties	30	-	30 (23 lets)	30 (28 lets)			54 (101 lets)	35 (111 lets)		
2	Average re-let time, including time spent in major works	-	35	37 (136 lets)	32 (126 lets)	-		49 (645 lets)	42 (549 lets)	-	
3	Decisions on mutual exchange applications made within statutory timescale of 42 calendar days	100%	-	100% (26 of 26)	100% (30 of 30)			89% (173 of 194)	100% (147 of 147)		






































As of the year end, four indicators are on target (green) and one is below target (red). The indicator below target is:

### Average re-let time, excluding time spent in major works, for Seniors Housing properties

Whilst end year performance of 35 days has missed the target of 30 days, it has significantly improved upon the previous year's performance of 54 days. Furthermore, the re-let time for Seniors Housing properties decreased from 58 to 34 days between the first two quarters of 2015/16, and decreased further to 30 days for the latter two quarters, thereby bringing performance on target. As part of the Seniors Housing stock review, works have been taking place to convert unpopular studio flats into one bedroom flats. These hard-to-let studio flats have been a major reason why Seniors Housing properties have higher re-let times compared to general needs properties.

### 4.3 Property & Investment

Performance Indicator		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1	Emergency repairs completed in time	99%	-	99.97% (2,875 of 2,876)	100% (3,209 of 3,209)		↑	99.7% (9,412 of 9,436)	99.96% (11,169 of 11,173)		↑
2	Routine repairs completed in time	99%	-	99.9% (5,175 of 5,178)	99.8% (5,165 of 5,173)		↓	99.7% (25,144 of 25,213)	99.9% (22,707 of 22,722)		↑
3	Average time to complete routine repairs (calendar days)	14 days	-	13 days	18 days		↓	14 days	12 days		↑
4	Appointments kept by contractor as proportion of appointments made	97%	98%	96.7% (7,567 of 7,824)	96.5% (10,188 of 10,556)		↓	97.7% (27,117 of 27,768)	97.1% (33,018 of 34,019)		↓
5	Tenant satisfaction with repairs (respondents during the quarter who were very satisfied or fairly satisfied)	96%	96%	98.1% (1,157 of 1,179)	94.4% (1,156 of 1,225)		↓	95.7% (6,402 of 6,688)	97.3% (6,578 of 6,764)		↑
6	Responsive repairs passing post-inspection	97%	-	90.0% (1,522 of 1,692)	94.3% (1,129 of 1,197)		↑	98.7% (3,284 of 3,328)	93.3% (4,457 of 4,778)		↓
7	Repairs completed at first visit	92%	94%	91.4% (7,361 of 8,054)	91.4% (7,657 of 8,382)		↔	94.3% (32,667 of 34,649)	92.3% (31,290 of 33,895)		↓
8	Cancelled repair jobs	Under 5%	-	6.3% (596 of 9,471)	6.7% (742 of 11,134)		↓	4.9% (1,965 of 40,350)	5.6% (2,190 of 38,896)		↓
9	Dwellings meeting Decent Homes Standard	100%	100%	100% (11,640 of 11,640)	100% (11,588 of 11,588)		↔	99.5% (11,626 of 11,683)	100% (11,588 of 11,588)		↑

Performance Indicator		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
10	Energy efficiency rating of homes (SAP 2009)	64.4	68	64.9	65.2			64.5	65.2		
11	Planned works passing post-inspection	97%	-	100% (426 of 426)	100% (456 of 456)			99.9% (1,047 of 1,048)	100% (1,600 of 1,600)		
12	Stock with a gas supply with up-to-date gas certificates	100%	100%	100% (10,149 of 10,149)	99.96% (10,124 of 10,128)			100.0% (10,249 of 10,249)	99.96% (10,124 of 10,128)		
13	Empty properties passing post-inspection	98%	-	98.6% (138 of 140)	98.0% (148 of 151)			99.0% (704 of 711)	98.8% (601 of 608)		
14	Lifts – average time taken (hours) to respond	2 hours	-	1h 46m	1h 45m			1h 28m	1h 42m		
15	Lifts restored to service within 24 hours	95%	-	97.9% (140 of 143)	97.7% (169 of 173)			96.7% (595 of 615)	97.6% (572 of 586)		
16	Lifts – average time to restore service when not within 24 hours	7 days	-	7 days (23 days, 3 lifts)	3 days (11 days, 4 lifts)			5 days (89 days, 20 lifts)	8 days (106 days, 14 lifts)		
17	Repairs Helpdesk - calls answered	90%	-	98.1% (20,369 of 20,758)	97.7% (24,123 of 24,680)			95.0% (79,123 of 83,285)	97.7% (81,524 of 83,436)		
18	Repairs Helpdesk - calls answered within 20 seconds	75%	-	88.5% (18,026 of 20,369)	83.4% (20,113 of 24,123)			76.7% (60,658 of 79,123)	85.3% (69,525 of 81,524)		
19	Repairs Helpdesk - longest wait time	5 mins	-	4m 23s	5m 23s			13m 12s	6m 6s		

4.2.1 As of Quarter 4, eleven indicators are on target (green), six are near target (amber) and two are below target (red).

The indicators below target are:

**Average time to complete routine repairs (calendar days)**

This has increased to 18 days during Quarter 4 because Mears have been moving towards using their own local staff to carry out jobs which were previously done by sub-contractors, and adjusting to this has caused some temporary resourcing issues. The types of jobs include plastering, building and roofing.

**Percentage of responsive repairs passing post-inspection**

Performance has improved since Quarter 3, from 90% to 94% but the 97% target has not yet been met. During Quarter 4, there were 1,197 post-inspections carried out, of which 68 failed. The reasons for the failures are as follows:

- 26 due to poor quality work
- 20 due to extra works being required to finish the job
- 18 needed corrections to the recorded description and cost of work carried out
- 4 due to poor customer service.

As stated in the previous performance report, Mears have looked to improve the standard of repairs they are carrying out in tenants properties. They have now established a new checking standard for post inspection quality checks carried out by supervisors, and have recruited a Quality Assurance Manager to oversee these checks and ensure the standard of repairs is continually improved. As a result Mears had indicated that the numbers of inspections which fail would increase (by 7 to 8%) in the short term while the workforce and sub-contractors are brought up to this improved standard.

The indicators near target are:

**Percentage of appointments kept by contractor**

Performance on this indicator has dropped by 0.2% from the previous quarter and is just below target (0.5%) for quarter four. This is due to operatives becoming familiar with new appointment booking and attendance processes.

**Tenant satisfaction with repairs**

Overall satisfaction among respondents has fallen to 94% during Quarter 4, from 98% during the previous quarter. This is mainly due to the increased time taken to complete jobs, as per the 'average time to complete routine repairs' indicator.

**Percentage of repairs completed at first visit**

Performance remains at 0.6% below the 92% target during Quarter 4. This is because Mears are now directly delivering more external trades that are not typically completed in one appointment (eg plastering, building and roofing, as stated above).

**Repairs Helpdesk – longest wait time**

During Quarter 4, the longest time that any caller had to wait before their call was answered was 5 minutes and 23 seconds. This wait time was on the Tuesday

following the Easter Bank Holiday weekend, when the Repairs Helpdesk received an unprecedented 700 calls in one day (about twice as many as usual). The average time taken to answer a call during quarter four was only 17 seconds.

### **Cancelled repair jobs**

The proportion of cancelled repair jobs has steadily increased over the past three quarters and is 1.7% outside the target (under 5%). The main reasons for increase between Quarter 3 and Quarter 4 are:

- The number of jobs where access to the property cannot be arranged increased by 50% (from 82 to 126)
- The number of duplicate jobs raised increased by 33% (from 137 to 184).

On a positive note, the number of jobs issued to another contractor has reduced by almost half (from 70 in Q3 to 41 in Q4). Cancellations are now being reviewed by operational managers within Mears, in line with the process reviews detailed on the previous page.

### **Stock with a gas supply with up-to-date gas certificates**

On the 31 March there were four gas safety certificates that were overdue in the Mears gas contract area. This was due to staff shortages ahead of the change of gas contractor on the 1st April 2016. The four safety certificates have now been issued in line with gas access procedures. The gas new contractor is K&T Heating and the contract covers the whole stock.

#### **4.2.2 Asbestos**

To enable Brighton & Hove City Council to comply with the Control of Asbestos Regulations (2012), our partners Mears arrange for the annual inspection of all communal areas and dwellings known to contain asbestos containing materials. During the financial year 2015/16, a total of 673 inspections were carried out, with no further works required. These annual inspections will continue until such a time when the asbestos containing materials need to be removed, or are removed as part of other repairs.

























#### **4.2.3 Legionella**

Communal hot and cold water systems in high and low-rise blocks and Seniors' Housing schemes undergo a detailed periodic inspection. The results are incorporated into the council's Annual Legionella Report for the Health & Safety Committee – which is due in November 2016. The housing extract of that report can be made available to the Housing & New Homes Committee after that date.

#### **4.2.4 Decent Homes Standard**

The council continues to ensure that 100% of stock meets the government's Decent Homes Standard. This reflects sustained investment in council housing stock over the last ten years. The council reached 100% decency in December 2013 and has subsequently maintained stock at that level. The Housing Revenue Account - Asset Management Strategy agreed by committee in March 2016 includes maintaining 100% achievement of properties meeting the standard and our local Brighton & Hove Standard over the medium term (initially the next 5 years).

#### 4.4 Estates Service









Performance Indicator		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1	Cleaning quality inspection pass rate	98%	-	99% (143 of 144)	100% (181 of 181)			99% (701 of 706)	100% (728 of 731)		
2	Emergency Response Team quality inspection pass rate (minor repairs and bulk waste)	99%	-	100% (146 of 146)	100% (97 of 97)			100% (617 of 617)	100% (574 of 574)		
3	Cleaning tasks completed	98%	-	99.9% (13,528 of 13,543)	98% (13,191 of 13,513)			98% (53,168 of 54,026)	98% (53,026 of 54,142)		
4	Bulk waste removed within 7 working days	98%	-	99.7% (742 of 744)	95.3% (711 of 746)			96% (2,758 of 2,874)	97% (2,940 of 3,018)		
5	Light replacements/repairs completed within 3 working days	99%	-	99% (389 of 393)	99% (292 of 296)			98% (2,073 of 2,117)	99% (1,319 of 1,338)		
6	Mobile warden jobs completed within 3 working days	96%	-	98% (1,493 of 1,531)	97% (1,344 of 1,381)			97% (6,805 of 7,008)	97% (5,693 of 5,877)		
7	Incidents of drug paraphernalia collected and reported to the Police	-	-	63	50	-	-	243	254	-	-

As of Quarter 4, five indicators are on target (green) and one is near target (amber). The indicator near target is:

#### **Bulk waste removed within 7 working days**

The target was missed because 35 jobs were done late, out of a total of 746. These jobs took an average of 10 working days to complete and the bulk waste was located in storage and bin rooms, and therefore not obstructing common ways.

#### 4.5 Anti-social behaviour (ASB)

Performance Indicator		Target 2015/16	Bench- mark	Performance for the quarter				Performance for the year			
				Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1	Victim satisfaction with closed ASB cases (indicator is always year to date)	80%	75%	88% (29 of 33)	90% (47 of 52)			70% (31 of 44)	90% (47 of 52)		
2	ASB cases closed resulting in tenancy legal action (including eviction)	-	-	9% (6 of 69)	13% (9 of 69)	-	-	4% (15 of 338)	14% (40 of 284)	-	-
3	Tenants evicted due to ASB	-	-	0	1	-	-	5	2	-	-
4	Success rate of tenancy sustainment cases	95%	-	96% (27 of 28)	100% (23 of 23)			97% (103 of 106)	98% (106 of 108)		



#### 4.5.2 Reports of ASB incidents by type



ASB incident category		Q3 2015/16	Q4 2015/16
1	Noise incidents	22% (125)	21% (130)
2	Harassment / threats incidents	17% (96)	17% (106)
3	Hate-related incidents	1% (7)	1% (5)
4	Vandalism incidents	3% (16)	1% (5)
5	Pets / animals incidents	15% (86)	14% (88)
6	Vehicles incidents	5% (28)	4% (25)
7	Drugs incidents	7% (38)	9% (56)
8	Alcohol related incidents	1% (8)	2% (12)
9	Domestic violence / abuse incidents	3% (18)	3% (16)
10	Other violence incidents	1% (6)	3% (19)
11	Rubbish incidents	10% (57)	13% (81)
12	Garden nuisance incidents	5% (31)	7% (41)
13	Communal areas / loitering incidents	7% (40)	5% (34)
14	Prostitution / Sex incidents	0% (0)	0% (1)
15	Other criminal behaviour incidents	2% (14)	1% (6)
16	Total ASB incidents	100% (570)	100% (625)

#### 4.5.3 Reports of ASB incidents by ward during the quarter

Ward	Q3 2015/16 incidents	Q4 2015/16 incidents	Incidents per 1,000 properties (Q4)	Change since last quarter (Q3 to Q4)
Brunswick and Adelaide	2	0	0	-2
Central Hove	3	11	122	8
East Brighton	77	105	42	28
Goldsmid	13	19	41	6
Hangleton and Knoll	62	82	48	20
Hanover and Elm Grove	19	27	49	8
Hollingdean and Stanmer	60	78	51	18
Hove Park	0	0	0	0
Moulsecoomb and Bevendean	64	56	34	-8
North Portslade	18	23	46	5
Patcham	34	25	43	-9
Preston Park	4	6	48	2
Queen's Park	121	107	51	-14
Regency	0	0	0	0
Rottingdean Coastal	3	0	0	-3
South Portslade	30	23	54	-7
St. Peter's and North Laine	24	26	50	2
Westbourne	4	7	47	3
Wish	7	9	18	2
Withdean	3	5	88	2
Woodingdean	22	16	32	-6
Total	570	625	45	55










## 4.6 Tenancy Fraud

Please note that Housemark do not provide comparable benchmarking data for the indicators in the following table.

Performance Indicator		Target 2015/16	Performance for the quarter				Performance for the year			
			Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1	Properties taken back due to tenancy fraud	15 by year end	7	7	-	-	15	26		
2	Tenancy fraud cases investigated and closed	-	33	29	-	-	65	127	-	-
3	New tenancy fraud cases opened	-	56	47	-	-	98	166	-	-
4	Total open tenancy fraud cases	-	89	101	-	-	62	101	-	-

## 4.7 Seniors Housing

Please note that Housemark do not provide comparable benchmarking data for the indicators in the following table.

Performance Indicator	Target 2015/16	Performance for the quarter				Performance for the year			
		Q3 2015/16	Q4 2015/16	Status against target	Trend since last quarter	Year end 2014/15	Year end 2015/16	Status against target	Trend since last year
1 Individual wellbeing calls made to residents	-	28,093	26,312	-	-	-	113,534	-	-
2 Residents living in schemes offering regular social activities	95%	97% (838 of 863)	97% (818 of 843)			-	97% (837 of 861)		-
3 Residents living in schemes offering regular exercise classes	61%	69% (592 of 863)	68% (570 of 843)			-	66% (565 of 861)		-
4 Schemes hosting events in collaboration with external organisations	91%	83% (19 of 23)	87% (20 of 23)			-	87% (20 of 23)		-

NB It is not possible to provide figures from last year, because these indicators were new at the time and came into effect as of Quarter 3 2014/15.

4.7.1 Two indicators are on target (green) and one is near target (amber).

The indicator near target is:

### Schemes hosting events in collaboration with external organisations

Two schemes did not host events in collaboration with external organisations during Quarter 3. One of them is Stonehurst Court, which is to be closed as part of the Seniors Housing scheme review, as approved by Housing & New Homes Committee in November 2015. The other scheme (the bungalows at Manor Paddock) does not host regular events, as there hadn't been much interest among residents in the past, but the Seniors Housing team are planning to get some running in 2016/17.

## 5. COMMUNITY ENGAGEMENT AND CONSULTATION:

- 5.1 A draft version of this report went to the Special Area Panel on 18 May 2016. The report was noted and commented upon, and an error which was pointed out in the 'Reports of ASB incidents by ward during the quarter' table has since been corrected.

## 6. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 6.1 The area of performance with the most significant financial impact is the ability to collect rents from tenants. For the year 2015/16, the collection rate has increased by 0.38% to 98.77% compared to 2014/15 and currently exceeds the target set for the year as well as benchmarked targets which is good news. This continues to be closely monitored so that appropriate action can be taken to minimise arrears as the effects of welfare reform unfold. Any improvement in rent collected has a direct impact on the resources available to spend on the management and maintenance of tenants' properties.

*Finance Officer Consulted: Monica Brooks*

*Date: 19/05/16*

### Legal Implications:

- 6.2 The Committee has overall responsibility for the management of property within the Housing Revenue Account. This report informs Members about the management of that property, and allows them to discharge the Committee's oversight responsibilities.

*Lawyer Consulted: Liz Woodley*

*Date: 23/05/16*

### Equalities Implications:

- 6.3 There are no direct equalities implications arising from this report.

### Sustainability Implications:

- 6.4 The increase in the energy efficiency rating of homes reflects an improvement towards the council's sustainability commitments, among other objectives such as financial inclusion and reducing fuel poverty.

### Crime & Disorder Implications:

- 6.5 There are no direct crime and disorder implications arising from this report. Cases of anti-social behaviour involving criminal activity are worked on in partnership with the Police and other appropriate agencies.

### Risk and Opportunity Management Implications:

- 6.6 There are no direct risk and opportunity implications arising from this report.

### Public Health Implications:

6.7 There are no direct public health implications arising from this report.

Corporate or Citywide Implications:

6.8 There are no direct corporate or city wide implications arising from this report. However, two performance indicators featuring in this report ('dwellings meeting Decent Homes Standard' and 'energy efficiency rating of homes') are among those used to measure success against the Corporate Plan principle of increasing equality.

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. Appendix 1. Outline of under occupation arrears and related information.
2. Appendix 2. Long-term empty properties.
3. Appendix 3. Benchmarking comparison report

**Background Documents:**

1. None

## Appendix 1. Outline of council under occupation arrears and related information

Item	Indicator	Baseline March 2013*	Feb 2016	Mar 2016	April 2016
1	Number of under occupying households affected by the Removal of the Spare Room Subsidy (RSRS)	949	715	711	701
2	Percentage of under occupying households in arrears (number in brackets below)	29% (277)	43% (305)	44% (313)	44% (308)
3	Percentage of all current tenants in arrears (number in brackets below)	24% (2,791)	21% (2,386)	23% (2,592)	23% (2,624)
4	Average arrears per under occupying household in arrears	£303	£244	£202	£208
5	Total arrears of under occupying households	£84k	£75k	£63k	£64k
6	Percentage increase in arrears of under occupying households since baseline (amount in brackets below)	0% (£0k)	-11% (-£9k)	-25% (-£21k)	-24% (-£20k)
7	Percentage increase in arrears of all current tenants since baseline (amount in brackets below)	0% (£0k)	0% (-£2k)	2% (£13k)	-7% (-£45k)
8	Under occupier arrears as a percentage of total arrears	13%	12%	10%	11%
9	Cumulative number of under occupying households moved via mutual exchange since baseline	0	70	70	73
10	Cumulative number of under occupying households moved via a transfer since baseline	0	123	124	129

\*Baseline = before the RSRS was introduced in April 2013.

N.B. The arrears figures include both rents and service charges.

## Appendix 2. Long term empty properties

Of the 50 general needs and Seniors Housing properties that have, as of 29 April 2016, been empty for six weeks or more:

- Eight are ready to let
- 31 require or are undergoing major repairs/refurbishment (21 are Seniors Housing)
- 11 are to be leased to Seaside Homes (last batch was leased in September 2015).

<b>General needs and Seniors Housing long term empty properties (6 weeks or more)</b>		
<b>Calendar days empty as at 29/04/2016</b>	<b>Ward</b>	<b>Status</b>
62	East Brighton	To be leased to Seaside Homes - 2 bedroom flat
76	East Brighton	Ready to let following major repairs - 2 bedroom house
76	East Brighton	Ready to let following major repairs - 2 bedroom flat
118	East Brighton	To be leased to Seaside Homes - 2 bedroom flat
62	Goldsmid	To be leased to Seaside Homes - 2 bedroom flat
104	Goldsmid	With Mears for major repairs - 1 bedroom flat
62	Hangleton Knoll	Ready to let following major repairs - 1 bedroom flat
83	Hangleton Knoll	To be leased to Seaside Homes - 3 bedroom maisonette
195	Hangleton Knoll	With BHCC for extension and refurbishment - 3 bedroom house
48	Hanover Elm Grove	Ready to let following major repairs - 3 bedroom house
55 to 706 (12 dwellings)	Hanover Elm Grove	Twelve studio dwellings which will not be let because they are part of a Seniors Housing scheme (Stonehurst Court) which is to be closed. This decision is part of the Seniors Housing scheme review, because the scheme cannot be made fit for purpose, and was approved by Housing & New Homes Committee in November 2015.
62	Hanover Elm Grove	Ready to let following major repairs - 2 bedroom house
83	Hollingdean Stanmer	To be leased to Seaside Homes - 3 bedroom flat
62	Moulsecoomb Bevendean	To be leased to Seaside Homes - 2 bedroom house
69	Moulsecoomb Bevendean	To be leased to Seaside Homes - 2 bedroom flat
167	Moulsecoomb Bevendean	With BHCC for extension and refurbishment - 3 bedroom house



<b>General needs and Seniors Housing long term empty properties (6 weeks or more)</b>		
<b>Calendar days empty as at 29/04/2016</b>	<b>Ward</b>	<b>Status</b>
188	Moulsecoomb Bevendean	To be leased to Seaside Homes - 3 bedroom house
216	Moulsecoomb Bevendean	With BHCC for extension and refurbishment - 3 bedroom house
300 to 937 (3 dwellings)	Moulsecoomb Bevendean	Three studio dwellings within a Seniors Housing scheme which are to be converted into 1 bedroom flats (as studios are unpopular). This is being done as part of the Seniors Housing stock review, which Housing Committee accepted in principle in January 2015.
321	Moulsecoomb Bevendean	With BHCC for refurbishment - 3 bedroom house. Works commenced Feb 2016.
328	Moulsecoomb Bevendean	Ready to let following refurbishment - 3 bedroom house.
370	Moulsecoomb Bevendean	With BHCC for refurbishment - 3 bedroom house. Works commenced Feb 2016.
55 to 90 (2 dwellings)	Patcham	Two studio dwellings within a Seniors Housing scheme which are to be converted into 1 bedroom flats (as studios are unpopular). This is being done as part of the Seniors Housing stock review, which Housing Committee accepted in principle in January 2015.
55 to 538 (4 dwellings)	Portslade North	Four studio dwellings within a Seniors Housing scheme which are to be converted into 1 bedroom flats (as studios are unpopular). This is being done as part of the Seniors Housing stock review, which Housing Committee accepted in principle in January 2015.
55	Portslade North	To be leased to Seaside Homes - 2 bedroom house
195	Portslade South	With BHCC for extension and refurbishment - 3 bedroom house
216	Portslade South	With BHCC for extension and refurbishment - 3 bedroom house
370	Portslade South	With BHCC for refurbishment - 3 bedroom house. Completion of works expected July 2016.
48	Queens Park	To be leased to Seaside Homes - 3 bedroom flat
55	Queens Park	Ready to let following major repairs - 1 bedroom flat
153	Wish	With BHCC for refurbishment - 3 bedroom house
356	Wish	To be leased to Seaside Homes - 3 bedroom house
482	Woodingdean	Ready to let following major repairs - 3 bedroom house
<b>Total of 50 dwellings</b>		





## Appendix 3: Benchmarking Comparison Report (2014/15)

This benchmarking report compares the cost and performance of Brighton & Hove (BHCC) as a social landlord with other local authorities (LAs) and housing associations (HAs). The data covers the 2014/15 financial year (2015/16 data collection is still in progress).

The report uses a variety of indicators collected by Housemark, who provide the benchmarking service. The indicators are presented in separate tables for each of the service areas devised by Housemark (which are different to team structures within BHCC). The tables present BHCC in comparison with the following groups of social landlords:

- Similar LAs: upper tier local authorities with a stock size of 10,000 dwellings or more who use Housemark (the peer group used in the quarterly performance reports)
- LAs: all local authorities using Housemark, including those above
- HAs: all housing associations using Housemark
- All: all social landlords in England using Housemark
















The tables compare BHCC to these groups using the following symbols:

	BHCC within top quartile (top 25% best performing or cheapest landlords in the comparator group)
	BHCC within second quartile (next 25% to 50% as per above)
	BHCC within third quartile (next 50% to 75% as per above)
	BHCC within fourth quartile (bottom 25% as per above)

For information, the tables also provide BHCC's result for the 2014/15 financial year and ranking within each group.




### Rent arrears and collection

BHCC costs are lower than average, and performance better than average, when compared to all groups.

Rent arrears and collection indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total cost per property (CPP) of rent arrears and collection ( <i>lower is better</i> )	£79	 (4 of 12)	 (13 of 46)	 (6 of 274)	 (31 of 368)
 Current tenant arrears as a percentage of rent due	1.67%	 (2 of 12)	 (20 of 45)	 (33 of 279)	 (67 of 373)
 Former tenant arrears as a percentage of rent due	1.09%	 (2 of 12)	 (19 of 45)	 (127 of 273)	 (155 of 367)







## Lettings

BHCC costs are lower than average compared to all groups, and performance is mixed depending on which groups are compared to. The average re-let time, including time spent in works, has since improved from 49 days to 42 days during 2015/16.

Lettings indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of lettings (lower is better)	£35	☆ (3 of 12)	☆ (4 of 45)	☆ (15 of 274)	☆ (41 of 368)
 Average re-let time in days (all re-lets, including time spent in works)	49	△ (5 of 10)	○ (26 of 37)	! (167 of 203)	! (199 of 251)
 Rent loss due to empty properties (voids) as proportion of rent due	0.86%	☆ (2 of 12)	△ (14 of 45)	! (196 of 278)	△ (151 of 373)




## Responsive repairs and void works

BHCC costs are generally lower, and performance generally better, when compared to most groups.

Responsive repairs and void works indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of responsive repairs and void works (lower is better)	£688	○ (7 of 12)	△ (16 of 47)	☆ (59 of 281)	☆ (90 of 379)
 Average number of calendar days taken to complete repairs (lower is better, includes both emergency and routine repairs)	10	○ (8 of 12)	△ (21 of 44)	○ (170 of 258)	○ (224 of 348)
 Percentage of repairs completed at the first visit	94.3%	☆ (3 of 9)	△ (9 of 30)	△ (58 of 187)	△ (78 of 253)
 Average number of responsive repairs per property (lower is better)	2.97	☆ (3 of 10)	△ (15 of 39)	☆ (64 of 253)	△ (86 of 334)
 Appointments kept as a percentage of appointments made	97.7%	△ (4 of 8)	△ (13 of 30)	○ (91 of 173)	○ (125 of 242)
 Satisfaction with last repair (Repairs Helpdesk survey respondents who were very or fairly satisfied)	95.7%	☆ (3 of 9)	△ (13 of 36)	△ (81 of 239)	△ (106 of 313)



## Major works and cyclical maintenance

BHCC costs are higher than average when compared to all groups, and performance is generally lower when compared to most groups (with the exception of similar LAs). The higher costs reflect the money invested towards improving the quality of homes, and continuing to maintain the standard of 100% of properties as they fall out of the Decent Homes Standard which was achieved in 2013.

Major works and cyclical maintenance indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of major works and cyclical maintenance (lower is better)	£2,729	⚠ (11 of 12)	⚠ (44 of 47)	⚠ (267 of 281)	⚠ (353 of 379)
 Percentage of dwellings that are decent at the end of the year	99.51%	△ (5 of 12)	○ (26 of 46)	⚠ (200 of 242)	○ (244 of 327)
 Satisfaction with quality of home (2014 STAR survey respondents who were very or fairly satisfied)	80%	△ (4 of 10)	○ (22 of 36)	⚠ (177 of 231)	○ (221 of 302)



## Estate services

BHCC costs are mixed (depending on which groups are compared to) and performance is lower than average compared to most groups. The exception is for similar LAs, who are predominantly urban and have similar levels of deprivation to BHCC, whereas many of the other LAs are in less urban and less deprived areas, as is much of the stock for HAs.

Estate services indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of estate services (lower is better)	£161	△ (6 of 12)	○ (20 of 36)	△ (128 of 281)	○ (191 of 379)
 Satisfaction with neighbourhood (2014 STAR survey respondents who were very or fairly satisfied)	84%	☆ (2 of 10)	○ (20 of 36)	⚠ (206 of 237)	○ (185 of 296)



## Anti-social behaviour (table is on next page)

BHCC costs are higher than average when compared to all groups, and performance was worse when compared to most groups. The higher costs are expected given that the city has a relatively high rate of anti-social behaviour (Police recorded incidents were 38% higher than the average for England and Wales during 2014/15) and locally a significant proportion of ASB casework relates to council housing. On a positive note, satisfaction with ASB case handling has improved significantly since 2014/15, increasing from 71% then to 90% for 2015/16.

Anti-social behaviour indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of anti-social behaviour (lower is better)	£91	⚠ (11 of 12)	⚠ (46 of 46)	⚠ (236 of 273)	⚠ (326 of 368)
 Satisfaction with ASB case handling (victims of ASB interviewed by phone who were very or fairly satisfied)	71%	△ (5 of 10)	○ (14 of 22)	○ (127 of 171)	○ (163 of 223)



### Tenancy management

BHCC costs are higher than average compared to all groups, and performance is lower than average when compared to most groups. The high costs are expected given that the proportion of vulnerable people living in BHCC council housing is high (48%), which tends to increase demand on tenancy management services. The satisfaction data is sourced from the 2014 STAR survey, and an update will be available from this year's survey.

Tenancy management indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of tenancy management (lower is better)	£142	⚠ (11 of 12)	⚠ (41 of 46)	○ (188 of 274)	○ (272 of 368)
 Satisfaction with the service provided (2014 STAR survey respondents who were very or fairly satisfied)	78%	△ (4 of 10)	○ (29 of 36)	⚠ (206 of 237)	⚠ (265 of 311)

### Resident involvement

BHCC costs were higher, and performance was generally lower, when compared to most groups. However, tenant satisfaction that views are being listened to (sourced from the 2014 STAR survey) compares well to similar LAs.

Resident involvement indicators	BHCC 2014/15	Our position (quartile) compared to:			
		Similar LAs	All LAs	HAs	All
 Total CPP of resident involvement (lower is better)	£61	⚠ (11 of 12)	⚠ (39 of 46)	△ (116 of 274)	○ (197 of 368)
 Satisfaction that views being listened to (2014 STAR survey respondents who were very or fairly satisfied)	64%	★ (3 of 10)	○ (19 of 36)	⚠ (165 of 213)	○ (205 of 283)

NB All icons the report are sourced from [www.flaticon.com](http://www.flaticon.com) and were designed by 'Freepik.'

