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To: Cllr Ian Dunbar (Chairman)

Councillors: Sian Braun, David Cox, Jean Davies, Ron Davies, Adele Davies-Cooke, Rosetta Dolphin, Mared Eastwood, George Hardcastle, Ray Hughes, Dennis Hutchinson, Ted Palmer, Mike Reece, Paul Shotton and David Wisinger

9 November 2017

Dear Councillor

You are invited to attend a meeting of the Community and Enterprise Overview & Scrutiny Committee which will be held at 10.00 am on Wednesday, 15th November, 2017 in the Delyn Committee Room, County Hall, Mold CH7 6NA to consider the following items

A G E N D A

1 APOLOGIES

Purpose: To receive any apologies.

2 DECLARATIONS OF INTEREST (INCLUDING WHIPPING DECLARATIONS)

Purpose: To receive any Declarations and advise Members accordingly.

3 APPOINTMENT OF VICE-CHAIR

Purpose: To appoint a Vice-Chair for the Committee

4 MINUTES (Pages 3 - 8)

Purpose: To confirm as a correct record the minutes of the meeting held on 20 September 2017.

5 **WELFARE REFORM UPDATE** (Pages 9 - 144)

Report of Chief Officer (Community and Enterprise) - Deputy Leader of the Council and Cabinet Member for Housing and Cabinet Member for Corporate Management and Assets

Purpose: To provide an update on Welfare Reform including the roll out of Universal Credit

6 **STRATEGIC HOUSING AND REGENERATION PROGRAMME (SHARP)** (Pages 145 - 158)

Report of Chief Officer (Community and Enterprise) - Deputy Leader of the Council and Cabinet Member for Housing

Purpose: To provide an update on the SHARP Programme and review the standard of new build homes

7 **COUNCIL PLAN 2017/18 - MID YEAR MONITORING** (Pages 159 - 210)

Report of Community and Enterprise Overview & Scrutiny Facilitator - Deputy Leader of the Council and Cabinet Member for Housing and Cabinet Member for Economic Development,

Purpose: To review the levels of progress in the achievement of activities, performance levels and current risk levels as identified in the Council Plan 2017/18.

8 **FORWARD WORK PROGRAMME** (Pages 211 - 218)

Report of Community and Enterprise Overview & Scrutiny Facilitator

Purpose: To consider the Forward Work Programme of the Community & Enterprise Overview & Scrutiny Committee

Yours sincerely



Robert Robins
Democratic Services Manager

COMMUNITY AND ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE **20 SEPTEMBER 2017**

Minutes of the meeting of the Community and Enterprise Overview & Scrutiny Committee of Flintshire County Council held in the held in the Delyn Committee Room, County Hall, Mold, CH7 6NA on Wednesday, 20 September 2017.

PRESENT: Councillor Ian Dunbar (Vice Chair in the Chair)

Councillors: Sian Braun, David Cox, Jean Davies, Ron Davies, Rosetta Dolphin, Mared Eastwood, George Hardcastle, Dennis Hutchinson, Ted Palmer, Mike Reece and Paul Shotton

SUBSTITUTION: Councillor Patrick Heesom (for Councillor Ray Hughes)

ALSO PRESENT: Councillors Helen Brown and David Wisinger

APOLOGIES: Councillor Bernie Attridge, Deputy Leader and Cabinet Member for Housing, Councillor Derek Butler, Cabinet Member for Economic Development;

CONTRIBUTORS: Councillor Aaron Shotton, Leader of the Council and Cabinet Member for Finance, Chief Officer (Community & Enterprise), Enterprise & Regeneration Manager, Benefits Manager, Capital Works Team Manager, and Housing Strategy Officer

IN ATTENDANCE: Community & Enterprise Overview & Scrutiny Facilitator and Committee Officer

Prior to the start of the meeting the Chairman referred to the sadness at the recent death of Councillor Ron Hampson and asked Members and officers to stand in silent tribute to his memory.

13. DECLARATIONS OF INTEREST

None were received.

14. MINUTES

The minutes of the meetings held on 19 July 2017 were submitted.

Matters arising

Referring to page 2 of the minutes, Councillor Ron Davies asked that his thanks be passed to officers who had provided him with information of capital works being carried out in his Ward promptly following the meeting. The Chief Officer (Community & Enterprise) agreed to pass his thanks to the Council Housing Service Manager to convey to the team.

Councillor Dennis Hutchinson referred to page 5 of the minutes and expressed concern around the narrow stairwell in Castle Heights, Flint, and asked that this be looked at to ensure all residents could evacuate safely in the event of an emergency.

The Capital Works Team Manager explained that the evacuation process in all high rise properties in Flint were being reviewed and a detailed update report would be submitted to a future meeting of the Committee.

RESOLVED:

That the minutes be approved as a correct record and signed by the Chairman.

15. COUNCIL (IMPROVEMENT) PLAN 2017-23

The Chief Officer presented the report and provided background information. She referred to the main considerations, as detailed in the report, and invited the relevant service manager to provide an update on the revised priorities and sub priorities for action which were proposed for adoption by the Council.

The Capital Works Team Manger and the Enterprise and Regeneration Manager reported on the priority Supportive Council, and the following sub priorities:

- appropriate and affordable homes
- modern, efficient and adapted homes
- protecting people from poverty

The Enterprise and Regeneration Manager also provided an update on the priority Ambitious Council and the sub-priority business sector growth and regeneration.

The Chairman sought further information on the sub priority to protect people from poverty and the development of a strategy to address food poverty. In her response, the Chief Officer referred to the development of a holistic approach to address the issue of poverty and commented on the need to provide help with budget management, fuel poverty, and help people gain employment. The Chief Officer suggested that a report on food poverty be submitted to a future meeting of the Committee when appropriate

Councillor Aaron Shotton advised that the Council (Improvement) Plan set out the Council's priorities for the forthcoming five years and what it aimed to achieve. He commented on the significant financial pressures and the impact of under-funding and said that whilst focused on objectives during 2017/18 the Plan was also realistic about the national barriers to what could be achieved.

In response to the concerns raised by Councillor Paul Shotton around a delay experienced by some people in relation to claims for Universal Credit, the Benefits Manager gave an update on progress on the roll out of Universal Credit and advised that detailed analysis would be provided to the meeting of the Committee to be held in November 2017.

During discussion Officers responded to the further questions raised concerning progress completing Welsh Housing Quality Standard (WQHS) work schemes. The Capital Works Manager explained that for various reasons some tenants refused to have improvement works carried out, however, every opportunity was taken to

recapture 'refusals' and inform the tenant that improvement works could be undertaken to improve the standard of housing to the benefit of the tenant.

Councillor Denis Hutchinson expressed his thanks to Councillor Bernie Attridge and officers for the assistance provided to address the issue of unauthorised gypsy and traveller encampments in his Ward.

Councillor Patrick Heesom thanked the Chief Officer for a detailed and informative report and commended her and her team for their work. He spoke of the needs and challenges faced by young people, citing the 18-24 age group in particular, and commented on the need to develop affordable accommodation for this group of people. Commenting on the WHQS Programme he asked that the Committee be provided with the findings of the internal audit of the Programme when completed.

RESOLVED:

That the comments made by the Committee be collated and feedback provided to Cabinet.

16. HOUSING (WALES) ACT 2014 – HOMELESSNESS

The Chief Officer introduced a report to provide an update on how the Council has met the requirements of the new homeless legislation and some of the projected challenges that face the Council. She provided background information and advised that there had been an increase in the numbers of households seeking assistance and that the service was forecasting additional pressures due to a combination factors.

Councillor George Hardcastle thanked the Chief Officer and her team for their work around the prevention of homelessness. He referred to the provision of interim accommodation and the use of Bed and Breakfast accommodation and asked how many families were placed in bed and breakfast accommodation at the current time. The Chief Officer explained that the current number of people in bed and breakfast accommodation was very low. Councillor Hardcastle also commented on the issue of tenants who were in rent arrears, and cited the bedroom tax as an example, and asked how many tenants had requested to 'downsize' to a smaller property but were prevented from doing so due to a lack of suitable properties available. The Benefits Manager agreed to provide this information following the meeting.

Officers responded to the questions and concerns raised and advised that a report on the impact of Welfare Reforms would be provided to the meeting of the Committee to be held in November 2017. The Chief Officer explained that the Council had a fair debt policy and took a holistic view of each case and worked with the customer to provide the best outcome for the tenant and the Council.

Councillor Aaron Shotton commented on the reduction to the Supporting People Grant and suggested that the Committee may wish to lobby the Welsh Government to seek support for the Grant. It was agreed that a letter be sent to the Cabinet Secretary for Communities and Children on behalf of the Committee to seek Welsh Government support to protect the Supporting People Grant.

During discussion the Chief Officer responded to the comments and suggestions put forward around new methods and the innovative use of existing buildings to address the issues of interim accommodation and housing shortage.

In response to the concerns raised by Councillor Hardcastle around conversion, repairs and renovations to existing buildings the Chief Officer agreed to provide the Committee with information on asbestos at properties following the meeting.

Following a suggestion from Councillor Rosetta Dolphin, the Housing Strategy Officer said she would look into the possibility of having a cleaning service at shared properties.

RESOLVED:

- (a) That the update on the management of the new legislation within the Housing (Wales) Act 2014 be noted;
- (b) That the challenges that the Council has faced finding suitable housing options for households and the further risks to this should, transition funding cease and/or Supporting People funding reduce be noted;
- (c) That the Committee supports the proposals to develop new housing provision to alleviate homelessness in the County; and
- (d) That a letter be sent to the Cabinet Secretary for Communities and Children on behalf of the Committee to seek Welsh Government support to protect the Supporting People Grant.

17. SOCIAL HOUSING GRANT (SHG) PROGRAMME

The Housing Strategy Manager introduced a report on the current Social Housing Grant (SHG) programme which funds a range of affordable housing delivered by Registered Social Landlords (RSLs) in Flintshire.

In response to a question from Councillor Patrick Heesom, the Chief Officer (Community & Enterprise) said that currently all Council house building schemes were fully funded by the Council and that there was a strong case that the Council should have access to grant funding and for the cap on funding to be removed to allow for a level playing field between the Council and RSLs in Flintshire.

RESOLVED:

That the Committee supports the Flintshire Social Housing Grant Programmes

18. FORWARD WORK PROGRAMME

The Facilitator presented the Forward Work Programme for consideration. She advised Members that it had been agreed that an additional meeting of the Committee would be held on 25 October 2017 to provide an update on the delivery of domestic energy efficiency programmes, and an update on the Communities First Programme.

Councillor Mike Reece asked if Councillors could be informed when new tenants moved into their Ward. The Chief Officer said this should be happening and would follow this up with the team following the meeting.

RESOLVED:

- (a) That the Forward Work Programme be noted; and
- (b) That the Facilitator, in consultation with the Chair of the Committee, be authorised to vary the Forward Work Programme between meetings, as the need arises.

19. MEMBERS OF THE PUBLIC AND PRESS IN ATTENDANCE

There were no members of the press or the public in attendance.

(The meeting started at 10.00 am and ended at 12.07 pm)

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Chairman

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COMMUNITY & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Wednesday, 15 November 2017
Report Subject	Welfare Reform Update
Cabinet Member	Deputy Leader of the Council and Cabinet Member for Housing Cabinet Member for Corporate Management and Assets
Report Author	Chief Officer (Community & Enterprise)
Type of Report	Operational

EXECUTIVE SUMMARY

By 2020, the welfare reforms will have reduced expenditure on social security benefits available to low income working-age households by around £31¹ billion per annum.

This report provides an update on the impacts Universal Credit 'Full Service' and other welfare reforms are having on Flintshire residents and the work that is ongoing to mitigate and support these households.

RECOMMENDATIONS

1	To note the report and continue to support the ongoing work to manage the impacts that Welfare Reforms has and will have upon Flintshire's most vulnerable households.
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¹ The Welfare Reform Act 2012 introduced reforms that reduced expenditure on social security benefits by £19 billion pa and the Welfare Reform and Work Act 2016 is introducing reforms which will reduce expenditure by a further £12 billion pa.

REPORT DETAILS

1.00	EXISTING WELFARE REFORMS
1.01	<p>The welfare reform response team has been in place for the last two years and combines the administration of discretionary housing payment with personal budgeting support.</p> <p>A report has been commissioned which has provided an up to date Welfare Reform impact assessment analysis for Flintshire County Council. This detailed analysis has modelled impacts for today and as it will be in 2020, both under the current benefit system and Universal Credit.</p> <p>The analysis has identified a number of household that continue to be highly impacted by welfare reform, and has evaluated individual circumstances using two measures of living standards; relative poverty and financial resilience.</p> <p>This data and information is being used to form a proactive action plan for the welfare reform response team to target support to these households in order to help to alleviate the impacts and also help households to prepare now for future changes.</p> <p>The updated analysis report is attached at appendix 1</p>
	The Benefit Cap
1.02	<p>From the autumn of 2016, the benefit cap ceiling has been significantly lowered. The total amount of annual 'out of work' benefit income to which a 'working-age' household can receive is set at (figures for households outside of greater London):</p> <ul style="list-style-type: none"> ▪ £20,000² for couples and lone parents (£383.56pw) ▪ £13,400 for single claimants (£256.99pw) <p>As at September 2017 there are 111 households that are impacted by the Benefit Cap.</p> <p>This equates to a collective weekly loss of income to Flintshire households of £12,300 – annually this is £640,000.</p>
1.03	<p>In advance of the reduced benefit cap ceiling being introduced, the Council offered face-to-face meetings with the Flintshire households who were impacted by this change. At these meetings discussions took place regarding the measures which can be put in place to ensure that the household can manage their reduced income and sustain their accommodation, so that the impact could be mitigated as far as practically possible.</p> <p>Assistance is provided to customers around referrals to fuel and utilities companies to access social tariffs and support services; proactively</p>

² For information - in Greater London area the benefit cap is set at £23,000 for couples/lone parents and £15,410 for single claimants.

	<p>promote Discretionary Housing Payments; and assistance to deal with non-priority debts.</p> <p>Discretionary Housing Payments of around £60,000 have been awarded to 58 households to help to manage the reduction in their household income due to the Benefit Cap.</p>
	<p>The Spare Room Subsidy (commonly referred to as the Bedroom Tax)</p>
1.04	<p>There are currently 249 Registered Social Landlord tenants impacted by the Spare Room Subsidy.</p> <p>37 households are under occupying by two or more bedrooms and 212 by one bedroom.</p> <p>The total reduction in Housing Benefit (HB) payments is £3647.39 per week - £189,664.28 per year</p>
1.05	<p>There are 794 Flintshire County Council tenants impacted by the spare room subsidy.</p> <p>153 households are under occupying by two or more bedrooms and 641 by one bedroom.</p> <p>The total reduction in Housing Benefit (HB) payments is £12,221.49 per week - £634,997.48 per year.</p>
1.06	<p>From the date the Spare Room Subsidy was introduced the Council has supported its tenants affected by the reduction in their HB award and, attempted to mitigate the full impact of the reduction in Central Government housing benefit payments from falling upon the Council's Housing Revenue Account.</p> <p>For example, during this year, Discretionary Housing Payments totalling £29,864 have been awarded to tenants of registered social landlords (which include Flintshire County Council tenants).</p> <p>Recent analysis confirms the reasons for an ongoing award of Discretionary Housing Payment includes ; long term illness where there is a need for an extra room for medical equipment such as Dialysis machine, customers with severe anxiety who are on low income and customers who are willing to downsize but there are limited smaller properties available.</p>
	<p>Universal Credit – Update</p>
1.07	<p>Universal Credit (UC) is the Government's 'flagship' welfare reform. It is being introduced with the intention to address a number of perceived problems inherent within the current social security system, which result in many workless households developing a culture of benefit dependency.</p> <p>UC 'Full Service' was implemented in Mold JCP on April 5th and Shotton and Flint on April 12th. UC Full Service replaces 6 legacy benefits for working-age claimants:</p>

	<ul style="list-style-type: none"> • Housing Benefit, • Income Support, • Job Seekers Allowance, • Employment Support, • Child Tax Credit • Working Tax Credit <p>As at the end of September 2017 the caseload of UC claims was 2356.</p>
1.08	<p>UC full service is a solely digital service and there is a 42 day (six week) waiting period from the date of the claim to the first payment.</p> <p>There have been many calls and challenges to the Government to pause the rollout whilst some of the issues are addressed and to stop further hardship to the people who claim it. The Government has, so far, refused to agree to a pause in the rollout, however, they have announced recently that telephone call costs will be removed as phone numbers to the service centre are changed to a “Freephone” facility.</p> <p>In Flintshire, the Council is experiencing, first hand, a significant number of challenges and issues with the implementation of UC Full Service. Partly due to the challenges in supporting residents with this significant change, and partly because the UC processes are still in development as part of the UK Governments “test and learn” approach to the roll out.</p> <p>Flintshire’s response to the implementation of UC has been seen as a model of good practice by other Welsh Local Authorities and the Welsh Government and the Benefit Department have been providing support to other welsh local authorities ahead of the roll out in their areas</p> <p>Connects officers have provided digital support to over 1000 customers, e.g. in making a new claim for UC and managing their online claim. The Council’s data confirms the need for ongoing support for customers in relation to managing their claim once the initial claim has been made.</p> <p>Impact on rent arrears – As at the beginning of October Flintshire County Council currently has 260 tenants in receipt of UC with £354,000 worth of outstanding rent arrears.</p> <p>It is important to note, however, that some of these arrears will have existed prior to UC full service and it is also possible that some arrears could have accrued due to the delay in payment at the beginning of a UC claim. More detailed analysis is ongoing.</p> <p>Concerns have been raised over the managed recovery of rent arrears directly from a customer’s entitlement to UC. This can be recovered at a rate of up to 20% of the customer’s monthly payment.</p> <p>However, early evidence has shown that this reduces payments of UC to a worryingly low amount of money for a customer to be expected to live on each month especially if there are other deductions being taken from the customer’s monthly payments of UC, therefore increasing hardship.</p>

1.09	<p>Impact on Council Tax arrears: There has been a slight reduction in the Council Tax collection rate so far this year. This could be related to the roll out of UC full service but further analysis is currently being carried out.</p>
	<p>Impact on other services</p>
1.10	<p>Rent Collections Concerns have been raised with DWP that when a customer claims HB and should have claimed UC the DWP are not allowing the appropriate backdating which is impacting both on rent arrears and customers financial situation. This issue has been escalated to a national level but has yet to be resolved. However, the Welfare Reform Response team are in the process of co-ordinating a plan to contact all relevant customers to provide support in raising this issue with the DWP.</p>
1.11	<p>Housing Services Concerns have been raised from Housing Support Services regarding the decrease in available private rented sector landlords willing to accommodate customers. This has also been confirmed by the National Landlord Association.</p> <p>The reduction in properties is resulting in customers staying longer in emergency accommodation and is contributing to budget pressures. This issue may also have contributed to the increase of around 50% of customers registered on the social housing register.</p>
1.12	<p>Homeless Services</p> <p>Housing Benefit used to cover some of the costs that the Local Authority incurred when placing an individual or family in short term emergency accommodation.</p> <p>UC full service, however, does not include a provision for housing costs of such a short term temporary nature and therefore no payments will be made to the Local Authority in respect of this.</p> <p>UK Government have recognised that this is a flaw in the process and are planning to introduce a change in legislation in the New Year to provide an alternative way for Local Authorities to recover some of the costs via a different method. As a result there is a pressure on Flintshire's homelessness budget.</p>
1.13	<p>Private Landlords</p> <p>This issue isn't specific to Flintshire as there are national issues about the lack of communication and information available for private landlords. Tenant mandates, designed to permit landlords to be given ongoing information about claims are not being accepted. The DWP takes a strict view on Data Protection and "claimant confidentiality" which often prevents landlords having access to what's happening to new claims and request for managed payments to landlords.</p> <p>The Benefit department is fully committed to providing support and guidance for private landlords so that they are in return able to support their tenants.</p>

	The council has held two private landlord forums this year to try to address the issues that landlords face and to try to keep them engaged.
1.14	<p>Impacts on partners: Citizens Advice Flintshire (CAF) have also been collating their experiences of UC.</p> <p>The most common problems that customers are facing is receiving conflicting/incorrect information about which benefit to claim, then problems claiming and understanding their entitlement to UC. These issues have been raised with local MP's to escalate with the relevant minister.</p> <p>CAF's paper detailing their experiences in September is attached at appendix 2</p>
	Support for Customers: Personal Budgeting & Support
1.15	Since April 2017 Personal Budgeting Support has been delivered by the Welfare Reform Response Team within the job centres.
1.16	<p>Personal Budgeting Support cases have already highlighted issues including; payday lenders having direct access to a customer's bank account so that when their monthly UC is paid they are accessing the account and leaving the customer with insufficient funds to live on each month. Measures are being put in place to support customers in opening up new bank accounts to avoid this.</p> <p>Approx. 90% of customers that have been supported by the team have debt issues and there is an increase in customer's accessing pay day loans and increasing their overdrafts to bridge the gap until their first UC payment has been received.</p>
1.17	<p>Approx. 65% of customer that have been supported by the team have applied for a short term benefit advance. This advance is provided by DWP to assist with a customer's living costs until their first payment of UC. However, this advance is recovered from the customers on going payments of UC between a 6 and 12 month period thus adding another financial pressure on those already in financial difficulty.</p> <p>Due to the challenges that Universal Credit customers face the Welfare Reform Response Team are starting to deal with and experience more customer displaying mental health symptoms and or being abusive/upset. Customers wait at least 6 weeks for their first payment this has left some customers stressed and forced to borrow cash to pay rent or utility bills and struggle to buy food.</p>
1.18	Some customers have expressed anxiety over the online application system and the obvious issues including lack of IT experience and lack of access to a computer or Wi-Fi which particularly affect those with additional support needs and those on low incomes.
	Future Welfare Reforms
1.19	Restriction of Housing Benefit Awards to Local Housing Allowances

	<p>levels for Social Housing Tenants & Supported Housing Tenants</p> <p>In an announcement in the House of Commons on 25th October, the Government has stated that it is no longer implementing this change. More work will be undertaken in the coming months to analyse the full implications of this.</p> <p>A briefing paper is attached as Appendix 3.</p> <p>The Government response to the future of supported housing consultation is attached as Appendix 4.</p> <p>The Government supported housing policy and funding statement is attached as Appendix 5.</p>
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2.00	RESOURCE IMPLICATIONS
2.01	<p>The ongoing welfare reforms will generate additional financial problems for low-income Flintshire households, many of whom will have been impacted by the previous reforms of their benefit entitlements.</p> <p>These households will require appropriate advice and support to help them to manage the difficulties the reduction in their household budget will generate.</p> <p>In addition, the latest welfare reforms will impact on new Flintshire households, for example, working households, who may also seek advice and support on how to manage their loss of income.</p> <p>To manage the increased demand from Flintshire households experiencing social welfare problems, the Council has supported the development of the Flintshire Local Advice and Housing Support Gateways.</p> <p>Both Gateways aim to reduce pressures on internal and external providers by effectively triaging referrals to ensure a person is referred to the most appropriate service provider.</p> <p>There are risks to the Council around increasing rent and council tax arrears.</p>
	Financial Implications
2.02	<p>The DWP have provided a grant to the Council to provide UC customers with Personal Budgeting Support and Assisted Digital Support. This funding is based volumes determined by DWP.</p> <p>Adjustments to this funding will be made for actual volumes between 5% and 20% below or above forecasted volumes. Payment of at least 80% is guaranteed if demand for support is low, or alternatively, if demand is high the Council could receive up to 20% more grant.</p>

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	Not applicable with this report.

4.00	RISK MANAGEMENT
4.01	For some Flintshire households the financial impacts of UC is yet to be fully felt in terms of the time taken to receive the first payment of UC. However, the activities that have taken place and are underway to mitigate the negative impacts as far practicably possible have been noted in the main report
4.02	The expansion Welfare Reform Response Team will assist residents in dealing with the financial pressures felt as a result of the implementation of UC. The team will work to directly target advice and support for households throughout Flintshire whom, due to the impact of the ongoing welfare reforms, are at most risk of losing household income, those facing increasing difficulties in maintaining their rent payments, and those at an increased risk of homelessness.
4.03	The team will, with the extra resources be able to identify, plan support and undertake pro-active activities to assist residents in order to mitigate welfare reforms.

5.00	APPENDICES
5.01	Appendix 1 – Welfare Reform Impact Analysis (Policy in Practice)
5.02	Appendix 2 – CAF UC Paper – September 2017
5.03	Appendix 3 – Briefing paper
5.04	Appendix 4 – Government Response to Future of Supported Housing Consultation
5.05	Appendix 5 – Government Supported Housing Policy and funding statement

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	None. Contact Officer: Jen Griffiths

	Telephone: 01352 – 702929 E-mail: Jen.Griffiths@flintshire.gov.uk
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7.00	GLOSSARY OF TERMS
7.01	<p>Housing Benefit - helps tenants pay all, or part of their rent if they have a low income. Housing Benefit is administered by Local Authorities.</p> <p>Universal Credit (UC) – is an integrated means-tested benefit for people of working age whose income is below a specified minimum amount. UC can be claimed by working age people in and out of employment.</p> <p>UC Full Service – in a full service area, UC will be claimed by all working age claimants who make a new claim for a means-tested benefit.</p> <p>UC Live Service - access to UC within a live service area is controlled by an ‘eligibility gateway’ which, predominantly, restricts new UC claims being made unless the claimant is a newly unemployed single person.</p> <p>Working Age – for social security benefits ‘working age’ ends for both men and women at the female statutory retirement pension age. In May 2016 this is 63 years old The female statutory retirement age is gradually increasing to equalise with men (65 year old) in October 2018. The pension age for both men and women will then increase to 66 in 2020.</p> <p>Welfare Reforms – changes being introduced to a range of social security benefits and tax credits, which aim to ensure that the United Kingdom has an affordable benefit system.</p>

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6th September 2017

Little Tufton House
3 Dean Trench Street
London
SW1P 3HB

Dear Sian,

Welfare Reform Impact Assessment – an update from December 2016

Policy in Practice has carried out an update to the first Welfare Reform Impact Analysis for Flintshire County Council (FCC). The Excel workbook attached provides details of the full findings of the analysis, which gives a picture of the situation as of June 2017 and how this compares to December 2016.

The circumstances of FCC residents have been modelled for today and as they will be in 2020, both under the current benefits system and Universal Credit. Households are moved onto Universal Credit assuming that no transitional protection is paid, in order to reflect the eventual situation after roll-out has been completed.

The analysis has identified a number of households that continue to be highly impacted by welfare reform, and has evaluated individual circumstances using two measures of living standards: relative poverty and financial resilience¹. These insights can be combined with the household-level dataset to identify vulnerable households more accurately, and to evaluate the success of interventions.

Policy update

Since the last analysis was carried out for FCC in December 2016, the following measures have come into effect:

- The National Living Wage (NLW) has increased to £7.50/hour for people over the age of 25, and the Personal Tax Allowance (PTA) has increased from £11,000/annum to £11,500/annum.
- The removal of Universal Credit housing support for 18-21 year olds who are not in employment and who do not qualify for a number of exemptions. Non-exempt 18-21 year olds are expected to “earn or learn” after 6 months in order to continue receiving housing support.
- The removal of the WRAG premium in ESA. This has the effect of reducing benefit levels for those who receive ESA and are placed in the Work Related Activity Group and those that previously received the limited capability for work component in Universal Credit.
- Child Tax Credit (CTC) is limited to two children, for any households having a third or subsequent child after April 2017.
- The taper rate for Universal Credit has been reduced from 65% to 63%.
- From September 2017 onwards, the number of free childcare hours available to qualifying parents with 3-4 year olds will double, from 15 hours a week to 30 hours a week.

¹ A measure developed at Policy in Practice, which assesses a household's financial situation in a more comprehensive way, by taking income and expected costs into account.

How have the demographics of FCC residents changed?

The number of pension-age households in the cohort has decreased slightly between December 2016 and June 2017, from 5,897 to 5,671 households. There have been only slight changes in demographics for working-age FCC residents. Amongst these:

- **The proportion of working-age households in the cohort has increased** slightly, from 53.9% in December 2016 to 54.7% in June 2017.
- **Single households are still the most common household type**, making up 41.3% of all working-age households in the cohort, compared to 40.5% in December 2016.
- **There are significantly fewer owner-occupiers** compared to December 2016 falling from 1,069 to 868. There are also few private renters, whilst the proportion of council tenants has increased from 32.9% to 35.7%.
- **The percentage of working-age households in receipt of a disability or sickness benefit has decreased slightly**, from 55.4% to 54.4%.

The implications for claimants moving to Universal Credit vary for each individual household, but lone parents face lower work allowances under UC, since rates were reduced in April this year. These households are likely to lose income when they migrate to Universal Credit and transitional protection is lost through a change of circumstances.

What is the impact of welfare reform as of July 2017?

5.7% fewer people are 'highly impacted' by pre-2017 welfare reforms

The three main pre-2017 welfare reforms affecting FCC residents (the LHA cap, the under-occupation charge and benefit cap) in combination impact less people "highly", defined as losing over £30/week in income. This is driven by the LHA cap, which affects 17.5% fewer households than observed in December 2016, partly due to the reduced number of private renters and households in temporary accommodation in the dataset. In addition, the increase in the National Living Wage and tax allowances has increased incomes. For all three pre-2017 reforms, the amount that an affected resident stands to lose in weekly income has fallen or remained the same, compared to the December 2016 analysis.

Many households at risk from ongoing & upcoming reforms

Looking at reforms that came into effect in April 2017, 970 FCC residents are identified as being at risk from the changes to Child Tax Credit (outlined above). Of these, only residents that have a third or subsequent child will currently face the income shortfall associated with not receiving CTC. Limiting support to 2 children also applies to Universal Credit. Therefore, when these households migrate to Universal Credit (from 2019 onwards) they risk losing income if transitional protection is lost due to changes of circumstances.

23 residents are 18-21 year olds that we identified as being at risk of losing housing support under Universal Credit. FCC could check these cases individually using the dataset provided, as they could qualify for an exemption.

The removal of the limited capability for work premium for ESA WRAG recipients, which also came into effect in April 2017, will affect FCC residents that make new claims. Up to now, the number affected will be small, but in the long run 2,626 working-age FCC residents in the ESA WRAG could face substantial income losses.

We have identified 196 FCC residents that are eligible to benefit from the extra hours of free childcare for 3-4 year olds from September 2017 onwards². FCC could contact these in advance to ensure that they take up this support.

2,363 social renters are currently paying rent above their applicable LHA rates. From April 2019, the tenancies that began after April 2016 will see their housing support capped at the LHA rate.

More people are better off under Universal Credit in June 2017

More households face both increases and decreases under Universal Credit than in March 2017. The number of households whose income remains roughly the same has reduced.

In June 2017, the number of FCC residents who would be better off under Universal Credit, if it was rolled out today, is higher than identified in December, at 2,739 households (38.4%). This is largely due to the combined effect of reducing the taper rate for Universal Credit and increasing the NLW and PTA, which benefits households in work.

The number of households that would be worse off is 13.8% higher than found in December, at 1,862. The reason these households are worse off is that they are affected by reforms implemented in April 2017 (such as the removal of the limited capability for work premium for ESA WRAG claimants, or the restriction of Child Tax Credit to 2 children), and this analysis does not award transitional protection in the UC scenario.

28% of people will be better off by 2020

The mitigation measures being rolled out by the government – the increase in the NLW to an estimated £8.80/hour and in the PTA to £11,500/annum – will positively affect 1,734 working-age FCC residents. Putting this together with the welfare reforms outlined above, 2,216 (32%) of working-age residents will have a higher income in 2020, compared to 4,636 (68%) that will face an income loss. 1,506 working-age residents face a cumulative income loss of over £30/week by 2020 as a result of welfare reform.

What are the overall living standards of residents in Flintshire?

As well as looking at the individual and cumulative impact of welfare reform, Policy in Practice has used the datasets provided to measure the living standards of FCC residents.

63.1% of people in the low income group are below the poverty line

By comparing ONS data on average incomes in the UK with SHBE and CTR data, Policy in Practice has calculated the number of low income residents in FCC that are below the national poverty line, and could therefore be considered to be in relative poverty. The poverty line applied is equivalised to take into account different household sizes. As of 2017, 63.1% of FCC residents in the low-income cohort are identified as being in relative poverty.

² The regulation around free childcare differs slightly in Wales, for more information see here: <http://gov.wales/topics/people-and-communities/people/children-and-young-people/parenting-support-guidance/childcare/talk-childcare/?lang=en>

Of these, 4,630 (over half) have incomes that are over £100/month below the poverty line. 4,398 children in the cohort live in households that are in relative poverty.

Poverty amongst low-income residents of FCC is set to increase to 82.4% by 2020.

21.4% of people are in crisis or at financial risk

Policy in Practice has developed a measure of financial resilience, which compares FCC residents' incomes to their expected expenditures. The figures on household expenditure are based on data from the Living Costs and Food survey. This measure identifies 18 FCC residents as being in crisis, defined as having income that is insufficient to cover even housing costs. A further 2,663 are at risk, and face a shortfall between expenditure and income that exceeds £100/month.

The proportion of households at financial risk or in crisis, in the low-income cohort, is set to increase to 49.4% by 2020.

Financial resilience captures a different subset of struggling households

Compared to the relative poverty measure, using the measure of financial resilience captures a greater proportion of households. In particular, those affected by pre-2017 housing reforms, private renters and households with children. Tables comparing the two measures can be found in the workbook.

Through the household-level dataset provided, FCC could use these two measures – together with the analysis on the cumulative impact of welfare reform – to identify the types of households that are particularly vulnerable, and begin to understand the local drivers of poverty among FCC residents.

What actions can FCC take today?

By combining the household level dataset with the analysis in the workbook, FCC can begin to take action on welfare reform and living standards today. Possible actions to consider include:

- Target financial support at the 21.4% of FCC residents identified as being in crisis or at risk.
- Target employment support – there are currently 883 FCC residents that are unemployed but appear to face low barriers to work, 25 more than December 2016. These households can be identified in the household dataset.
- Track residents that receive support in order to understand what works and what doesn't.
- Ensure the take up of extra childcare hours for parents of 3-4 year olds from September 2017 onwards; 196 low income FCC residents are eligible.
- Investigate potential exemptions, including any exemptions that may apply to the 23 households at risk of losing housing support under Universal Credit, in order to maximise residents' incomes.

Policy in Practice is more than happy to discuss further actions or potential uses of the dataset and analysis with FCC.

We hope you find this information useful and insightful. I would be pleased to schedule a call to discuss the findings with you further, and look forward to hearing your feedback and comments on this in the coming weeks.

Best wishes,

Jethro Martin
Policy Analyst
Policy in Practice.

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Our local experience of Universal Credit Full Service - September 2017

The Universal Credit 'Full Service' was launched in Flintshire in April 2017. This is a brief summary of our experience of Universal Credit, at Citizens Advice Flintshire, during the month of August.

73 people in Flintshire approached us for help with Universal Credit during September 2017.

64% of these were female and **36%** were male.

21% of all queries related to calculation of Universal Credit and **20%** related to the housing element.

40% of all the clients we helped this month have a disability or long-term health condition.



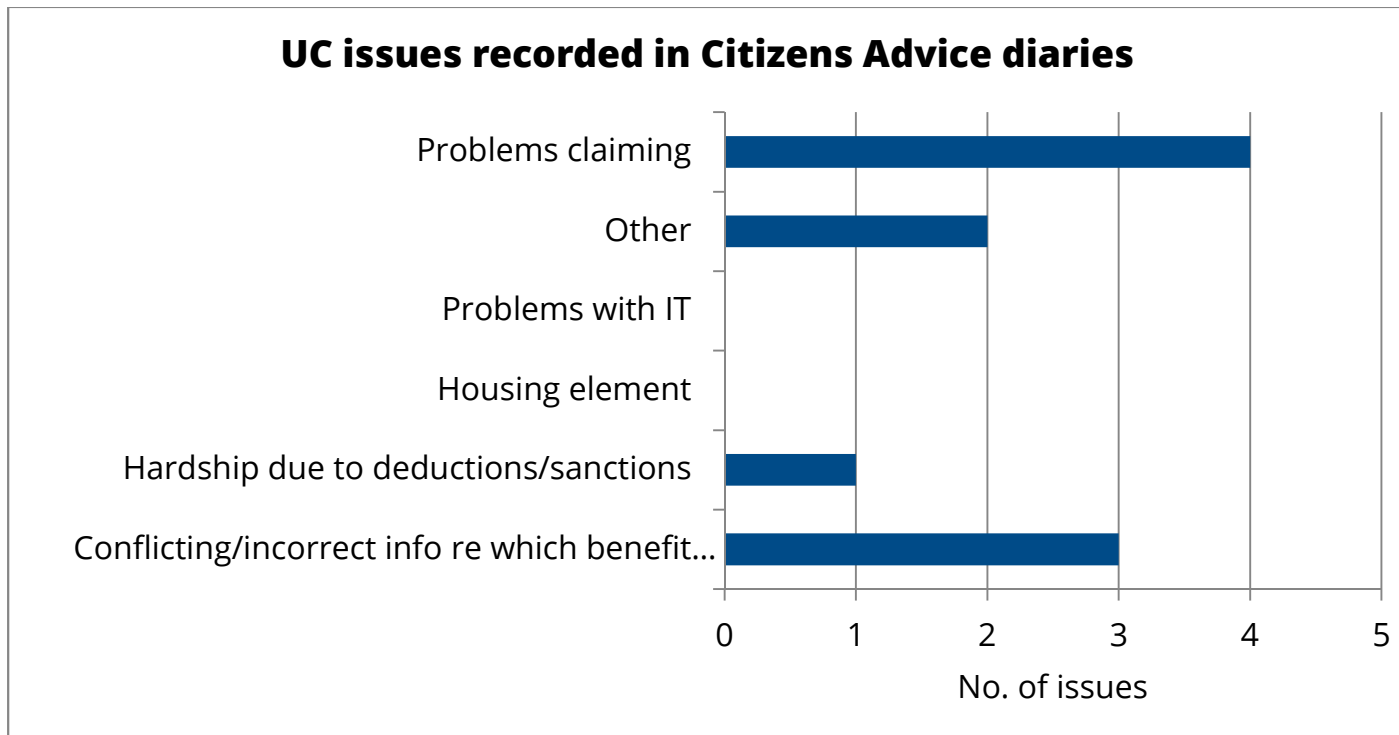
The tables below show the postcodes and age ranges of the clients we have helped so far.

Postcode	No. of clients this month	Total since April 2017
CH4	5	17
CH5	23	131
CH6	9	42
CH7	20	91
CH8	10	44
Other	6	16
Total	73	341

Age range	No. of clients	Total since April 2017
16 - 17	1	3
18 - 24	7	47
25 - 34	16	72
35 - 44	17	81
45 - 54	19	59
55 - 64	13	79
Total	73	341

Universal Credit Diaries

At Citizens Advice Flintshire we keep diaries in each office so advisers can quickly record any issues or problems they encounter with Universal Credit. We collate this information weekly, enabling us to spot trends as they arise. The table below shows a summary of the issues recorded in our Universal Credit Diaries in September 2017:



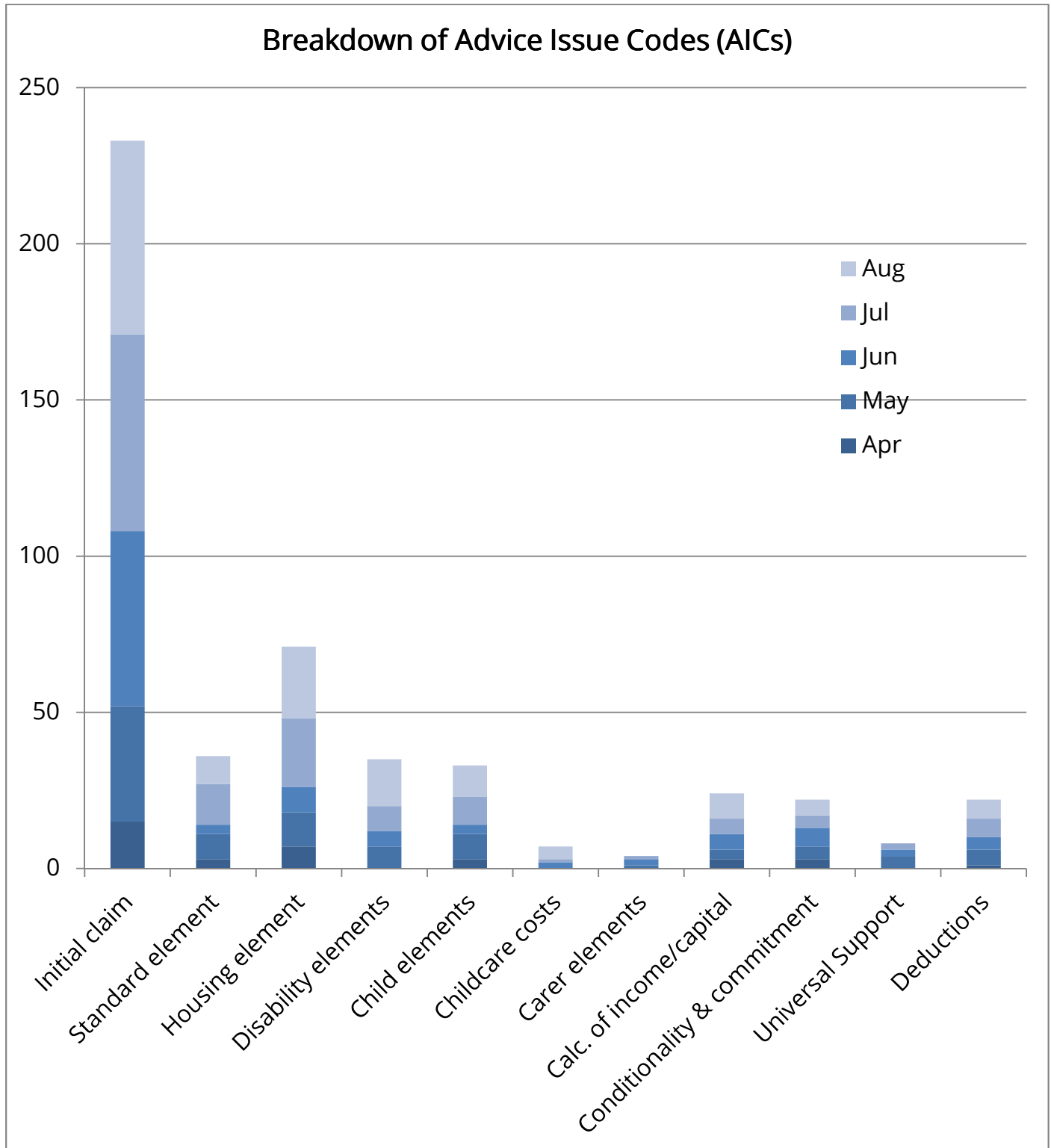
The biggest issue this month has been problems with making the initial claim, including:

1. Ms J is entitled to Contributions Based ESA so has to claim by telephone for 'New-style ESA'. She has severe mobility problems and so the UC advisor agreed to her claim being by made phone, and to arrange a home visit for the ID verification and claimant commitment. Ms J received a text message telling her to check her online journal. Unsure how to do this and with no internet access at home, she went to the Council office who set her up online and arranged for an appointment in the local Jobcentre for ID verification and to agree her Claimant Commitment. Because of this, Ms J is now expected to continue to manage her claim online. This will cost her £15+ for taxis to and from the Council office every time she needs to access her online journal.
2. Miss B is aged under 18 and has a child; therefore she is eligible for UC. She has tried several times to apply online but her claim is not accepted. When she answers 'no' to the question 'Are you over 18?' it will not let her continue with the application. We phoned the UC helpline and were on hold for 40 minutes. They were uncertain what to do at first but then recommended that client makes a 'special circumstances' claim in person at the Jobcentre. In the meantime, Miss B has been relying on just her Child Benefit of £20.70 per week to survive.

Advice Issue codes

For every client that comes to Citizens Advice for help we record Advice Issue Codes (AICs) to their case record. This helps us to monitor any trends in advice and to accurately record the work that we do.

AICs are not the same as the problems encountered (above), they simply show what we have given advice on, and won't necessarily mean that there was a problem with this issue.



Letter to David Gauke MP, Secretary of State for Work and Pensions

We wrote to David Gauke via our local MP, David Hanson, to highlight the national Citizens Advice campaign to pause the roll-out of Universal Credit until the Government has fixed the 3 main problems identified by Citizens Advice research:

1. People are waiting up to 12 weeks for their first payment without any income.
2. Universal Credit is too complicated and people are struggling to use it.
3. People aren't getting help when the system fails them.

Mr Gauke replied to say:

"...we do not share the conclusions of the recent Citizens Advice research. The report is based on evidence from a self-selecting group of people."

And in response to hardship experienced during the initial assessment period: *"Many people coming to UC will have wages from their previous jobs to cover expenses until their first payment."*

We have replied to Mr Gauke to confirm he *"is right that Citizens Advice often helps people who have the most complex needs. However, it is wrong to dismiss our analysis because of this, as the problems experienced by our clients are usually indicative of the problems faced by the wider population. Equally, it is important that Universal Credit works for everyone - including those with complex needs."*

"The Government's data shows that 1 in 4 people are waiting more than 6 weeks to receive their first UC payment. It states that "For the week from 19 June 2017: 76% of new claims to UC received full payment on time." Currently, this means that more than 11,000 people each month are going more than 6 weeks with no income. Accelerating the roll-out in October, without addressing these delays, risks leaving tens of thousands more people without an income for over 6 weeks."

"The DWP's most recent data does not relate to full service, therefore it does not provide evidence that the current version of UC is moving people into work faster and for longer than the old system. The Government must collect data in full service areas to be able to evaluate the impact of the UC work allowances cut in April 2016."

We will continue to highlight the problems that local people are experiencing with the full service UC system by gathering evidence and sharing this with key stakeholders including the Government.

Case Studies

Tracey is a single parent with a 4 year old child. She is starting a further education course with a view to eventually going to University.

She was **incorrectly advised by DWP** that she can only claim UC as a student if she also worked for at least 16 hours per week. Luckily she came to Citizens Advice and we were able to advise her that she can claim UC as a single parent.

Karen lives in a mortgaged house. Until June she was acting as carer for her son and was getting help with her mortgage from Income Support.

When she stopped being a carer she had to apply for UC as a jobseeker. She was told by the Jobcentre that she would continue to get the **housing element** but the interest payments on her mortgage did not get paid to her mortgage account.

She contacted DWP and was told she would have to wait 39 weeks for help. Her bank told her this was wrong and the payments should have continued.

Mike is an employee who is paid every 4 weeks rather than monthly. In August, he received 2 payments of his wages during his monthly UC assessment period. This resulted in a lower payment of UC in September.

Mike is finding it very **difficult to budget** because he didn't realise this would happen and expected to receive the same amount of UC every month because he receives a flat salary with no overtime or bonuses.

Lucy was moved from Income Support to Universal Credit in June 2017. She had been getting Income Support with the housing element, paid direct to her mortgage provider, for the previous 6 years. She has been **told that she has to wait 39 weeks for the housing element** to be paid with her UC. This is contrary to Reg. 29 UC (TP) Regs 2014. Lucy should not have had any waiting period for her housing element with UC.

Derek receives £414 per month Universal Credit. He thought his rent was being paid direct to his landlord, as it had done previously with HB. Unfortunately this was not happening and he now has rent arrears of over £1000.

Out of his £414 UC he has to pay £356 per month rent. This leaves him with just £58 per month to pay all of his household bills, shopping, and travel etc. He has deductions from his UC for 'overlapping benefits' and 'other DWP debts'. He has tried to establish what these are for but the UC helpline has been unable to explain.

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Briefing Paper – Future of Supported Housing

In the Government's Autumn Statement 2015, they announced their intention to apply the Local Housing Allowance rates to supported housing, and to the wider social rented sector.

There have been significant concerns raised about this change by the social housing sector and other key stakeholders (such as supported housing commissioners and providers; supported housing tenants; Welsh Government) and as a result on 25th October 2017, the Prime Minister announced that the Government had decided they will no longer introduce the restriction of Supported Accommodation rents to LHA rates and that they would also no longer be introducing this restriction across the wider social rented sector.

On 31st October 2017, the Government published a response to recommendations made in a joint report from Communities and Local Government and Work and Pensions Committees and provided details of their fresh approach to funding supported housing: Their approach segments supported housing into three types:

A 'Sheltered Rent' – for those in sheltered and extra care housing

Introducing a 'Sheltered Rent', a type of social rent, which keeps funding for sheltered and extra care housing in the welfare system

The social housing regulator will use existing powers to regulate gross eligible rent (rent inclusive of eligible service charges) charged by registered providers.

Funding for existing supply will be maintained at current levels, new supply will be subject to the regulation and capped.

This model will come in to effect from 2020.

Local Grant Fund – for short-term and transitional supported housing

This includes supported housing for homeless people with support needs, people fleeing domestic abuse, people receiving support for drug and alcohol misuse, offenders and young people at risk.

100% of this provision will be commissioned at a local level, funded locally through a ring-fenced grant, and underpinned by a new local planning and oversight regime. This means all the funding for housing costs (including rent and eligible service charges) that were previously met from Housing Benefit, will instead be allocated to local authorities to fund services that meet the needs of their local areas.

This model will come in to effect from 2020.

Welfare System (Housing Benefit/Universal Credit) – for long-term supported housing

For long-term supported housing – including supported housing for those with learning disabilities, mental ill health and physical disabilities, as well as highly specialised supported housing.

As Local Housing Allowance rates will no longer be applied, 100% of housing costs (rent inclusive of eligible service charges) will continue to be funded as at present through the welfare system (subject to the application of the existing housing benefit/Universal Credit rules).

The Government are intending to develop and deliver improvements to cost control, quality and outcomes.

Consultation is now open and runs until 23rd January 2018.



House of Commons
Communities and Local
Government and Work and
Pensions Committees

**Future of supported
housing**

**First Joint Report of the Communities
and Local Government and Work and
Pensions Committees of Session
2016–17**

*Twelfth Report of the Communities and Local
Government Committee of Session 2016–17*

*Tenth Report of the Work and Pensions
Committee of Session 2016–17*

*Report, together with formal minutes
relating to the report*

*Ordered by the House of Commons
to be printed 25 April 2017*

HC 867
Published on 1 May 2017
by authority of the House of Commons

Communities and Local Government Committee

The Communities and Local Government Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Department for Communities and Local Government.

Current membership

[Mr Clive Betts MP](#) (*Labour, Sheffield South East*) (Chair)

[Rushanara Ali MP](#) (*Labour, Bethnal Green and Bow*)

[Bob Blackman MP](#) (*Conservative, Harrow East*)

[Mr Christopher Chope MP](#) (*Conservative, Christchurch*)

[Helen Hayes MP](#) (*Labour, Dulwich and West Norwood*)

[Kevin Hollinrake MP](#) (*Conservative, Thirsk and Malton*)

[David Mackintosh MP](#) (*Conservative, Northampton South*)

[Melanie Onn MP](#) (*Labour, Great Grimsby*)

[Mr Mark Prisk MP](#) (*Conservative, Hertford and Stortford*)

[Mary Robinson MP](#) (*Conservative, Cheadle*)

[Alison Thewliss MP](#) (*Scottish National Party, Glasgow Central*)

Work and Pensions Committee

The Work and Pensions Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Office of the Department for Work and Pensions and its associated public bodies.

Current membership

[Rt Hon Frank Field MP](#) (*Labour, Birkenhead*) (Chair)

[Heidi Allen MP](#) (*Conservative, South Cambridgeshire*)

[Mhairi Black MP](#) (*Scottish National Party, Paisley and Renfrewshire South*)

[Ms Karen Buck MP](#) (*Labour, Westminster North*)

[James Cartlidge MP](#) (*Conservative, South Suffolk*)

[Neil Coyle MP](#) (*Labour, Bermondsey and Old Southwark*)

[Richard Graham MP](#) (*Conservative, Gloucester*)

[Luke Hall MP](#) (*Conservative, Thornbury and Yate*)

[Steve McCabe MP](#) (*Labour, Birmingham, Selly Oak*)

[Craig Mackinlay MP](#) (*Conservative, South Thanet*)

[Royston Smith MP](#) (*Conservative, Southampton, Itchen*)

Powers

The Committees are departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the internet via www.parliament.uk.

Publication

Committee reports are published on the Committees' websites at www.parliament.uk/clg and www.parliament.uk/workpencom and in print by Order of the House.

Evidence relating to this report is published on the [inquiry publications page](#) of the Committees' website.

Communities and Local Government Committee staff

The current staff of the Committee are Mark Etherton (Clerk), Tamsin Maddock (Second Clerk), Craig Bowdery (Committee Specialist), Nicholas Taylor (Committee Specialist), Tony Catinella (Senior Committee Assistant), Eldon Gallagher (Committee Support Assistant), Gary Calder (Media Officer) and Alexander Gore (Media Officer).

Work and Pensions Committee staff

The current staff of the Committee are Adam Mellows-Facer (Clerk), Margaret McKinnon (Second Clerk), Ian Hart (Committee Specialist), Libby McEnhill (Committee Specialist), Rod McInnes (Committee Specialist), Alison Pickard (Senior Committee Assistant), Michelle Garratty (Committee Assistant), and Jessica Bridges-Palmer (Media Officer).

Contacts

All correspondence should be addressed to the Clerk of the Communities and Local Government / Work and Pensions Committee, House of Commons, London SW1A 0AA. The telephone number for general enquiries is 020 7219 8976/4972; the Committees' email addresses are clgcom@parliament.uk and workpencom@parliament.uk.

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Summary

More than 700,000 people in the UK benefit from the support and supervision provided within the supported housing sector. The vast majority of provision is sheltered accommodation for older people, but this sector also includes housing for people with learning and physical disabilities, individuals at risk of homelessness, refuges for women and children at risk of domestic violence, and many other client groups. During our inquiry, we heard directly from supported housing residents, who told us how much they valued the independence and improved quality of life afforded to them by this provision.

In September 2016, the Government announced proposals for a new funding model for supported housing, which would operate from April 2019. Under the new model, core rent and service charges would be funded through Housing Benefit or Universal Credit up to the level of the applicable Local Housing Allowance (LHA) rate. For costs above the LHA rate, the Government would devolve ring-fenced top-up funding for disbursement by local authorities.

The supported housing proposals sit within the remit of both the Communities and Local Government Committee and the Work and Pensions Committee. In order to respond to the Government's proposals, we launched a joint inquiry to scrutinise the Government's funding proposals and recommend how they might be improved.

We support the Government in seeking to find a long-term, sustainable funding mechanism that ensures quality, provides value for money, and which protects and boosts the supply of supported housing. But we share the concerns expressed across the sector that the funding proposals, as they stand, are unlikely to achieve these objectives. In particular, we frequently heard that the LHA rate was an inappropriate starting point for a new funding mechanism for supported housing.

Although recommendations for alternative structures are less forthcoming, we propose the Government introduces a Supported Housing Allowance, banded to reflect the diversity of provision in the sector and sufficient to ensure supported housing tenants will only require recourse to top-up funding in exceptional circumstances. We further recommend that emergency accommodation is funded through a locally administered grant system, while refuges—which operate as a national network—should have a separate funding mechanism that reflects their unique role.

Our recommendations seek to complement the Government's proposals, and to enable delivery of our common goal of a sustainable, long-term funding solution for supported housing that boosts the provision of high quality homes, while providing greater local control over spending and value for money.

Introduction

1. Supported Housing provides support to people in an environment that maximises their independence. Approximately 716,000 people live in supported housing in the UK, each of whom requires a level of support that is not available in general needs accommodation, but would find a more intensive care environment unduly limiting.¹ This is a form of provision that is deeply valued by those who live in it. Tessa Bolt, a supported housing tenant, told us:

Having support at home helps me to live independently, to learn new skills like cooking and keeping my home clean and tidy, and to enjoy my home and feel safe.²

2. There is no statutory definition of supported housing. The Government described supported housing as, "... any housing scheme where housing is provided alongside care, support or supervision to help people live as independently as possible in the community".³ David Orr, Chief Executive of the National Housing Federation, explained that the sector was for people who "are at that point in their lives vulnerable and need a bit of support to be able to live independently".⁴ The considerable level of diversity within the sector makes it difficult to provide a comprehensive definition that encompasses all types of support. The large majority of supported housing provision—approximately 71 per cent, according to the Government's Supported Accommodation Review—is for older people with support needs.⁵ A significant proportion, however, is for tenants with much broader requirements. These include:

- People with learning and physical disabilities (approximately 9 per cent);
- Individuals and families at risk of or recovering from homelessness (9 per cent);
- People with mental health problems (5 per cent); and
- Refuges for women and children at risk of domestic abuse (1 per cent).

3. Supported housing plays a vital role for the people who benefit from this provision. Zhan McIntryre, Policy Lead at the Scottish Federation of Housing Associations, warned against us underestimating the importance of supported housing:

It is also important to say that supported housing saves lives. That is not hyperbole... Without the supported housing that is provided by many of our members, the individuals have admitted that they probably would have ended up dead or taken steps to end their own lives.⁶

This message was reinforced by Merida, a survivor of domestic violence who lived in a women's refuge with her children and granddaughter.⁷ She told us:

As regards my emotional state and the way I was at that time, I needed a lot of support and, if I had not had the support I got, I think I would not be here now.

1 716,000 tenants identified in the [Supported Accommodation Review](#), DCLG and DWP, November 2016

2 Q40 (Tessa Bolt)

3 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016

4 Q7 (David Orr, National Housing Federation)

5 [Supported Accommodation Review](#), DCLG and DWP, November 2016, page 39

6 Q2 (Zhan McIntryre, Scottish Federation of Housing Associations)

7 Q47 (Merida)

4. Until 2003, supported housing was funded primarily through Housing Benefit or, for long leaseholders, through Income Support. In 2003, the Supporting People programme was launched across the UK, bringing together several funding streams, including support funded through the Housing Benefit system, into a single grant for local authorities for the funding of non-housing related costs. Housing-related costs continued to be funded through Housing Benefit. In 2009, the ring-fence around the Supporting People fund was removed in England and Scotland, but retained in Wales. This led to considerable variation in the commissioning and funding of supported housing across the UK. Since 2011, and the publication of the Coalition Government’s proposals for *Housing Benefit Reform - Supported Housing*, the Government has been looking at ways to reform the funding mechanism for supported housing. Under the system that operates today, the majority of supported housing tenants have their rent met in full by Housing Benefit. Funding for additional supervision, support and care services is typically paid through local authority adult social care services, housing and homelessness budgets.

5. In the Summer Budget 2015, the Government announced rent reductions for social housing landlords of 1 per cent in each year for four years from April 2016—which was subsequently delayed until April 2017—as well as the intention to cap the amount of rent that would be paid for tenants in social housing at the Local Housing Allowance (LHA) level. In September 2016, the then Secretary of State for Work and Pensions announced that the application of LHA rates would be delayed until 2019/20 and would be introduced alongside a new funding mechanism, under which local authorities would receive ring-fenced funding to meet the shortfall between LHA rates and the full cost of provision.⁸ In addition, the Government announced that a separate funding model could be developed for short-term accommodation, such as hostels and refuges.

6. We heard different views as to whether there was a strong case for reforming the current funding mechanism for supported housing. Bromford, a social enterprise providing affordable housing and specialist housing support services, expressed the view that there is little wrong with the current funding arrangements.⁹ By contrast, Support Solutions UK told us the funding system for supported housing was “dysfunctional to the point of virtual collapse”.¹⁰ Sian Hawkins, Campaigns and Public Affairs Manager at Women’s Aid, said there was “a real crisis in terms of the funding model as it is at the moment”.¹¹

7. In its consultation, the Government made clear its view that, “doing nothing is not an option”.¹² In particular, it observed that, “The current system for funding supported housing is not well designed to ensure effective oversight of quality or control of spending to ensure value for money”.¹³ The Departments told us they wanted to implement a new funding mechanism that would protect and boost the supply of supported housing, bring greater local focus on outcomes, oversight and cost control, and increase the role that quality, individual outcomes and value for money play in the funding model.¹⁴

8 15 HC Deb, 15 September 2016, col [HCWS154](#) [Commons written ministerial statement]

9 Bromford ([FSH0063](#))

10 Support Solutions UK ([FSH0045](#))

11 Q76 (Sian Hawkins, Women’s Aid)

12 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016, para 3

13 Department for Communities and Local Government and the Department for Work and Pensions ([FSH0105](#))

14 *Ibid*

8. The supported housing proposals sit within the remit of both the Communities and Local Government Committee and the Work and Pensions Committee. In order to respond to the Government's plans, we launched a joint inquiry to scrutinise the funding proposals and recommend how they might be improved. In addition, we wanted to use this opportunity to take a broader view of the supported housing sector, looking at whether the industry provided good value for money and how tenants viewed the quality of the support they received.

9. This Report has three chapters. The first considers the value of supported housing, both the extent to which it delivers cost savings to the wider public sector and its impact on residents' quality of life. It moves on to consider whether the quality of provision is of a high standard, and how oversight mechanisms might be improved. The second chapter focuses on the Government's funding proposals, and considers whether the LHA rate is an appropriate starting point for a new funding model, how the top-up funding should operate, and whether the new funding mechanism should be piloted in advance of its nationwide roll-out. The final chapter examines issues associated with short-term accommodation, including whether an alternative funding mechanism would be necessary and whether Housing Benefit and Universal Credit create barriers to finding work or leaving supported housing when residents are ready to do so.

10. Over the course of our inquiry, the Committee took oral evidence from a wide range of stakeholders from the supported housing sector. We also held a round-table event with supported housing tenants, carers and providers at Arlington Conference Centre in March. We are grateful to all of those who gave oral evidence and provided informal briefings, and to those who submitted written evidence. We are especially grateful to the six supported housing tenants who provided helpful evidence during our public session on Tuesday 7 March.

1 Value and Quality

11. This inquiry was an opportunity both to examine the Government's funding proposals, and also to look at the supported housing sector more widely. In this Chapter, we look at whether the supported housing sector offers value for money and the extent to which it brings cost savings to other parts of the public sector. In addition, we examine the quality of provision in the sector and whether regulatory mechanisms should be improved, especially in England.

The value of supported housing

Financial considerations

12. The Government's Supported Accommodation Review estimated the annual cost of supported housing covered by housing benefit to be £4.12 billion in 2015.¹⁵ A further £2.05 billion was spent on additional supervision, support and care services, with funding typically from local authority adult social care services, housing and homelessness budgets. This indicates a total public expenditure on supported housing of approximately £6.17 billion in 2015.

13. Rents in the supported housing sector are higher than in general needs accommodation. The Government's 2014/15 analysis of average rents in supported housing showed the average cost of supported housing for older people was £127 per week, although this ranged between £50 and £600 per week.¹⁶ For working-age people it was £214 per week, ranging from £133 per week for people with physical disabilities to £277 per week in refuges for women at risk of abuse. Zhan McIntyre said, while it was difficult to provide a comprehensive list of reasons why supported housing rents were higher in this sector, these included 24-hour staffing of some facilities, the installation and monitoring of CCTV, high turnover rates in the accommodation and repair costs, and enhanced fire monitoring and safety equipment.¹⁷

14. While supported housing is more expensive than general needs accommodation, it generates substantial cost savings for other parts of the public sector. Marcus Jones MP, Minister for Local Government, told us the net benefit of providing supported housing to the wider public sector was estimated to be £3.5 billion per year.¹⁸ Caroline Nokes MP, Parliamentary Under-Secretary of State for Welfare Delivery, particularly emphasised the significant cost savings to the social care budget that arose from supported housing.¹⁹

15. Cost savings were also highlighted by a number of industry stakeholders. Zhan McIntyre highlighted the important role the sector has to play in delivering and supporting outcomes in other public services, such as the NHS and the criminal justice system.²⁰ The National Housing Federation told us, for older tenants, the annual saving to the taxpayer, through reduced reliance on health and social care services, was estimated to be £3,000

15 [Supported Accommodation Review](#), DCLG and DWP, November 2016, page 3

16 [Supported Accommodation Review](#), DCLG and DWP, November 2016, page 117 and Q202 (Peter Searle, Department for Work and Pensions)

17 Q6 (Zhan McIntyre, Scottish Federation of Housing Associations)

18 Q179 (Marcus Jones MP, Department for Communities and Local Government)

19 Q179 (Caroline Nokes MP, Department for Work and Pensions)

20 Q2 (Zhan McIntyre, Scottish Federation of Housing Associations)

per person.²¹ For people with learning disabilities and mental health issues, the saving was between £12,500 and £15,500. The Associated Retirement Community Operators (ARCO) said people in extra-care housing cost the NHS 38 per cent less than the average population in general needs accommodation.²² Gillian Connor, Head of Policy and Development at Rethink Mental Illness, told us the costs of supported housing compared favourably to the cost of NHS provision, highlighting that a stay on an acute ward in the NHS could amount to many multiples of the cost of the average daily rent for working age people in supported housing.²³

Quality of life

16. One of the clear messages we heard during our inquiry was that ‘value for money’ was more than the quantifiable cost savings that supported housing generates for other parts of the public sector. Value for money was also about how public funds have been used to improve the quality of life for vulnerable people. The Minister for Welfare Delivery recalled one of her first ministerial visits to a foyer in Newcastle for young people, where there was a strong emphasis on ensuring tenants had the skills they needed to find employment.²⁴ This focus on life skills was also emphasised by providers. Frank Czarnowski, Chief Executive at West Kent Housing Association, said that helping tenants to live independently was a key part of his organisation’s work, with a particular emphasis on basic tasks, such as working with families, helping people get onto suitable schemes, and supporting them in claiming benefits.²⁵ Anne Lawn, Head of Operations at Sense, told us:

In supported living, the whole focus is on the outcomes for the person and the small achievements, which to you or I are not huge achievements. If someone makes a cup of tea for the first time, someone who really has high support needs and is both deaf and blind, we celebrate those things. That is the value for money.²⁶

17. We also heard stories of how supported housing had given residents a level independence they did not have before. Joe Coffin, a supported housing tenant who described himself as being partially sighted with severe co-ordination issues, told us that, since moving into supported housing five years ago, he was “now able to do things I want to do, when I want to do them”.²⁷ Mencap highlighted the story of Gary, from London, who moved out of registered care after 20 years, and into supported housing with Golden Lane Housing:

Since the move he’s in control of his own life and the staff are flexible and work around what he wants to do. He’s now in charge and makes decisions about what he wants to do and when. He often says, “That’s my flat, that’s my keys”, it’s wonderful. The freedom Gary is experiencing has made a positive change. It feels like a different life altogether. He likes planning what he is going to do, whether it’s shopping or going out for dinner.²⁸

21 National Housing Federation ([FSH0007](#)), para 1
 22 Associated Retirement Community Operators ([FSH0089](#))
 23 Q63 (Gillian Connor, Rethink Mental Illness)
 24 Q179 (Caroline Nokes MP, Department for Work and Pensions)
 25 Q100 (Frank Czarnowski, West Kent Housing Association)
 26 Q64 (Anne Lawn, Sense)
 27 Q40 (Joe Coffin)
 28 Mencap ([FSH0037](#))

18. Supported housing also provides a sense of community that is often vital in preventing loneliness. ARCO said residents in supported housing were less likely to experience loneliness and social isolation, with 82 per cent of residents in retirement communities reporting they hardly or never felt isolated.²⁹ They noted that supported housing communities often acted as hubs for the local community, providing gyms, cafes, GP surgeries and libraries. John Wood, a sheltered housing resident from Sutton Coldfield, told us:

It is very important that you know there is always a neighbour. My wife goes and has a cup of tea with the old dear next door, who is older and frailer, so the support from other people in the unit is important as well.³⁰

19. Supported housing has an important preventative function too. John Wood said when he and his wife moved into supported housing, they had very few support needs, but he knew this would not last indefinitely.³¹ He told us the additional support provided in sheltered accommodation enabled him to use the pull-cord system in his home when his wife collapsed. Joe Coffin also highlighted the on-call system in his home as a key benefit of supported housing.³² Gillian Connor highlighted how supported housing enabled recovery workers to prompt residents to take their medication and ensure that the circumstances and the environment were conducive to them doing so, which was important in preventing future relapses and helping residents recover from or manage their illnesses.³³

20. There was also evidence that supported housing could help to extend lives. Cass Business School recently reported that retirement villages increased the longevity of women by up to five years, compared to the general population.³⁴ By looking at data from the Whitely Homes Trust, a retirement village in Surrey, the study found that, through combating the effects of low economic means, poorer health and social well-being, women could expect to live as long as the wealthiest portion of the population, despite coming from the most deprived quintile.

Quality of provision

21. During our formal evidence sessions and round-table event with supported housing tenants, carers and providers, we heard a number of positive accounts of the quality of care in supported housing. Merida, a survivor of domestic violence who lived in a women's refuge, said she felt the quality of facilities and care were of a high standard, she had everything she needed as soon as she arrived, and the staff were "wonderful".³⁵ John Wood, a sheltered housing resident, told us he particularly valued the sense of security in his home, with controlled entry and CCTV cameras to protect tenants.³⁶

22. However, some tenants were dissatisfied with the quality of support they were receiving or have received in the past. Tessa Bolt told us that, while she was very happy

29 Associated Retirement Community Operators ([FSH0089](#))

30 John Wood (Q44)

31 Q44 (John Wood)

32 Q42 (Joe Coffin)

33 Q71 (Gillian Connor, Rethink Mental Illness)

34 [Living in a retirement village can increase female life expectancy](#), Cass Business School, 20 February 2017

35 Q47 (Merida)

36 Q47 (John Wood)

in her current home, two years previously she was supported by a different organisation, which did not provide an acceptable level of support. She said they made her feel like “a dog on a lead”, discussing her future and wellbeing with other professionals without her consent, and determining where she would live without speaking to her family.³⁷ Robert Davidson, a supported housing tenant who was made homeless in London eight years ago, told us he was very unhappy with the level of support he currently receives:

I receive no support whatsoever, and quite the contrary. My life is a constant struggle to receive even the most basic standards of reasonable treatment from my landlords.³⁸

23. Joe Oldman, Policy Adviser at Age UK, noted the variation in experience for supported housing tenants, and told us there was a big difference between those schemes that were supporting, caring and adhering to high standards, and those that were not.³⁹ He explained that many residents in poorly-run schemes were frightened to make complaints, fearing repercussions from providers.⁴⁰ There was a lack of advocacy for people who wanted to make complaints about the problems they were experiencing and a culture of not taking those complaints seriously or looking to improve the quality of provision.

Systems for monitoring oversight

24. The Minister for Welfare Delivery highlighted that one of the main objectives for reforming the funding system for supported housing was to ensure greater oversight of service provision.⁴¹ The Government’s consultation paper noted that current funding arrangements had enabled some providers to set up provision outside local commissioning structures or scrutiny mechanisms, such that it was “not well designed to ensure effective oversight of quality or control of spending to ensure value for money”.⁴² Reflecting on the need for greater oversight in the sector, the Minister told us, “We know that much of the sector is absolutely excellent and is providing great support, but for those parts that are not, there needs to be a mechanism to oversee that”.⁴³

25. Different systems of oversight currently exist in England, Scotland and Wales. In England, supported housing is monitored through a combination of:

- The Homes and Communities Agency (HCA), for Registered Providers;
- Local authorities, where there was commissioned care and support funding; and
- The Care Quality Commission (CQC), where personal care services were provided within supported housing (although this did not include the regulation of support services in supported housing).⁴⁴

26. In Wales, local authorities had a greater role in the oversight of service provision due to the continued existence of the ring-fence around the legacy Supporting People fund,

37 Q46 (Tessa Bolt)

38 Q43 (Robert Davidson)

39 Q64 (Joe Oldman, Age UK)

40 Q61 (Joe Oldman, Age UK)

41 Q184 (Caroline Nokes MP, Department for Work and Pensions)

42 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016, para 31

43 Q185 (Caroline Nokes MP, Department for Work and Pensions)

44 [Supported Accommodation Review](#), DCLG and DWP, November 2016, page 73

which ensured service providers remained accountable to the local authorities providing their funding. In addition, the Welsh Government regulated Registered Social Landlords, and Care and Social Services Inspectorate Wales (CSSIW) regulated supported housing services where personal care is also provided, although not for support services in supported housing.

27. In Scotland, supported housing is regulated by the Care Inspectorate. In 2001, the Scottish government introduced a policy and funding framework which covered, for the first time, regulation of housing support services. The Care Inspectorate monitored quality through the National Care Standards for Housing Support Services, which were based on the principles of “dignity, privacy, choice, safety, realising potential and equality and diversity”, and “focus on the quality of life that the person using the service actually experiences”.⁴⁵ In addition, further oversight is provided through:

- The Scottish Housing Regulator, which regulates Registered Social Landlords;
- Local authorities, where there was commissioned care and support funding; and
- The Scottish Social Services Council (SSSC), the regulatory body for the social care workforce, to which front-line staff in supported housing will be required to register from 2020.

The Minister for Welfare Delivery told us, “the oversight arrangements in Scotland are better than they are in England and more robust”.⁴⁶

28. In addition, many providers have their own systems for monitoring the quality and value for money of the service they provide. Jane Ashcroft told us that Anchor benchmarked their provision against two other providers of supported housing—Hanover and Housing & Care 21.⁴⁷ They also conducted customer satisfaction and resident feedback surveys, and held regular meetings with tenants. Anne Lawn told us Sense used their own quality assurance framework, and encouraged the families of tenants to obtain feedback from social workers and advocates.⁴⁸ Frank Czarnowski said many organisations continued to use the Supporting People quality assessment framework as a set of principles on which to base their own internal monitoring systems.⁴⁹

29. Local authorities in England told us that, aside from services that are directly commissioned, there is nothing to compel providers to adhere to a local authority’s strategic ambitions or its quality guidelines.⁵⁰ Councillor Kendrick explained that in Kirklees, a charity or organisation which was found to be providing supported housing would be asked to use the council’s quality assessment framework, to which some were happy to agree, but others were not.⁵¹ The local authorities emphasised that just because a provider was not following the councils’ quality guidelines, this did not mean they were providing a poor service; indeed, many unregulated providers had been responsible for important innovations and new approaches that have ultimately been adopted by local

45 National Care Standards: Housing Support Services, Scottish Government, October 2009

46 Q189 (Caroline Nokes MP, Department for Work and Pensions)

47 Q63 (Jane Ashcroft, Anchor)

48 Q61 (Anne Lawn, Sense)

49 Q110 (Frank Czarnowski, West Kent Housing Association)

50 Q173 (Councillor Rennison, London Borough of Hackney)

51 Q174 (Councillor Kendrick, Kirklees Council)

authorities.⁵² It was, however, difficult for local authorities to determine or enforce this. Liz Slater, Service Lead at Southampton City Council, believed that one of the benefits of reforming the funding mechanism for supported housing was that it would “lead to a higher degree of scrutiny for those less formal arrangements that exist locally”.⁵³

30. Local authorities and most supported housing providers told us they did not want to see a new regulatory body established for supported housing.⁵⁴ Anne Lawn said, while the inspection regimes for the different types of services could be joined up better, she “did not want to see some sort of monster created”.⁵⁵ However, there was wider support for a new national quality framework for supported housing. Charlotte Norman, Chief Executive at St Vincent’s Housing Association, took the view that a revised and refreshed national framework was timely and would be a positive outcome from this process.⁵⁶ The YMCA told us a new national regulatory framework for supported housing should be developed to supplement the new funding model, which would look at: access and allocations, assessment of needs, support and pathway planning, resident involvement and empowerment, security and safeguarding, housing standards, health and safety, governance and financial viability.⁵⁷ John Glenton also welcomed the idea of a new national framework for supported housing:

I would welcome a national framework that was really clear in terms of how supported housing will be funded and regulated in the future. It is also important to take into account what is already there ... I would not want more regulation on top of existing regulation, which would mean we could be triply regulated.⁵⁸

31. Most supported housing is exceptionally good value for money, providing significant cost savings for the wider public sector, while maximising quality of life for tenants. However, while the majority of this provision is of a very high standard, some tenants told us there were schemes of a disappointingly poor quality. This can have especially damaging consequences for the most vulnerable tenants. There is currently limited oversight of the quality of provision in some areas, especially in England, and the Government is right to focus on this issue in its funding proposals. We agree with the Minister for Welfare Delivery that the oversight arrangements in Scotland are better than they are in England, and believe lessons can be learned from the Scottish system to make the system of oversight in England simpler and more robust.

32. The Government should establish a set of national standards to enable monitoring of the quality of provision in all supported housing in England and Wales. These should have a specific emphasis on improving the quality of life that tenants experience in supported housing. All providers should be registered with their local authority, whether or not their services have been commissioned locally. Local authorities should undertake annual inspections of all supported housing schemes in their area to ensure a minimum standard of provision.

52 Q173 (Cllr Rennison, London Borough of Hackney), Q174 (Cllr Kendrick, Kirklees Council) and Q175 (Liz Slater, Southampton City Council)

53 Q170 (Liz Slater, Southampton City Council)

54 Q176 (Liz Slater, Southampton City Council, and Cllr Rennison, London Borough of Hackney)

55 Q62 (Anne Lawn, Sense)

56 Q111 (Charlotte Norman, St Vincent’s Housing Association)

57 YMCA (FSH0034)

58 Q111 (John Glenton, Riverside)

33. Tenants must be able to make complaints about the quality of the service they are receiving without fear of the consequences. However, current redress mechanisms in England are unsatisfactory and require a thorough review by the Government. The Government should ensure tenants are appropriately and adequately supported in seeking redress where the quality of the service they receive is inadequate.

2 Government's funding proposals

34. In September 2016, the Government announced its proposals for a new funding model for supported housing, which would operate from April 2019.⁵⁹ A consultation on the design of the model was launched on 21 November 2016 and concluded on 13 February 2017, attracting more than 600 responses.⁶⁰ The Government is now evaluating the feedback to its consultation and expects to publish a Green Paper after the General Election.

35. Under the new model, core rent and service charges would be funded through Housing Benefit or Universal Credit up to the level of the applicable Local Housing Allowance (LHA) rate. For costs above the LHA rate, the Government would devolve ring-fenced top-up funding for disbursement by local authorities. The Government committed to ensuring that Devolved Administrations would receive top-up funding at the same level as it would otherwise have been in 2019/20, and agreed not to apply the Shared Accommodation Rate to people living in the supported housing sector. In addition, the Government decided that the one per cent rent reduction in England would apply for the remaining three years of the policy, from April 2017.

36. The Government identified a number of objectives for its funding proposals. The Minister for Welfare Delivery told us, "Much of this is driven by the need for greater oversight and value for money".⁶¹ The Departments said they wanted to "consider new approaches to transparency and oversight in order to achieve consistent quality and to demonstrate to the taxpayer the value of the considerable public investment in these services".⁶² In addition, the Departments told us they wanted to encourage strategic commissioning based on local need, to create a stronger link between supply and demand in every area, and "both protect and boost the supply of supported housing".⁶³ The Departments were also keen to ensure the new funding mechanism worked within the existing structures of Universal Credit.⁶⁴ The Minister for Local Government told us cost savings were not an objective for the funding proposals: "... the cost envelope as such is the same cost envelope as the current system would have been in 2019/20".⁶⁵

37. The proposals were met with concern by many providers, charities, local authorities and supported housing tenants. While the National Housing Federation told us there was not "the width of a cigarette paper between us and the Government on the objective" for its changes, many stakeholders believed the Government was unlikely to achieve these objectives by pursuing the funding model it had proposed.⁶⁶ Indeed, some organisations told us the Government's proposals were likely to do significant damage to the sector. Havant Housing Association said:

The current... proposal is the most serious threat to the supported housing sector in its history and this threat should not be underestimated.⁶⁷

59 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016

60 Q187 (Marcus Jones MP, Department for Communities and Local Government)

61 Q184 (Caroline Nokes MP, Department for Work and Pensions)

62 DCLG and DWP ([FSH0105](#))

63 *Ibid*

64 *Ibid*

65 Q235 (Marcus Jones MP, Department for Communities and Local Government)

66 Q39 (David Orr, National Housing Federation)

67 Havant Housing Association ([FSH00026](#))

38. We agree with the Government that it is necessary to find a long-term, sustainable funding mechanism that ensures quality, provides value for money, and which protects and boosts the supply of supported housing. However, we are concerned the Government’s funding proposals, as they stand, are unlikely to achieve these objectives.

Local Housing Allowance

39. The Local Housing Allowance (LHA) was introduced for new claimants living in the deregulated private sector from 7 April 2008, as the way in which the rent element of Housing Benefit would be calculated.⁶⁸ The LHA is a flat rate allowance for different sizes of properties within a Broad Market Rental Area (BMRA), determined by the Valuation Office Agency and comprising two or more distinct but adjoining areas of residential accommodation. Since April 2011, LHA rates have been set at the 30th percentile of local market rents within each BRMA. In addition, LHA rates are subject to national caps. During the Spending Review and Autumn Statement 2015, the Government announced its intention to restrict the level of Housing Benefit, or the housing element of Universal Credit, claimed by tenants in social housing to the LHA rate. The Government’s funding proposals for supported housing, announced in September 2016, further reflected this intention.

Using the LHA rate for supported housing

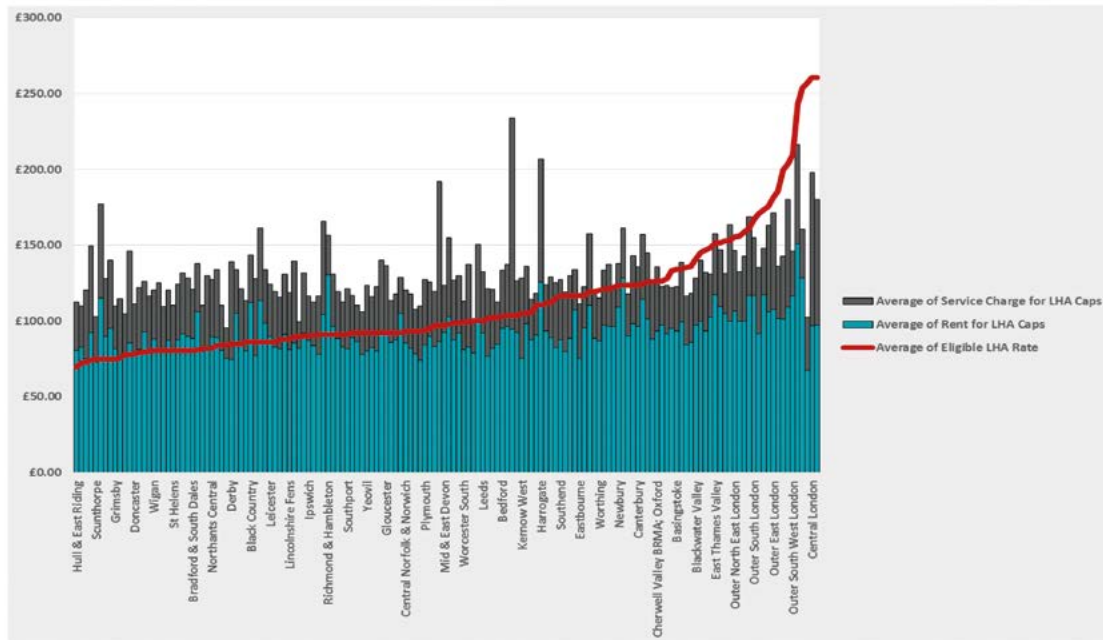
40. LHA rates vary considerably across the country. The 2017–18 LHA rates for a one-bedroom property in England vary from £69.73 per week in Hull and East Riding to £260.64 in Central London and Inner North London.⁶⁹ Consequently, the extent to which supported housing providers in different areas would need to rely on top-up funding administered by local authorities also varies considerably. Riverside, a charitable housing association with supported housing in 90 local authorities in England, told us that for their properties, under the proposed funding system, the proportion of rental income relying on discretionary local authority top-up ranged from zero per cent in London to 58 per cent in the North East, where 95 per cent of tenancies were likely to be affected.⁷⁰ In addition, they shared data from five supported housing providers—Riverside, St Mungos, Housing and Care 21, Hanover, and Home Group—showing the current average rent and service charges by BRMA, with a comparison to the LHA rate in each area.

68 [The reform of Housing Benefit \(Local Housing Allowance\) for tenants in private rented housing](#), House of Commons Library, December 2013

69 [Local Housing Allowance \(LHA\) rates applicable from April 2017 - March 2018](#), Valuation Office Agency, 31 January 2017

70 The Riverside Group Ltd ([FSH0009](#)), para 2.6

Figure 1: Average rent/service charges by BRMA, and 1 bed LHA rate (Riverside, St Mungos, Housing and Care 21, Hanover, and Home Group)



Source: The Riverside Group Ltd

41. The Minister for Welfare Delivery told us this funding system was chosen because it provided flexibility to take account of the diversity within the supported housing sector.⁷¹ She said there was “absolutely” a connection between the LHA rate and the cost of supported housing in different areas, which she said was influenced by land and building costs.⁷² The Minister told us the LHA rate was a fair reflection of the core rental costs of supported housing in each area:

There is certainly a read-across in relation to rental values and the cost of developing a certain size of accommodation. Naturally, there is an additional cost with supported housing, particularly in terms of the wider maintenance of the particular housing involved, the caretakers’ costs and all those types of things. In terms of the model that is being put forward, the core cost is reflected in the LHA rate. The fact that there is undoubtedly an additional cost is reflected in the top-up that is going to be provided [...] The top-up has been brought in so that we can provide the additional costs of support.⁷³

42. David Orr told us that while he accepted the principle of a cap on the cost of supported housing, the LHA rate was “not a competent starting point” for a new funding mechanism for supported housing.⁷⁴ He said the LHA was a reflection of the specific circumstances of the private rented market for general needs housing, which “bears no relationship of any kind to the way that supported housing is provided or the cost of that provision” and that the Government might as well refer to what it costs to rent a shop.⁷⁵

71 Q190 (Caroline Nokes MP, Department for Work and Pensions)

72 Q192–193 (Caroline Nokes MP, Department for Work and Pensions)

73 Q197–8 (Caroline Nokes MP, Department for Work and Pensions)

74 Q19 and Q21 (David Orr, National Housing Federation)

75 Q19 and Q35 (David Orr, National Housing Federation)

43. This message was repeated in the oral and written evidence we received, as well as at our round-table event with supported housing tenants and providers. Gillian Connor told us the Government’s proposals did “not feel like the right starting point” and that it was “almost akin to underpaying a waiter or waitress on the assumption that they will make it up with tips”.⁷⁶ BCHA, a specialist housing provider, said the LHA was “not an appropriate measure” because it did not reflect the actual cost of provision or “allow for the higher service charges essential to providing safe and quality buildings for supported housing”.⁷⁷

44. We heard from a number of providers that, despite the large regional variations in LHA rates, the cost of supported housing provision was very similar across the country. Frank Czarnowski told us West Kent Housing Association had recently built five new extra care schemes across Kent on public land—which was provided for free—and that the construction costs and running costs had been very similar. He said the charges to residents varied by approximately 9 per cent between the cheapest and most expensive provision, but by contrast the LHA rate within Kent varied by 70 per cent. John Glenton explained how the LHA cap would affect two Riverside schemes, in London and Hull. He told us it demonstrated why the Government’s proposals were “not fair”:

We have a project in Westminster, which I was at today. For Westminster, the LHA cap is £260 a week. It costs us around £220 a week to deliver that housing function with the housing charges. We have the same type of service doing the same work with a similar contract in Hull. It costs us the same money or £10 less a week to deliver in Hull. The local authority LHA cap is £69 a week in Hull. That means we would need to find top-up funding of £450,000 a year to run that same service.⁷⁸

It might seem counterintuitive that supported housing in Westminster costs nearly the same as in Hull, but John Glenton told us this was because Riverside—and many other providers—already owned their buildings and the only additional running cost in London was needing to pay a location allowance due to the higher cost of living in the capital. Other costs, such as building maintenance, security and electricity, were largely consistent across the country.⁷⁹ Framework Housing Association supported this analysis, telling us, “the geographical disparity in LHA rates is a problem because the main driver of cost is staffing, not bricks and mortar” and that this applied even more to specialist supported housing, such as hostels, than to sheltered housing for older people.⁸⁰

45. John Glenton went on to explain how the variation in LHA rates would create unwelcome incentives for providers to focus future investment in areas where the LHA rates were high, while avoiding areas where there would be a greater reliance on top-up funding, describing the disincentive that would be created as “perverse”.⁸¹ Jane Ashcroft explained that providers would struggle to secure the investment they needed from lenders in areas where there was too great a reliance on local top-up funding, as there would be less certainty around anticipated future income.⁸² This was reinforced by David Orr, who

76 Q73 (Gillian Connor, Rethink Mental Illness)

77 BCHA ([FSH0082](#))

78 Q112 (John Glenton, Riverside)

79 Q117 (John Glenton, Riverside)

80 Framework Housing Association ([FSH0091](#))

81 Q117 (John Glenton, Riverside)

82 Q72 (Jane Ashcroft, Anchor)

told us providers would be incentivised to invest in high-value areas where the LHA cap was high, and that it would be “enormously difficult” to provide housing in areas such as Hull and Middlesbrough, where the cap was low.⁸³

46. The Local Housing Allowance (LHA) rate is an inappropriate starting point for a new funding mechanism for supported housing. The LHA rate is a measure for general needs housing in the private rented sector and bears no necessary relationship to the cost of providing supported housing. The Government proposed its new funding model on the basis that there was a correlation between the LHA rate and the cost of providing supported housing in different areas. However, the evidence we have received strongly suggests there is no such correlation. For many providers, especially those who own their properties outright, the cost of provision is remarkably consistent across the country. The Government’s proposals mean some areas will have a far greater reliance on a local top-up than others, which could create a disparity in the supply of homes and services offered in different parts of the country.

Impact on supply and service provision

47. There is currently a shortfall in provision of supported housing. David Orr told us there were approximately 17,000 fewer supported housing units than needed, which was likely to double to over 35,000 places by 2020/21.⁸⁴ He added that, without immediate Government intervention, the shortfall in sheltered accommodation for older people could be 240,000 by 2030.⁸⁵ The Associated Retirement Community Operators said the sector needed to be expanded urgently and that standing still would incur significant additional costs to the public purse in future.⁸⁶

48. The Government told us they recognised the “vital importance of ensuring that providers are able to develop new, much needed, supported housing”.⁸⁷ They said they already had a strong track record in boosting the supply of supported housing, pointing to the 18,000 new supported homes that were delivered in England between 2011 and 2015, with a further 2,500 starts in the year up to December 2016.⁸⁸ At the last Spending Review, £400 million of funding was made available to deliver up to 8,000 new specialist affordable homes through the Shared Ownership and Affordable Homes Programme and 6,000 specialised homes through the Care and Support Specialised Housing fund.⁸⁹

49. The Government told us the new funding mechanism was designed to “protect and boost the supply of supported housing”.⁹⁰ The Minister for Local Government acknowledged that stakeholders had expressed concerns relating to the Government’s proposals and that they needed greater clarity, but added:

At this point, we are not aware of any definitive information of people exiting the sector, as such, but we very much want to keep a close eye on

83 Q21 (David Orr, National Housing Federation)

84 Q2 (David Orr, National Housing Federation) and [Strengthening the case for supported housing: the cost consequences](#), National Housing Federation website, February 2017

85 Q13 (David Orr, National Housing Federation)

86 Associated Retirement Community Operators ([FSH0089](#))

87 DCLG and DWP ([FSH0105](#))

88 DCLG and DWP ([FSH0105](#)) and Q219 (Caroline Nokes MP, Department for Work and Pensions)

89 DCLG and DWP ([FSH0105](#))

90 Ibid

that. We certainly do not want that to be the outcome of the work that we are doing.⁹¹

50. However, we heard a number of providers were already reducing investments and expecting to have to close services due to uncertainty around the Government's funding proposals. John Glenton told us Riverside had already put developments on hold, including one in Colchester for people leaving the armed forces and an extra care scheme in Rochdale, due to insufficient security around future funding.⁹² Charlotte Norman told us that across the 118 supported housing providers within the PlaceShapers national network, 2,000 new supported housing homes had been put on hold across a range of extra care and learning disability schemes.⁹³ Golden Lane Housing said their plans to raise over £100 million through social finance had been shelved. They reported their existing and potential future investors were now much less likely to invest in supported housing, unless they were able to do so on different terms to reflect the increased risk; increasing the cost of provision and reliance on the local top-up funding.⁹⁴

51. We also heard from providers who told us the Government's funding proposals would require them to close services, or change the nature of the services they currently provide. While Jane Ashcroft told us most of the larger providers of sheltered housing would "continue to do everything in [their] power to continue to provide services", Anne Lawn said the Government's proposals "possibly will not allow people to continue."⁹⁵ Denise Hatton, Chief Executive at YMCA England, said that concerns around the local allocation of funding could lead to a "significant number" of YMCA projects needing to close, with only those for people with lower-level support needs remaining open in the longer term.⁹⁶

52. We are concerned the Government does not seem to be aware of the impact its funding proposals are already having on the supported housing sector. The evidence we received is clear that some providers are reconsidering their investment plans in light of concerns around the long-term reliability of funding, with many others fearing they will be forced to reduce existing levels of provision. It is a further indication that the Government is not meeting its stated objectives, in this case to protect and boost the supply of supported housing. On the contrary, current shortfalls in provision are expected to become substantially worse over the next decade without immediate Government intervention.

53. It is essential that the Government's funding proposals do not threaten the future supply of supported housing. The Government should undertake an assessment of the final funding proposal to assess its impact on the future provision of supported housing. This information should be provided to the successor Work and Pensions Committee and Communities and Local Government Committee in the new Parliament.

91 Q181 and Q238 (Marcus Jones, Department for Communities and Local Government)

92 Q113–4 (John Glenton, Riverside)

93 Q128 (Charlotte Norman, St Vincent's Housing Association)

94 Golden Lane Housing ([FSH0064](#)). Further evidence of investments being cut back or put on hold provided by Havant Housing Association, Liz Slater (Southampton City Council), Essex County Council, and many others.

95 Q72 (Jane Ashcroft, Anchor, and Anne Lawn, Sense)

96 Q81 (Denise Hatton, YMCA England)

Impact on tenants

54. In September 2016, the Government announced that its proposed funding mechanism would apply to existing tenants, as well as new tenants, from April 2019.⁹⁷ Charlotte Norman told us this had been “slipped in” and, while solutions might be found for new supply, this was more difficult for existing tenants.⁹⁸ AmicusHorizon told us the proposals would create anxiety for “this most vulnerable group”, both while the funding model was being developed, and permanently, unless strong safeguards were put in place around the funding of schemes.⁹⁹ Anchor said the proposals would “effectively rob many older people of the certainty of a home for life”, replaced with a home for as long as the life of each contract and any subsequent grace period.¹⁰⁰ They told us this was likely to cause significant anxiety to tenants of any age, but especially for those in their eighties or nineties. We also heard directly from concerned supported housing tenants, such as Tessa Bolt, who told us she feared funding changes could limit what she was able to do:

Any cuts in housing benefit would put my current housing in jeopardy, as I would not be able to make up any shortfall in the rent from benefits and live the life I do now. I would not have the money to do some activities I currently do, if my money was all spent on housing or care costs.¹⁰¹

55. The funding proposals could also have an impact on future tenants. Denise Hatton told us that if YMCA were forced to close its more complex, high-level provision, many vulnerable young people—including those coming out of the criminal justice system or who have problems with drug addiction—would potentially not have the support they needed.¹⁰² Lisa Hubbard, Senior Support Officer at Working Chance, also told us many ex-offenders, who might be under a 12-week curfew or have a Home Detention Curfew (HDC) tag, would be required to remain in custody if they were not able to find accommodation in supported housing.¹⁰³ Zhan McIntyre said uncertainty around the funding proposals could lead to many older people choosing to stay in their own homes, leading to more intensive and expensive treatment in hospital or care homes later in life.¹⁰⁴

An alternative mechanism

56. We heard a number of suggestions for how the Government’s proposals might be improved. Many stakeholders, such as PlaceShapers, told us there should be multiple funding mechanisms to reflect the diversity of need and provision in the sector.¹⁰⁵ Riverside told us there was a particularly strong case for a separate funding mechanism for sheltered accommodation for older people. They feared local authorities would not prioritise support for sheltered housing when distributing top-up funding, given its inherently preventative nature; in addition, preventative services do not provide the measurable outcomes that many commissioners seek.¹⁰⁶ Anchor, Hanover and Housing & Care 21 said there should

97 [‘LHA cap’ will apply to existing supported housing tenants](#), Inside Housing, 21 September 2016

98 Q127 (Charlotte Norman, St Vincent’s Housing Association)

99 AmicusHorizon housing association ([FSH0088](#))

100 Anchor ([FSH0058](#))

101 Q52 (Tessa Bolt)

102 Q82 (Denise Hatton, YMCA England)

103 Q84 (Lisa Hubbard, Working Chance)

104 Q32 (Zhan McIntyre, Scottish Federation of Housing Associations)

105 PlaceShapers ([FSH0011](#))

106 The Riverside Group Ltd ([FSH0009](#))

be a nationally administered system for older people, with support funded through pension credit, which would allow clearer definitions of sheltered housing together with controls on services charges.¹⁰⁷ Similarly, the Local Government Association (LGA) believed older people should receive housing benefit and an additional support payment through their pension credit, while other vulnerable people should receive housing benefit alongside a grant from local authorities to meet additional rent and support costs.¹⁰⁸

57. Other stakeholders recommended a funding mechanism that retained the principle of a cap, but with adjustments; what some stakeholders called a ‘Supported Housing Allowance’. AmicusHorizon called for locally-set enhanced LHA rates for both sheltered and extra care housing, so that those residents would not require recourse to local top-up funding.¹⁰⁹ The National Housing Federation also told us there should be an additional element paid, above the LHA cap, in certain regions where the cap was particularly low, and that this should be paid through the benefits system.¹¹⁰ Elaborating on this, David Orr said he would “have maybe three bands of supported housing allowance”, assessing the cost of supported housing and creating a cap relevant to the nature of each type of provision.¹¹¹ He told us a Supported Housing Allowance could be provided at no extra cost to the Treasury, but was instead a different way of distributing the same money without the need for “additional and unhelpful bureaucracy”.¹¹²

58. Framework Housing Association outlined their vision for how a Supported Housing Allowance—what they called a “Sheltered Housing Local Housing Allowance”—might work. They told us there could be both a fixed element, reflecting the costs of provision that did not vary between areas, and a variable one, reflecting differences in the cost of land in each areas.¹¹³ They recommended that local top-up funding should be reserved only for the intensive housing management costs incurred in higher-cost supported housing for people with complex needs.

59. However, the Minister for Welfare Delivery told us there was a risk to introducing a system of banding in the supported housing funding mechanism.¹¹⁴ She said such a system could lead to a situation in which there was an under-supply in the most expensive bands and an over-supply in the least expensive, creating an incentive for providers to look to the most cost-effective bands.

60. Stakeholders in the supported housing sector identified clear principles they thought should underpin a new funding mechanism. It should:

- **Reflect the actual cost of provision, which is largely consistent across the country;**
- **Incentivise investment in all regions equally, not only the highest-value areas;**

107 Anchor, Hanover and Housing & Care 21 (FSH0010), para 12

108 [Building our homes, communities and future](#), Local Government Association, December 2016, page 33

109 AmicusHorizon Housing Association (FSH0088), para 6

110 National Housing Federation (FSH0007), with further detail available in: [A proposal for a strong and sustainable future for supported and sheltered housing](#), National Housing Federation, June 2016

111 Q24 (David Orr, National Housing Federation)

112 Q22 (David Orr, National Housing Federation)

113 Framework Housing Association (FSH0091)

114 Q237 (Caroline Nokes MP, Department for Work and Pensions)

- Be sophisticated enough to reflect the diversity of provision in the sector, recognising that costs vary substantially and a funding mechanism that works well for older people might not be appropriate for those with more complex needs;
- Not introduce uncertainty into the long-term housing arrangements of vulnerable people.

With these principles in mind, we propose an alternative basis for the Government's new funding mechanism for supported housing.

61. *The Government should introduce a Supported Housing Allowance, with a system of bandings for different types of provision and a cap within each band. The Supported Housing Allowance would be calculated according to a formula made up of two elements: a fixed amount that reflects the cost of provision, which is consistent between geographical areas; and a smaller, variable amount that reflects differences in land values in each area. The Government should work with the sector to identify bandings that adequately reflect the diversity of provision and variation in costs in the sector.*

62. *The Supported Housing Allowance should be sufficient to ensure supported housing tenants only require recourse to locally-administered top-up funding in exceptional circumstances. To meet the Government's objective for greater oversight of quality and value for money in the sector, tenants should only be eligible for the Supported Housing Allowance if they live in accommodation registered for regular inspection by their local authority.*

63. *A capital grant scheme should be introduced for new supported housing developments. This would mean that, even when the cost of land varied between high and low value areas, core rent and service charges for new accommodation would remain largely consistent with existing supported housing stock. Reducing the cost differences between old and new supported housing would simplify the funding mechanism, permitting greater oversight of costs and value for money, while reducing risk for providers and encouraging additional investment in the sector. The provision of public land for new supported housing, as highlighted by West Kent Housing Association (Paragraph 44), is a form of capital grant scheme that could benefit the sector.*

64. A Supported Housing Allowance would refocus the funding mechanism towards the actual costs of providing supported housing, as opposed to where it is being provided. It would better reflect the fact that the cost of provision is broadly similar in different areas, reducing the large disparities that exist in the LHA rate and limiting disincentives for providers to focus new provision in areas where the LHA rate is highest. We believe a Supported Housing Allowance could be achieved at no additional cost to the Government.

Top-up Funding

65. The Government's proposals require local authorities to be responsible for the administration of new ring-fenced funding, to be used for supported housing costs above the LHA rate.¹¹⁵ Funding would be provided at the same level it otherwise would have

115 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016

been in 2019/20. It is through the top-up fund that the Government hoped to drive more strategic commissioning based on local need and create a strong alignment between supply and demand for all areas.¹¹⁶ It would also provide the basis for greater local oversight of quality and value for money in each area, although the Minister acknowledged that a top-up might not be necessary in some areas due to high LHA rates.¹¹⁷

66. While it is our preference that the vast majority of supported housing tenants would not require recourse to a locally-administered top-up fund, it is nevertheless important to consider how the top-up should operate if the Government does proceed with its funding proposals, and what safeguards would be needed to give confidence to stakeholders in the sector.

67. The reliability of the ring-fence was central to many stakeholder concerns around the Government's funding proposals. We heard this uncertainty was causing providers to put developments on hold in areas likely to rely more heavily on the top-up fund.¹¹⁸ Reflecting the views of many stakeholders we heard from during this inquiry, David Orr told us, "No one trusts ring-fences".¹¹⁹ He said this was reasonable given past experience with the Supporting People fund, which had its ring-fence removed in 2009 after only six years, and led to some local authorities reducing expenditure on supported housing by 50 per cent. Local authority cuts have been particularly damaging in some areas. Sian Hawkins reported that a local authority in Devon cut 100 per cent of funding for women's refuges in its area, without any safeguarding mechanism or accountability framework.¹²⁰

68. With many new investments being made on the basis of 30-year loans, the lack of long-term funding security was a cause of considerable concern for providers in the sector.¹²¹ A number of providers—including Anchor, Hanover and Housing & Care 21, Rethink Mental Illness and Havant Housing Association—told us the ring-fence should be guaranteed in perpetuity.¹²² Others urged the Government to enshrine the ring-fence in law, such that it could only be removed by an Act of Parliament, and not through secondary legislation.¹²³

69. There were also concerns around the degree of flexibility local authorities should have in the administration of the top-up fund. While the LGA—which is normally opposed to ring-fenced funding—said it understood "the Government's reasoning in this exceptional case", most local authorities sought as much flexibility within the ring-fence as possible.¹²⁴ Essex County Council told us the ring-fence should be sufficient in flexibility and scope to allow local authorities to work with providers to develop a range of options and provide supported housing that encourages movement within the system and get more people into mainstream accommodation.¹²⁵ Southampton City Council also urged a degree of flexibility, and recommended that there be only one ring-fence, as opposed to ring-fences

116 DCLG and DWP ([FSH0105](#))

117 Q191 (Caroline Nokes MP, Department for Work and Pensions)

118 Q117 (John Glenton, Riverside), Q72 (Jane Ashcroft, Anchor), and Q21 (David Orr, National Housing Federation)

119 Q23 (David Orr, National Housing Federation)

120 Q77 (Sian Hawkins, Women's Aid)

121 Q127 (Charlotte Norman, St Vincent's Housing Association)

122 Anchor, Hanover and Housing & Care 21 ([FSH0010](#)), para 14; Q74 (Gillian Connor, Rethink Mental Illness); and Havant Housing Association ([FSH0026](#)), para 15

123 Framework Housing Association ([FSH0091](#))

124 [Local Government Association Briefing: Effect of Government proposals on supported housing](#), LGA, 29 November 2016

125 Essex County Council ([FSH0090](#)), para 1.11

within the overall ring-fence, so that funding could be interchanged between client groups depending on fluctuating demand.¹²⁶ Councillor Viv Kendrick told us Kirklees Council was concerned there would be insufficient flexibility for local authorities to be inventive and innovate in how they commission supported housing.¹²⁷

70. Other stakeholders, however, urged the Government not to give local authorities too much flexibility in the administration of the fund. Knightstone—a housing provider in Somerset and the West of England—warned that local authorities should not have exclusive control over the top-up.¹²⁸ They urged input from the police, probation, prisons and other local services into the decision making process, because they feared local authorities would prioritise services that had the greatest benefits to its own services and budgets, such as adult social care, at the expense of budgets controlled by other agencies.

71. Some stakeholders—including Housing for Women—called for new statutory duties to compel local authorities to continue to fund all client groups through the top-up, including those traditionally less well-served.¹²⁹ Gillian Connor told us some statutory duties would be necessary to underpin the new ring-fence, given the risk of “very vulnerable people who may well fall down the cracks”.¹³⁰ However, local authorities were opposed to new statutory duties. Kirklees Council cautioned that were new statutory duties to be introduced, potentially only those included would continue to receive funding in a crisis, leaving less funding for preventative services.¹³¹ Essex County Council told us statutory duties could be avoided with a robust ring-fence, and that local authorities already had considerable wellbeing duties that link to supported housing.¹³²

72. We are aware of the lack of enthusiasm from local authorities for a ring fence that is insufficiently flexible to allow them to be innovative and respond appropriately to demand. However, providers were clear that the ring-fence must be sufficiently robust to provide reassurance to investors and protect traditionally less well served client groups. Governments are unable to bind their successors and it is therefore difficult to provide a truly long-term guarantee for any ring-fence—an inherent consequence of the ring-fence based funding mechanism proposed by the Government—but it is important to investors that certainty is provided for as long as possible.

73. The Government should guarantee the ring-fence around local authority top-up funding for supported housing for the duration of the next Parliament, and provide a clear indication of its desire for the fund to remain in the long-term. The Government should review existing guidance and statutory duties to ensure they are comprehensive enough to ensure no vulnerable groups are left behind under the new funding mechanism.

Calculating the top-up

74. Concerns were raised not only around the reliability of the local authority ring-fence, but also that the level of central funding provided to local authorities would be both sufficient and secure in the long-term. A number of proposals were made for how

126 Southampton City Council ([FSH0071](#))

127 Q163 (Councillor Viv Kendrick, Kirklees Council)

128 Knightstone ([FSH0018](#))

129 Housing for Women ([FSH0069](#)), para 4

130 Q74 (Gillian Connor, Rethink Mental Illness)

131 Kirklees Council ([FSH0030](#)), para 2.3

132 Essex County Council ([FSH0090](#)), para 1.10

current and future need should be calculated. Under the Government’s current proposals, differences in LHA rates would have to be taken into consideration, with areas with very low LHA rates requiring substantially higher top-up funding than those where the LHA rate were high—an inherent consequence of the Government’s chosen funding model. However, ‘Greater Manchester Housing providers and local authorities’ emphasised the importance of not relying solely on the LHA rate, and recommended making use of deprivation data and other census material to assess age and other levels of need.¹³³ A number of stakeholders—including the National Housing Federation, Anchor, Hanover and Housing & Care 21—told us the basis of the local allocation should be the existing costs found in schemes currently funded through Housing Benefit, using data from providers on actual rent and Housing Benefit eligible service charges.¹³⁴ Essex County Council highlighted there were already examples of existing plans that could be used to form the basis of the evidence of need, such as Local Plans, Strategic Housing Market Assessments and Joint Strategic Needs Assessments.¹³⁵ They suggested introducing tiers of need or bandings based on the types and levels of support required, which could provide greater accuracy in estimating support needs and funding requirements, while recognising the considerable number of variables in local need and that a one-size-fits-all approach would not be appropriate. They also emphasised the importance of local knowledge being utilised in making the calculations, with future need requiring ongoing consultation with local authorities and their partners.

75. We heard that, in predicting future need, some forms of provision would be more easily estimated than others. Councillor Viv Kendrick told us estimating future need for sheltered accommodation for older people would be relatively straightforward, through looking at demographic data that many local authorities already had.¹³⁶ However, it was not possible to predict with the same level of accuracy domestic violence and associated levels of future need for women’s refuges.¹³⁷ Similarly, Liz Slater explained the difficulties in estimating future levels of homelessness and rough sleeping.¹³⁸

76. Of particular concern was the lack of knowledge needed to accurately predict current and future need, inconsistencies relating to how data was collected, and the short timescales proposed by the Government for making the calculations necessary for its new funding proposals. Harrow Council explained how local authorities were likely to have different levels of insight into local provision, as the extent to which local services were commissioned by councils varied.¹³⁹ In addition, Councillor Rebecca Rennison told us, “we all currently collect, use and produce our data, very helpfully, in different ways” and that while local authorities could provide estimates to the Government, it would be hard to say whether these would be accurate.¹⁴⁰ With the Government expected to make its assessment of funding allocations in the Autumn, Kent County Council urged the Government to allocate more time to local authorities to make the necessary assessments, telling us:

133 Greater Manchester Housing providers local authorities ([FSH0086](#))

134 National Housing Federation ([FSH0007](#)), para 23, and Anchor, Hanover and Housing & Care 21 ([FSH0010](#)), para 15

135 Essex County Council ([FSH0090](#)), para 1.12

136 Q163 (Councillor Viv Kendrick, Kirklees Council)

137 Q165 (Councillor Viv Kendrick, Kirklees Council)

138 Q165 (Liz Slater, Southampton City Council)

139 Harrow Council ([FSH0039](#))

140 Q156 (Councillor Rebecca Rennison, London Borough of Hackney)

Since [2009] councils have taken different approaches to fund supported housing. Taking stock of this national variation, identifying the gaps in funding... and ensuring that authorities begin the new regime on an equal footing will take considerable, detailed appraisal, assessment and analysis with local partners prior to any implementation... The current timescale presents risks to local authorities.¹⁴¹

77. Local authorities were concerned by the risks of miscalculating current and future need, and consequential underfunding of supported housing provision. Essex County Council told us there was a nervousness that local authorities would be left subsidising an underfunded duty and having to balance supported housing development alongside other needs.¹⁴² They recommended the Government agree to a multi-annual settlement for funding supported housing—a minimum of five years—which would give investors and local authorities confidence in the long-term viability of the sector. Southampton City Council agreed that any funding formula should project forwards over a minimum of five to ten years, to allow for local authorities' medium term financial cycles and long-term commissioning plans.¹⁴³

78. Councillor Rebecca Rennison told us that, if a local authority were underfunded, this would have a knock-on effect for neighbouring authorities, who would be left to pick up additional costs.¹⁴⁴ The London Borough of Lambeth said not providing sufficient funding for supported housing would lead to social care pressures elsewhere and an increase in costs to the public purse, with vulnerable people put at significant risk.¹⁴⁵ Harrow Council agreed, telling us funding shortfalls or expectations that local authority general funds might be diverted in such circumstances, would likely lead to a fall in the quality and quantity of provision, with consequences for health, social care and general well-being.¹⁴⁶

79. It is vitally important local authorities are given the time and resources to collate the information they need to accurately estimate current and future allocations of top-up funding for supported housing. The dangers of miscalculating requirements or having inconsistent approaches to data collection are severe and would put vulnerable people at risk, as well as leading to higher costs for the wider public sector.

80. *The Government should ensure local authorities have sufficient guidance, time and resources to collect the necessary data for the review of current and future need in their areas, even if this requires retaining the current arrangements for a longer period of time. Central funding of the top-up should be guaranteed for at least the duration of the next Parliament, to provide greater certainty to local authorities' funding cycles and long-term commissioning plans. Funding levels should be kept under regular review to ensure the top-up fund keeps pace with increases in the cost of provision and changes in local demand for different services.*

141 Kent County Council ([FSH0066](#))

142 Essex County Council ([FSH0090](#)), para 1.12

143 Southampton City Council ([FSH0071](#))

144 Q159 (Councillor Rebecca Rennison, London Borough of Hackney)

145 London Borough of Lambeth ([FSH0047](#)), para 12

146 Harrow Council ([FSH0039](#))

Administrative capacity

81. PlaceShapers, along with a number of stakeholders, told us they were concerned local authorities would not have the capacity to effectively distribute the top-up funding.¹⁴⁷ Harrow Council reinforced this message, telling us they were “particularly concerned that the resources, capacity and expertise needed to implement this new model are lacking or at risk in many local authorities”.¹⁴⁸ Bromford reported that many upper tier local authorities no longer had the necessary expertise to administer the funding, and there was a risk they would not understand the role of top-up funding in meeting essential housing costs.¹⁴⁹

82. Of particular concern was the lack of clarity around what the extra costs and required expertise would be.¹⁵⁰ Liz Slater told us that, while Southampton City Council was well prepared in relation to the skills required, they could not be certain they had the correct resources until the funding model was operational.¹⁵¹ Councillor Viv Kendrick explained that IT systems would need to be upgraded and data would need to be cleansed, while councils who currently have their own working practices would need to agree a more consistent way of managing the funding.¹⁵²

83. Despite this, local authorities seemed confident they would be able to administer the new top-up funding, provided they were given sufficient additional funding to set up the necessary infrastructure and hire staff to carry out the new commissioning and oversight responsibilities. Rebecca Rennison told us, “Yes, we can do it... We currently place people in that housing and negotiate their housing benefit anyway, so it is a switch in what we do, but it is not something that is entirely new to us”.¹⁵³ Liz Slater and Councillor Viv Kendrick told us there were benefits that could arise from taking on the top-up funding, such as improvements in commissioning practices, but emphasised that sufficient funding needed to be provided to ensure local authorities were able to take on this additional responsibility.¹⁵⁴ In addition, we heard it was important that the funding was in addition to existing money for funding supported housing. John Glenton told us he was concerned that money which should be spent on supported housing would instead be used to fund the administration of the new funding model.¹⁵⁵

84. We also heard different views as to how funding and administrative responsibilities should be allocated within two-tier authorities. The Minister for Welfare Delivery said county councils had considerable experience in commissioning health and social care services, while district and borough authorities currently administered housing benefit.¹⁵⁶ She said councils had different views around where the top-up funding should sit. This was also reflected in the evidence we received, with South Gloucestershire Council telling us that the responsibility for administering top-up funding and operating joint commissioning boards should rest with county councils and unitary authorities.¹⁵⁷

147 PlaceShapers ([FSH0011](#))

148 Harrow Council ([FSH0039](#))

149 Bromford ([FSH0063](#)), para 3.2

150 Q151 (Councillor Rebecca Rennison, London Borough of Hackney)

151 Q151 (Liz Slater, Southampton City Council)

152 Q153 (Councillor Viv Kendrick, Kirklees Council)

153 Q150 (Councillor Rebecca Rennison, London Borough of Hackney)

154 Q150 (Liz Slater, Southampton City Council, and Councillor Viv Kendrick, Kirklees Council)

155 Q126 (John Glenton, Riverside)

156 Q223 (Caroline Nokes MP, Department for Work and Pensions)

157 South Gloucestershire Council ([FSH0081](#))

85. **Local authorities are confident they will be able to administer the new top-up funding, if they are given sufficient additional funding to carry out the new commissioning and oversight responsibilities. The Government will also need to carefully consider how funding and administrative responsibilities should be allocated within two-tier authority areas, given the existing division of responsibilities for administering housing benefit and commissioning health and social care services. *The Government should consult with local authorities to ensure they have the resources they need to administer the top-up funding. This should be separate from, and in addition to, the funding provided for disbursement to tenants in supported housing.***

Piloting

86. The majority of witnesses told us the Government’s proposals should be piloted before being implemented more widely. The National Housing Federation strongly recommended piloting the new model, telling us a smooth transition was essential to avoid “jeopardising the lives of tens of thousands of vulnerable people, and putting local health and social care services under pressure”.¹⁵⁸ PlaceShapers agreed a pilot would be necessary, urging a similar model to that used during the roll-out of Universal Credit; a phased implementation with published rollout dates, with pauses while lessons were learned from pilot areas.¹⁵⁹

87. Havant Housing Association recommended the pilot be focused on areas where housing costs were significantly higher than the LHA rates, as well as in a range of high and low value areas across the country.¹⁶⁰ Local authorities were also keen for the new mechanism to be piloted. Councillor Rebecca Rennison told us the London Borough of Hackney had strongly advocated for a piloting period, so that there would be greater clarity over the financial resources and expertise that would be needed to manage the new top-up funding appropriately.¹⁶¹ Liz Slater agreed, telling us a phased approach would help to protect residents, while allowing local authorities to learn what they needed prior to the full implementation of the new funding mechanism.¹⁶² Anchor, Hanover and Housing & Care 21 told us any pilot should run for at least five years, so that it could adequately understand the impact of the new system on commissioning decisions.¹⁶³ Similarly, Bromford told us a short-term pilot would not be able to meaningfully test the medium- to long-term strength of any ring-fence, or the impact on existing or new supply of supported housing, and a longer-term pilot would be necessary.¹⁶⁴

88. The Departments told us they wanted there to be a “smooth and effective transition” to its new funding model in April 2019.¹⁶⁵ The Minister for Welfare Delivery said there would be a “shadow year” from April 2018, during which a system would be in place that could operate in parallel with the current system, so that local authorities could have oversight of the funding that would be available and how they could manage them when the new model was implemented a year later.¹⁶⁶ In addition, the Minister for Local Government

158 National Housing Federation ([FSH0007](#)), para 17

159 PlaceShapers ([FSH0011](#))

160 Havant Housing Association ([FSH0026](#))

161 Q151 (Councillor Rebecca Rennison, London Borough of Hackney)

162 Q151 (Liz Slater, Southampton City Council)

163 Anchor, Hanover and Housing & Care 21 ([FSH0010](#)), para 17

164 Bromford ([FSH0063](#)), para 6.1

165 DCLG and DWP ([FSH0105](#))

166 Q223 (Caroline Nokes MP, Department for Work and Pensions)

told us he was very carefully considering calls for pilots to be run during 2018, although this was not currently the Government's intention.¹⁶⁷ While pilots would require a full evaluation of the new funding mechanism, a shadow year would have a greater focus on whether the administration of the system worked. The Minister emphasised that, whether or not pilots were run during the shadow year, the Government wanted to ensure the new funding mechanism was ready for implementation at the start of 2019/20.¹⁶⁸

89. There is a strong case for piloting the new funding model prior to a phased implementation. The Government has proposed significant changes to the way in which supported housing is funded, which will require considerable adjustment by both providers and local authorities. The Government must prioritise ensuring its new model works, protecting vulnerable residents, over and above meeting any self-imposed delivery deadlines.

167 Q225–6 (Marcus Jones MP, Department for Communities and Local Government)

168 Q226 (Marcus Jones MP, Department for Communities and Local Government)

3 Short-term supported housing

90. In this chapter we consider some of the issues associated with short-term and emergency supported housing. First, we look at whether there is a strong case for an alternative funding mechanism for this type of provision. We also explore whether Housing Benefit and Universal Credit created a barrier to employment for people in short-term supported housing. Finally, we consider whether there were any barriers to people moving back into general needs accommodation when they were ready.

Alternative funding mechanisms for short-term accommodation

91. Supported housing is an umbrella term that incorporates many different types of provision, from long-term sheltered accommodation for older people, to very short-term emergency housing for people who have been made homeless or women fleeing domestic violence. Many stakeholders have suggested, therefore, that different types of provision might benefit from different funding mechanisms. Havant Housing Association told us, “This is not one market and any belief that one decision can produce one solution for supported housing as a whole is unrealistic”.¹⁶⁹ Similarly, John Glenton told us:

People who want to... move into a sheltered scheme where there is a community that can help them in all kinds of ways, around health and wellbeing, isolation and loneliness, need security that their rent is going to be paid. That should absolutely be treated in a different way to someone who is in a night shelter or women’s refuge for three to six months.¹⁷⁰

The Government also acknowledged this in its consultation, saying, “We recognise a different approach may be needed for short term accommodation, including hostels and refuges”.¹⁷¹

92. The Salvation Army urged the Government to define what it meant by short-term supported housing.¹⁷² They noted, for example, that the Supporting People programme defined ‘short-term’ as any service supplying accommodation for up to two years, arguing that such a definition offered a much-needed flexibility to providers. They called on the Government to introduce a separate funding model for supported housing services provided for up to two years. PlaceShapers also emphasised the importance of flexibility, but argued that, rather than a definition focusing on a maximum period of stay, the Government should instead focus on the intended use of the accommodation, and called on the Government to remove housing costs from Universal Credit for all non-permanent housing.¹⁷³ Support Solutions UK told us the phrase ‘short-term’ was unhelpful because it reinforced the primacy of budget management over meeting need.¹⁷⁴ They noted that a person who arrived with a short-term need might also require longer-term support, and argued that the system should not be so complicated that the provider has to go to multiple funding sources to meet additional needs. Definitions of client groups did not correspond to the length of the interventions needed to assist them and that it would be

169 Havant Housing Association (FSH00026)

170 Q127 (John Glenton, Riverside Group)

171 [Funding for Supported Housing: Consultation](#), DCLG and DWP, November 2016

172 The Salvation Army (FSH00023), paras 4–13

173 PlaceShapers (FSH00011)

174 Support Solutions UK (FSH00045)

wrong to assume that homeless people, for example, had short-term support needs, while all older people and those with disabilities needed longer-term support. The Minister for Local Government told us the Government was looking at a definition for short-term accommodation very carefully and that they would, “... provide some parameters, whether that would be as per particular sectors or a wider definition for “short-term accommodation”.”¹⁷⁵

93. We heard that very short-term supported housing was at a particular disadvantage under Universal Credit.¹⁷⁶ St Mungo’s highlighted that 20 per cent of their residents in 2015 and 2016 had stayed for less than thirty days.¹⁷⁷ With payment for Universal Credit calculated on a monthly basis, and money taking at least five weeks to arrive, providers were unlikely to receive rent owed from residents who moved out of accommodation before their first payment, or between two monthly payments. The Minister for Welfare Delivery acknowledged this and told us the Government was “keen to remove the very short-term accommodation from this model, because we can see that it does not work and is not going to work”.¹⁷⁸

94. BCHA told us that 57 per cent of their tenants moved away within the first three months of their support start date, and providers needed greater assurances that their rental costs would be met.¹⁷⁹ They told us that a system of direct payment to providers would be a more appropriate funding mechanism for very short-term accommodation, with a flexible approach of weekly or fortnightly payments. Direct payments to providers for emergency accommodation were supported by a number of organisations, including Framework Housing Association, who told us it was frustrating to need to “argue over and over again for measures that should be uncontroversial”.¹⁸⁰ They recommended that housing payments should only be made directly to residents once this had been agreed with the provider as part of an individual support plan.

95. Some providers called for a national funding mechanism for short-term supported housing. Bromford told us payments should be made directly to providers on a scheme-by-scheme basis, rather than to individuals, to ensure services were available when people need them.¹⁸¹ The LGA suggested that a separate grant for councils for the commissioning of short-term crisis accommodation could remove the need to rely on the Housing Benefit received by individual tenants.¹⁸² Hestia Housing Support, a London-based charity working with adults and children in crisis, called for a centrally commissioned and funded model for emergency accommodation, similar to the commissioning of Approved Premises by the Ministry of Justice and the commissioning of housing for Victims of Human Trafficking by the Home Office.¹⁸³ Emmaus—an organisation that provides both short-term and long-term accommodation—recommended that it, along with other similar hybrid organisations, should also sit outside the new funding mechanism and instead be funded within a national framework.¹⁸⁴

175 Q217 (Marcus Jones MP, Department for Communities and Local Government)

176 For example, Scottish Federation of Housing Associations ([FSH0057](#)), para 3.5

177 St Mungo’s ([FSH0054](#)), para 4.7 and 4.8

178 Q231 (Caroline Nokes MP, Department for Work and Pensions)

179 BCHA ([FSH0082](#))

180 Framework Housing Association ([FSH0091](#))

181 Bromford ([FSH0063](#))

182 [Local Government Association Briefing: Effect of Government proposals on supported housing](#), LGA, 29 November 2016

183 Hestia Housing Support ([FSH0040](#))

184 Emmaus UK ([FSH0062](#))

96. Some, however, cautioned against implementing multiple, complex funding mechanisms for different types of supported housing. Octavia Housing warned against the implementation of “numerous or complicated funding models that will necessitate increased administration and associated costs for both commissioners and providers”, and believed that there should instead be a “simple” funding model.¹⁸⁵ Similarly, Dr Jonathan Hobson, an expert in supported housing from the University of Gloucestershire, told us:

One of the issues that we found a lot of organisations are concerned about is complexity. The smaller providers really struggle to deal with the complexity of these issues. They do not have the staff; they do not have the expertise. We have seen smaller providers falling out of the market and being replaced by larger providers... a lot of these smaller providers have a lot of local knowledge, can be very reflective on local needs and sometimes more targeted in what they do. They are struggling with the demands of working out how they are going to provide this service.¹⁸⁶

97. The Government is right to consider an alternative funding mechanism for very short-term accommodation, given the emergency nature of that provision and the inability of Universal Credit to reflect short-term changes in circumstance. The Government should consider a system of grants paid to local authorities so they are able to commission emergency accommodation in their areas. Local authorities should pay providers directly, so services are available when they are needed.

Refuges

98. Refuges are a distinct service that make up just one per cent of the supported housing sector.¹⁸⁷ There are 269 refuge service providers in England, providing 3,649 bed spaces across the country and sanctuary for many of the 12,000 women and 12,000 children who are forced to flee their homes each year due to domestic violence. Women’s Aid told us that women were the primary focus for the provision of refuge accommodation as they were more likely to experience coercive control, financial abuse and sexual violence, and were at greater risk of domestic homicide. Refuges are able to offer women and their children:

... a planned programme of therapeutic and practical support from staff and access peer support from other residents. This will include: access to information and advocacy; emotional support; access to specialist support workers (e.g. drugs/alcohol misuse, mental health, sexual abuse); access to recovery work; access to support for children (where needed); practical help; key work & support planning (work around support needs including e.g. parenting, finances and wellbeing); safety planning; and counselling.¹⁸⁸

Specialist support is also provided for Black Minority Ethnic (BME) women, deaf women and women with learning disabilities. Women and their children typically remain in a refuge for between 17 and 25 weeks, although one in five stay for less than a month.

99. In March 2016, the Government launched a four-year strategy for ending violence against women and girls. It aimed to ensure, “no victim is turned away from accessing

185 Octavia Housing ([FSH0031](#))

186 Q29 (Dr Jonathan Hobson, University of Gloucestershire)

187 Women’s Aid ([FSH0055](#))

188 Ibid

critical support services delivered by refuges, rape support centres and FGM and forced marriage units” by 2020.¹⁸⁹ Through this strategy, the Government committed to providing £80 million of dedicated funding to provide core support for refuges and other accommodation-based services, with specific provision for women from BME backgrounds and services for the most vulnerable with complex needs.

100. Women’s Aid said the Government had “shown solid leadership and a clear approach to responding to, tackling and reducing domestic abuse”.¹⁹⁰ However, they told us the Government’s proposed funding model for supported housing had “the potential to undermine this Government’s efforts” and the target that no woman be turned away from a refuge was at risk of not being delivered. In 2014–15, two-thirds of the 18,249 referrals for women and children were declined by refuges, of which a quarter were due to a lack of available bed space and 10 per cent were because the service was unable to meet the particular additional support needs of the women or their children.¹⁹¹ Sian Hawkins said there was “a real crisis in terms of the funding model as it is at the moment”, with a loss of 17 per cent of refuge provision between 2010 and 2014 due to local authority budget cuts and poor commissioning practices. We heard the Government’s proposals for a new funding mechanism were likely to exacerbate these problems: 67 per cent of refuges would close if the Government implemented its proposals in full, while 87 per cent would not be able to continue with their current level of service provision.¹⁹²

101. Women’s Aid told us refuges faced unique challenges within the supported housing sector, which made the current and proposed future funding mechanisms unsuitable for this type of provision. In particular, Sian Hawkins emphasised the importance of the national network that underpinned the provision of women’s refuges across the country.¹⁹³ She highlighted that 77.6 per cent of women in refuges travelled from another local authority area to access a refuge in 2015, with migration tending to balance evenly across the country.¹⁹⁴ However, the current and future proposed funding models placed too much focus on local commissioning, such that many local authorities had imposed caps—often to a level of 90 per cent—on the number of non-local women able to access a refuge. Merida, a survivor of domestic violence who lived in a women’s refuge, told us she was also aware local authorities would assess whether a person had ‘local connections’ to an area as a criterion to determine whether to rehouse someone. She explained, “In a case of domestic violence, local connections are very, very dangerous. In nine chances out of 10, your abuser knows your friends and your connections, so it is easy for them to locate you”.¹⁹⁵

102. Women’s Aid told us that the present and proposed future funding mechanism also incentivised local authorities to commission generic, lower-cost providers that would deliver “one-size fits all” short term accommodation provision, as opposed to specialised care for abused women and their children.¹⁹⁶ They feared some non-commissioned

189 [Strategy to end violence against women and girls: 2016 to 2020](#), Home Office, 8 March 2016, page 28

190 Women’s Aid ([FSH0055](#))

191 Q95 (Sian Hawkins, Women’s Aid) and Women’s Aid ([FSH0055](#))

192 Q84 (Sian Hawkins, Women’s Aid)

193 Q76 (Sian Hawkins, Women’s Aid) and Women’s Aid ([FSH0055](#))

194 Q93–4 (Sian Hawkins, Women’s Aid)

195 Q54 (Merida)

196 Women’s Aid ([FSH0055](#))

provision, often offering specialised services for BME women and other marginalised groups, might no longer be financially viable under the new funding mechanism, if local authorities decided not to include them in their allocations for top-up funding.

103. As with other forms of emergency and short-term accommodation, refuges also faced funding challenges associated with Universal Credit.¹⁹⁷ With a significant proportion of women choosing only to stay in refuges for short periods of time, the average waiting time for Universal Credit payment was not workable for many residents and created significant difficulties for refuges seeking to cover their costs. In addition, there were also concerns that the new funding model did not reflect how women with no recourse to public funds, such as those with an insecure immigration status—which accounted for just under five per cent of all women in refuges—would be able to seek financial support.

104. Women’s Aid told us a separate funding model was required for refuges, reflecting the national nature of the provision and ensuring that women and their children have access to specialised support.¹⁹⁸ They urged the Government to implement a clear accountability process for local authorities and others commissioning refuges, requiring them to implement services that met the specific needs of women and children fleeing abuse, including specific minority groups, such as BME women and children, disabled women and children, and those who have no recourse to public funds. In particular, Women’s Aid called on the Government to make a commitment that no refuge service would close or have to turn away women and children as a result of the new model of funding.

105. Refuges for women and children have unique challenges within the supported housing sector. This should be reflected in a distinct model of funding, separate to the arrangements for other forms of supported housing. In particular, it is essential that refuges are able to operate as a national network, unrestrained by admission restrictions imposed by individual local authorities and with appropriate coverage across the country. The Government should work with Women’s Aid and refuge providers to devise a separate funding mechanism for this sector, likely to require a nationwide plan for the provision of refuges, facilitated through Government grants to local authorities. The Government should reconfirm its target that “no victim is turned away from accessing critical support services delivered by refuges” by 2020.

Barriers to employment

106. We heard claims that Housing Benefit and Universal Credit created an additional barrier to work for people in higher-cost supported housing that people in lower-cost general needs accommodation did not face to the same extent.¹⁹⁹ The Government agreed that the legacy system of Housing Benefit and tax credit contained cliff edges, hours rules, earnings limits and other features which acted as a barrier to work, or to working and earning more.²⁰⁰ However, the Departments said Universal Credit had been designed with income tapers that provided clear work incentives. The Minister for Welfare Delivery explained that, from April 2017, the Universal Credit taper rate would increase such that

197 Ibid

198 Ibid

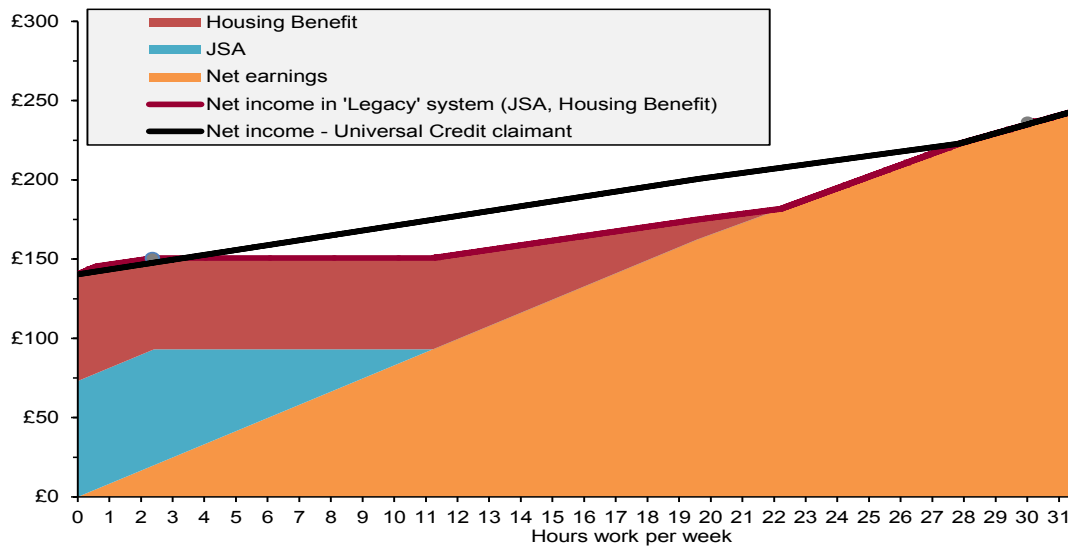
199 During the Communities and Local Government’s inquiry into ‘Homelessness’ in late 2016, they heard evidence that some supported housing tenants living in a hostel had been advised against seeking employment, as they would become liable to cover their rent costs which would be more than their income. See: [Homelessness](#), Communities and Local Government Committee’s 3rd Report of 2016–17, Paras 94–97

200 Department for Communities and Local Government and the Department for Work and Pensions ([FSH0105](#))

claimants would be able to keep 37p of their benefits for every £1 earned.²⁰¹ She told us the move to Universal Credit was an important change that enabled people to move into work and not face a cliff edge or loss of benefits. In addition, Universal Credit would not be reduced until recipients physically get their pay, so tenants would not be disadvantaged in the month between starting work and being paid.

107. Analysis undertaken by the House of Commons Library supported the Government’s view. It showed that Universal Credit would leave supported housing tenants better off by taking work, although the incentives were less clear under the legacy system of Job Seekers Allowance (JSA) and Housing Benefit. Library modelling looked at the work incentives for a single person aged 25 or over with no children in 2019/20, with rental costs for a single room covered at the Local Housing Allowance (LHA) rate, and who started a new job earning the National Living Wage. This analysis showed that Universal Credit was more generous than the legacy system had been between four and 27 hours worked, because Universal Credit did not replicate the severe pound-for-pound deduction of JSA. In addition, the legacy system left claimants with less net income if they worked between three and 12 hours than they would otherwise have been had they not been employed at all. The analysis demonstrated, therefore, that while the legacy system of JSA and Housing Benefit may have been a barrier to work for people in supported housing looking for part-time work, Universal Credit was not.

Work incentives for a single person aged 25 or over, 2019–20 (£ per week, nominal terms)
 Single aged 25 or over, no child, rental costs for single room covered at illustrative LHA rate, earning the National Living Wage



Notes: National Living Wage projected to be £8.30 per hr in 2019–20

Source: House of Commons Library calculations based upon announcements in Summer Budget 2015, Autumn Statement 2015, Budget 2016 and Autumn Statement 2016

108. Those who suggested the benefits system was a barrier to work, such as Bromford, mainly cited inefficiencies within the system—such as its inability to cope with regular changes in circumstance, or long waiting times for claims.²⁰² Many organisations also argued the taper rates were still too high. David Orr told us high taper rates were “like a

201 Q241 (Caroline Nokes MP, Department for Work and Pensions)

202 Bromford ([FSH0063](#))

very high level of tax on starting a new job”.²⁰³ Similarly, Framework Housing Association told us the problem was not that a claimant would be worse off in work, but that they were “not much better off”, and that the incentives could be improved with lower taper rates.²⁰⁴

109. Most stakeholders, however, agreed with the Government that Universal Credit was not a barrier to work. Charlotte Norman said it was a “misconception” to suggest benefits created a barrier to work, and that PlaceShapers—the national network of more than 100 community based housing associations, of which St Vincent’s is a member—had helped 60,000 people into work over the last five years, including supported housing tenants.²⁰⁵ Anne Lawn told us her organisation had carried out research into whether benefits disincentivised people from finding work, and found that they did not; they actively supported them in doing so. Emmaus—a federation of independent charities and social enterprises which provide work for 750 formerly homeless people in 28 supported communities across the UK—told us Housing Benefit did not act as a disincentive to work, citing their own tenants who were already involved in meaningful work in social enterprises, as a condition of the provision of accommodation and support.²⁰⁶ However, Emmaus did warn that the implementation of Universal Credit could undermine their support model, as it required tenants to look for and take jobs before they were ready to do so.

110. We saw the support and guidance provided by One Housing to tenants at Arlington in Camden during our visit in March 2017. We were told residents were provided with one-to-one information, advice and guidance sessions, opportunities to obtain industry-recognised qualifications, support with job searching, applications and employability skills services, and on-going support when they start work. In the 2016–17 financial year, Arlington supported 720 residents into training, 142 into volunteering positions and 228 into employment, with companies including Marks & Spencer, Ocado, John Lewis and Premier Inn.²⁰⁷

111. We heard similar views from supported housing tenants. Tessa Bolt told us she would be very keen to find work and had meetings with an employment advisor every six months.²⁰⁸ Merida expressed her view that there was nothing in Universal Credit that stopped a person going to work, and that tenants in her refuge were always encouraged to find employment.²⁰⁹ She acknowledged, however, that there was a perception amongst some women that they would not be better off in work, and that this required better information and education.

112. The Government believed that, while it was possible claimants might fear they would be worse off by taking work, this was an issue of perception, and claimants would be mistaken if they feared they lose housing support in its entirety, rather than it being reduced in the gradual and tapered way that is in fact the case.²¹⁰ The Minister for Welfare Delivery told us it was important the Government challenged this perception, and there would be an important role for DWP work coaches in conveying this message to supported housing

203 Q17 (David Orr, National Housing Federation)

204 Framework Housing Association ([FSH0091](#))

205 Q139 (Charlotte Norman, St Vincent’s Housing Association)

206 Emmaus UK ([FSH0062](#)), para 12

207 Arlington ([FSH0112](#))

208 Q49 (Tessa Bolt)

209 Q48 (Merida)

210 Department for Communities and Local Government and the Department for Work and Pensions ([FSH0105](#))

residents.²¹¹ She urged providers to encourage their residents to enter the job market and find more work once they had taken those first steps. She also suggested that improved joint working between the Department for Communities and Local Government (DCLG) and the Department for Work and Pensions (DWP) would also help to support claimants into work.

113. Many supported housing residents are unlikely to be looking for work. However, a significant number of supported housing residents are of working age and keen to find employment. It is important, therefore, that the benefits system does not create barriers or disincentives to finding work for people who wish to do so. While the legacy system of Job Seekers Allowance and Housing Benefit—with its cliff edges, hours rules, and earnings limits—may have acted as a barrier to work for people in supported housing, especially those looking for part-time work, Universal Credit has largely removed many of the main disincentives. *The Government should ensure providers are aware that supported housing tenants claiming Universal Credit will not be worse off if they seek employment. On the contrary, a job should be seen as an important milestone towards independence and self-sufficiency.*

Barriers to moving back into general needs accommodation

114. Supported housing is a valuable resource in high demand. It is important, therefore, that residents who are ready to move into general needs accommodation are able to do so. Zhan McIntyre told us one of the main barriers for people looking to leave supported housing was a lack of suitable general needs accommodation, such as one or two-bedroom flats, for people to move into.²¹² While the lack of general needs accommodation is highly relevant and a key barrier for many people looking to leave supported housing, the provision of new homes is a complex policy area that would be impossible to consider in the necessary depth within the scope of our inquiry. It is, however, addressed in more detail within the scope of the Communities and Local Government Committee's inquiry into 'Capacity in the homebuilding industry'.²¹³

115. One issue raised a number of times by stakeholders in the supported housing sector were the barriers faced by younger people arising from provisions in the benefits system. Dr Jonathan Hobson told us the problem was particularly acute for people under 35, due to funding restrictions that applied to that age group.²¹⁴ In particular, Gillian Connor highlighted the extension of the Shared Accommodation Rate (SAR) to under 35s in 2018 as a concern, noting the case of a young man in supported housing with her organisation who was ready to leave supported housing, but who had decided against moving out because the SAR rate would require him to move into unsuitable shared accommodation that could put his recovery at risk.²¹⁵

116. Concerns were also raised about recently announced changes to benefits rules that would mean future claimants of universal credit aged 18 to 21 years old would not receive housing support from April 2017.²¹⁶ We were told that this might place a further barrier

211 Q245 (Caroline Nokes MP, Department for Work and Pensions)

212 Q17 (Zhan McIntyre, SFHA)

213 [Capacity in the homebuilding industry](#), Communities and Local Government Committee, 2016–17

214 Q18 (Dr Jonathan Hobson, University of Gloucestershire)

215 Q68 (Gillian Connor, Rethink Mental Illness)

216 [The Universal Credit \(Housing Costs Entitlement for claimants aged 18 to 21\) \(Amendment\) Regulations 2017](#)

on the ability of younger people to move out of supported housing when they were ready. However, the Minister for Welfare Delivery argued there was a very long list of exemptions to this policy, saying:

I am confident that any young person who cannot return to the family home will be exempt from this policy, in addition to those who have been victims of domestic violence, those who are working 16 hours a week or the equivalent in UC, those who have been in the care system and anyone doing an apprenticeship. There is a long list of exemptions.²¹⁷

She told us the new restriction would only apply to people “who are making a lifestyle choice to leave home” and were actually “able to live with their parents or their family”.²¹⁸

117. We also heard that recent budget cuts had made it harder to provide floating support in general needs accommodation. Sense told us the closure in July 2015 of the Independent Living Fund (ILF)—discretionary Government funding provided to approximately 18,000 disabled people to enable them to live in the community, rather than in more intensive care—had made it more difficult to help people to live more independently in their own homes.²¹⁹ Gillian Connor said the fall in Supporting People funding in recent years had also made it harder to help supported housing tenants move into general needs accommodation.²²⁰ She told us many of the individuals her organisation supported had very high needs, requiring at least 10 hours a week of home care, but that often only one or two hours a week were being offered by local authorities, which was not sufficient. Anne Lawn suggested the higher costs associated with sheltered housing were often smaller than what would be the cost of providing the necessary level of home care to elderly people in a general needs environment.²²¹

118. It is important that people are able to leave supported housing when they are ready to do so, for their own independence and to free up valuable space for other vulnerable people. Lack of appropriate general needs accommodation and of funding to give people a necessary level of support in their own homes are key barriers to helping people move on. For younger people, benefits restrictions further limit their choices as they look to leave supported housing.

119. *The Government should ensure the benefits system does not discourage people from leaving supported housing when they are ready to do so. Benefits restrictions that may be justified in the private rented sector should not be applied to those looking to leave supported housing. The Government should therefore extend the exemption from the Shared Accommodation Rate to younger tenants wishing to leave supported housing. We also recommend that 18 to 21 year olds leaving supported housing be eligible for Housing Benefit, unless in the view of the supported housing provider, it is appropriate for them to return home. This would give them a greater choice of appropriate accommodation and encourage them to move out of supported housing more quickly when they are ready, freeing up valuable housing for other vulnerable people. We further recommend*

217 Q246 (Caroline Nokes MP, Department for Work and Pensions)

218 Q254 and Q247 (Caroline Nokes MP, Department for Work and Pensions)

219 Q69 (Anne Lawn, Sense)

220 Q69 (Gillian Connor, Rethink Mental Illness)

221 Q66 (Anne Lawn, Sense)

that, in response to this report, the Government clearly set out how 18 to 21 year olds leaving supported housing will be assessed for eligibility for Housing Benefit against existing exemptions.

Conclusion

120. During our inquiry, we met some of the 700,000 people who live in supported housing across the UK, from older people and those with learning and physical difficulties, to survivors of domestic violence. All had a very similar message: supported housing gives them the dignity of independence, while ensuring they have the support they need. It is a cost-effective system, which the Government acknowledges saves in the region of £3.5 billion per year, through lower costs for the NHS, social care and criminal justice systems. It is also a system in considerable demand, with a reported 17,000 shortfall in supported housing places; a figure that could double within the next three years without Government intervention.

121. The Government has chosen to reform the funding mechanism for this vital sector, citing the need for improved oversight of quality and value for money, greater strategic commissioning based on local need, and a desire to integrate the system within the existing structures of Universal Credit. We support these objectives, but have asked the Government to reflect on whether its proposed funding mechanism is best placed to meet them. In particular, we have been concerned by reports of providers choosing to postpone or cancel investment decisions, as well as increased levels of anxiety amongst vulnerable tenants who fear they may no longer have the guarantee of a home for life. Stakeholders have made suggestions for an improved funding mechanism that would have greater focus on the actual cost of provision, and be sophisticated enough to reflect the considerable diversity of provision in the sector.

122. Our recommendations seek to improve the Government's proposals, and make sure it is able to deliver on its ambition to create a sustainable, long-term funding solution for supported housing that boosts the provision of high quality homes, while providing a better life for tenants.

Conclusions and recommendations

1. Most supported housing is exceptionally good value for money, providing significant cost savings for the wider public sector, while maximising quality of life for tenants. However, while the majority of this provision is of a very high standard, some tenants told us there were schemes of a disappointingly poor quality. This can have especially damaging consequences for the most vulnerable tenants. There is currently limited oversight of the quality of provision in some areas, especially in England, and the Government is right to focus on this issue in its funding proposals. We agree with the Minister for Welfare Delivery that the oversight arrangements in Scotland are better than they are in England, and believe lessons can be learned from the Scottish system to make the system of oversight in England simpler and more robust. (Paragraph 31)
2. *The Government should establish a set of national standards to enable monitoring of the quality of provision in all supported housing in England and Wales. These should have a specific emphasis on improving the quality of life that tenants experience in supported housing. All providers should be registered with their local authority, whether or not their services have been commissioned locally. Local authorities should undertake annual inspections of all supported housing schemes in their area to ensure a minimum standard of provision.* (Paragraph 32)
3. *Tenants must be able to make complaints about the quality of the service they are receiving without fear of the consequences. However, current redress mechanisms in England are unsatisfactory and require a thorough review by the Government. The Government should ensure tenants are appropriately and adequately supported in seeking redress where the quality of the service they receive is inadequate.* (Paragraph 33)
4. We agree with the Government that it is necessary to find a long-term, sustainable funding mechanism that ensures quality, provides value for money, and which protects and boosts the supply of supported housing. However, we are concerned the Government's funding proposals, as they stand, are unlikely to achieve these objectives. (Paragraph 38)
5. The Local Housing Allowance (LHA) rate is an inappropriate starting point for a new funding mechanism for supported housing. The LHA rate is a measure for general needs housing in the private rented sector and bears no necessary relationship to the cost of providing supported housing. The Government proposed its new funding model on the basis that there was a correlation between the LHA rate and the cost of providing supported housing in different areas. However, the evidence we have received strongly suggests there is no such correlation. For many providers, especially those who own their properties outright, the cost of provision is remarkably consistent across the country. The Government's proposals mean some areas will have a far greater reliance on a local top-up than others, which could create a disparity in the supply of homes and services offered in different parts of the country. (Paragraph 46)
6. We are concerned the Government does not seem to be aware of the impact its funding proposals are already having on the supported housing sector. The evidence we received is clear that some providers are reconsidering their investment plans

in light of concerns around the long-term reliability of funding, with many others fearing they will be forced to reduce existing levels of provision. It is a further indication that the Government is not meeting its stated objectives, in this case to protect and boost the supply of supported housing. On the contrary, current shortfalls in provision are expected to become substantially worse over the next decade without immediate Government intervention. (Paragraph 52)

7. *It is essential that the Government's funding proposals do not threaten the future supply of supported housing. The Government should undertake an assessment of the final funding proposal to assess its impact on the future provision of supported housing. This information should be provided to the successor Work and Pensions Committee and Communities and Local Government Committee in the new Parliament.* (Paragraph 53)
8. Stakeholders in the supported housing sector identified clear principles they thought should underpin a new funding mechanism. It should:
 - Reflect the actual cost of provision, which is largely consistent across the country;
 - Incentivise investment in all regions equally, not only the highest-value areas;
 - Be sophisticated enough to reflect the diversity of provision in the sector, recognising that costs vary substantially and a funding mechanism that works well for older people might not be appropriate for those with more complex needs;
 - Not introduce uncertainty into the long-term housing arrangements of vulnerable people.

With these principles in mind, we propose an alternative basis for the Government's new funding mechanism for supported housing. (Paragraph 60)

9. *The Government should introduce a Supported Housing Allowance, with a system of bandings for different types of provision and a cap within each band. The Supported Housing Allowance would be calculated according to a formula made up of two elements: a fixed amount that reflects the cost of provision, which is consistent between geographical areas; and a smaller, variable amount that reflects differences in land values in each area. The Government should work with the sector to identify bandings that adequately reflect the diversity of provision and variation in costs in the sector.* (Paragraph 61)
10. *The Supported Housing Allowance should be sufficient to ensure supported housing tenants only require recourse to locally-administered top-up funding in exceptional circumstances. To meet the Government's objective for greater oversight of quality and value for money in the sector, tenants should only be eligible for the Supported Housing Allowance if they live in accommodation registered for regular inspection by their local authority.* (Paragraph 62)
11. *A capital grant scheme should be introduced for new supported housing developments. This would mean that, even when the cost of land varied between high and low value areas, core rent and service charges for new accommodation would remain largely*

consistent with existing supported housing stock. Reducing the cost differences between old and new supported housing would simplify the funding mechanism, permitting greater oversight of costs and value for money, while reducing risk for providers and encouraging additional investment in the sector. The provision of public land for new supported housing, as highlighted by West Kent Housing Association (Paragraph 44), is a form of capital grant scheme that could benefit the sector. (Paragraph 63)

12. A Supported Housing Allowance would refocus the funding mechanism towards the actual costs of providing supported housing, as opposed to where it is being provided. It would better reflect the fact that the cost of provision is broadly similar in different areas, reducing the large disparities that exist in the LHA rate and limiting disincentives for providers to focus new provision in areas where the LHA rate is highest. We believe a Supported Housing Allowance could be achieved at no additional cost to the Government. (Paragraph 64)
13. We are aware of the lack of enthusiasm from local authorities for a ring fence that is insufficiently flexible to allow them to be innovative and respond appropriately to demand. However, providers were clear that the ring-fence must be sufficiently robust to provide reassurance to investors and protect traditionally less well served client groups. Governments are unable to bind their successors and it is therefore difficult to provide a truly long-term guarantee for any ring-fence—an inherent consequence of the ring-fence based funding mechanism proposed by the Government—but it is important to investors that certainty is provided for as long as possible. (Paragraph 72)
14. *The Government should guarantee the ring-fence around local authority top-up funding for supported housing for the duration of the next Parliament, and provide a clear indication of its desire for the fund to remain in the long-term. The Government should review existing guidance and statutory duties to ensure they are comprehensive enough to ensure no vulnerable groups are left behind under the new funding mechanism. (Paragraph 73)*
15. It is vitally important local authorities are given the time and resources to collate the information they need to accurately estimate current and future allocations of top-up funding for supported housing. The dangers of miscalculating requirements or having inconsistent approaches to data collection are severe and would put vulnerable people at risk, as well as leading to higher costs for the wider public sector. (Paragraph 79)
16. *The Government should ensure local authorities have sufficient guidance, time and resources to collect the necessary data for the review of current and future need in their areas, even if this requires retaining the current arrangements for a longer period of time. Central funding of the top-up should be guaranteed for at least the duration of the next Parliament, to provide greater certainty to local authorities' funding cycles and long-term commissioning plans. Funding levels should be kept under regular review to ensure the top-up fund keeps pace with increases in the cost of provision and changes in local demand for different services. (Paragraph 80)*
17. Local authorities are confident they will be able to administer the new top-up funding, if they are given sufficient additional funding to carry out the new commissioning

and oversight responsibilities. The Government will also need to carefully consider how funding and administrative responsibilities should be allocated within two-tier authority areas, given the existing division of responsibilities for administering housing benefit and commissioning health and social care services. *The Government should consult with local authorities to ensure they have the resources they need to administer the top-up funding. This should be separate from, and in addition to, the funding provided for disbursement to tenants in supported housing.* (Paragraph 85)

18. *There is a strong case for piloting the new funding model prior to a phased implementation. The Government has proposed significant changes to the way in which supported housing is funded, which will require considerable adjustment by both providers and local authorities. The Government must prioritise ensuring its new model works, protecting vulnerable residents, over and above meeting any self-imposed delivery deadlines.* (Paragraph 89)
19. The Government is right to consider an alternative funding mechanism for very short-term accommodation, given the emergency nature of that provision and the inability of Universal Credit to reflect short-term changes in circumstance. *The Government should consider a system of grants paid to local authorities so they are able to commission emergency accommodation in their areas. Local authorities should pay providers directly, so services are available when they are needed.* (Paragraph 97)
20. *Refuges for women and children have unique challenges within the supported housing sector. This should be reflected in a distinct model of funding, separate to the arrangements for other forms of supported housing. In particular, it is essential that refuges are able to operate as a national network, unrestrained by admission restrictions imposed by individual local authorities and with appropriate coverage across the country. The Government should work with Women's Aid and refuge providers to devise a separate funding mechanism for this sector, likely to require a nationwide plan for the provision of refuges, facilitated through Government grants to local authorities. The Government should reconfirm its target that "no victim is turned away from accessing critical support services delivered by refuges" by 2020.* (Paragraph 105)
21. Many supported housing residents are unlikely to be looking for work. However, a significant number of supported housing residents are of working age and keen to find employment. It is important, therefore, that the benefits system does not create barriers or disincentives to finding work for people who wish to do so. While the legacy system of Job Seekers Allowance and Housing Benefit—with its cliff edges, hours rules, and earnings limits—may have acted as a barrier to work for people in supported housing, especially those looking for part-time work, Universal Credit has largely removed many of the main disincentives. *The Government should ensure providers are aware that supported housing tenants claiming Universal Credit will not be worse off if they seek employment. On the contrary, a job should be seen as an important milestone towards independence and self-sufficiency.* (Paragraph 113)
22. It is important that people are able to leave supported housing when they are ready to do so, for their own independence and to free up valuable space for other vulnerable people. Lack of appropriate general needs accommodation and of funding to give

people a necessary level of support in their own homes are key barriers to helping people move on. For younger people, benefits restrictions further limit their choices as they look to leave supported housing. (Paragraph 118)

23. *The Government should ensure the benefits system does not discourage people from leaving supported housing when they are ready to do so. Benefits restrictions that may be justified in the private rented sector should not be applied to those looking to leave supported housing. The Government should therefore extend the exemption from the Shared Accommodation Rate to younger tenants wishing to leave supported housing. We also recommend that 18 to 21 year olds leaving supported housing be eligible for Housing Benefit, unless in the view of the supported housing provider, it is appropriate for them to return home. This would give them a greater choice of appropriate accommodation and encourage them to move out of supported housing more quickly when they are ready, freeing up valuable housing for other vulnerable people. We further recommend that, in response to this report, the Government clearly set out how 18 to 21 year olds leaving supported housing will be assessed for eligibility for Housing Benefit against existing exemptions.* (Paragraph 119)
24. Our recommendations seek to improve the Government's proposals, and make sure it is able to deliver on its ambition to create a sustainable, long-term funding solution for supported housing that boosts the provision of high quality homes, while providing a better life for tenants. (Paragraph 122)

Formal Minutes

The Communities and Local Government and Work and Pensions Committees met concurrently, in accordance with the provisions of Standing Order No. 137A (Select committees: power to work with other committees).

Tuesday 25 April 2017

Members present:

<i>Communities and Local Government Committee</i>	<i>Work and Pensions Committee</i>
Clive Betts	Heidi Allen
Helen Hayes	Karen Buck
Kevin Hollinrake	James Cartlidge
Alison Thewliss	Richard Graham

Helen Hayes was called to the Chair, in accordance with the provisions of Standing Order No. 137A (1) (d).

The Committees deliberated, in accordance with Standing Order No. 137A (1) (b).

Draft Report (*Future of supported housing*), proposed by the Chair, brought up and read.

Ordered, That the Chair's draft Report be considered concurrently, in accordance with Standing Order No. 137A (1) (c).

Ordered, That the Chair's draft Report be read a second time, paragraph by paragraph. Paragraphs 1 to 122 read and agreed to.

Summary agreed to.

COMMUNITIES AND LOCAL GOVERNMENT COMMITTEE

The Work and Pensions Committee withdrew.

Helen Hayes in the Chair

Clive Betts	Alison Thewliss
Kevin Hollinrake	

Consideration of report by Communities and Local Government Committee

Draft Report (*Future of supported housing*), proposed by the Chair, brought up and read.

Resolved, That the draft Report prepared by the Communities and Local Government and Work and Pensions Committees be the Twelfth Report of the Committee to the House.

Ordered, That the provisions of Standing Order No. 137A (2) be applied to the Report.

Ordered, That the Chair of the Communities and Local Government Committee make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

WORK AND PENSIONS COMMITTEE

The Communities and Local Government Committee withdrew

Richard Graham in the Chair

Heidi Allen

James Cartlidge

Karen Buck

Richard Graham

Consideration of report by Work and Pensions Committee

Draft Report (*Future of supported housing*), proposed by the Chair, brought up and read.

Resolved, That the draft Report prepared by the Communities and Local Government and Work and Pensions Committees be the Tenth Report of the Committee to the House.

Ordered, That the provisions of Standing Order No. 137A (2) be applied to the Report.

Ordered, That the Chair of the Work and Pensions Committee make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

Tuesday 21 February 2017

Question number

David Orr, Chief Executive, National Housing Federation, **Zhan McIntyre**, Policy Lead, Scottish Federation of Housing Associations, **Dr Jonathan Hobson**, Academic Subject Leader Social Sciences, University of Gloucestershire

[Q1–39](#)

Tuesday 7 March 2017

Tessa Bolt, **John Wood**, **Joe Coffin**, **Robert Davidson**, **Merida Taylor**

[Q40–59](#)

Joe Oldman, Policy Adviser (Housing and Transport), Age UK, **Jane Ashcroft CBE**, Chief Executive, Anchor, **Anne Lawn**, Head of Operations, Sense, **Gillian Connor**, Head of Policy and Development, Rethink Mental Illness

[Q60–74](#)

Sian Hawkins, Campaigns and Public Affairs Manager, Women's Aid, **Denise Hatton**, Chief Executive, YMCA England, **Lisa Hubbard**, Senior Support Officer, Working Chance

[Q75–98](#)

Tuesday 14 March 2017

John Glenton, Executive Director of Care and Support, Riverside Group, **Charlotte Norman**, Chief Executive, St Vincent's Housing Association, **Frank Czarnowski**, Chief Executive, West Kent Housing Association

[Q99–141](#)

Cllr Viv Kendrick, Kirklees Council, **Cllr Rebecca Rennison**, London Borough of Hackney, **Liz Slater**, Service Lead, Assessment, Planning and Options, Southampton City Council

[Q142–177](#)

Tuesday 28 March 2017

Mr Marcus Jones MP, Parliamentary Under-Secretary of State (Minister for Local Government), Department for Communities and Local Government, **John Hall**, Deputy Director, Housing Support, DCLG, **Caroline Nokes MP**, Parliamentary Under-Secretary of State for Welfare Delivery, Department for Work and Pensions, **Peter Searle**, Director, Working Age Benefits, DWP

[Q178–264](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

FSH numbers are generated by the evidence processing system and so may not be complete.

- 1 Accord Group ([FSH0102](#))
- 2 Age UK ([FSH0101](#))
- 3 Almshouse Association ([FSH0020](#))
- 4 Alpha Homes ([FSH0052](#))
- 5 AmicusHorizon Housing Association ([FSH0088](#))
- 6 Anchor ([FSH0058](#))
- 7 Anchor, Hanover and Housing & Care 21 Housing Associations ([FSH0010](#))
- 8 ARCO (Associated Retirement Community Operators) ([FSH0089](#))
- 9 BCHA ([FSH0082](#))
- 10 Black Country Housing Group ([FSH0035](#))
- 11 Bromford ([FSH0063](#))
- 12 Centrepoint ([FSH0103](#))
- 13 CESSA HA ([FSH0028](#))
- 14 Christian Action Housing ([FSH0042](#))
- 15 CIH ([FSH0092](#))
- 16 Clinks ([FSH0046](#))
- 17 Community Housing Cymru ([FSH0084](#))
- 18 Crosby Housing Association ([FSH0043](#))
- 19 Department for Communities and Local Government and the Department for Work and Pensions ([FSH0105](#))
- 20 East Thames Ltd (part of L&Q group) ([FSH0078](#))
- 21 Emmaus UK ([FSH0062](#))
- 22 Erosh ([FSH0016](#))
- 23 Essex County Council ([FSH0090](#))
- 24 Family Mosaic Housing ([FSH0096](#))
- 25 Fortis Living Housing Association ([FSH0017](#))
- 26 Framework Housing Association ([FSH0091](#))
- 27 Golden Lane Housing ([FSH0064](#))
- 28 Grand Union Housing Group ([FSH0027](#))
- 29 Greater London Authority ([FSH0098](#))
- 30 Greater Manchester Housing providers & local authorities ([FSH0086](#))
- 31 Gwent Welfare Reform Partnership ([FSH0051](#))
- 32 Hanover Housing Association ([FSH0021](#))
- 33 Harrow Council ([FSH0039](#))

- 34 Havant Housing Association ([FSH0026](#))
- 35 Hestia Housing & Support ([FSH0040](#))
- 36 Home Group ([FSH0110](#))
- 37 Homeless Action Scotland ([FSH0077](#))
- 38 Homeless Link ([FSH0100](#))
- 39 Housing & Care 21 ([FSH0038](#))
- 40 Housing for Women ([FSH0069](#))
- 41 Housing Support Enabling Unit ([FSH0036](#))
- 42 Hull Churches Housing Association ([FSH0072](#))
- 43 Impact Housing Association ([FSH0044](#))
- 44 Inclusion Housing ([FSH0005](#))
- 45 Incommunities ([FSH0073](#))
- 46 Institute of Revenues, Rating and Valuation ([FSH0076](#))
- 47 Kent County Council ([FSH0066](#))
- 48 Kirklees Council ([FSH0030](#))
- 49 Knightstone Housing Association ([FSH0018](#))
- 50 Knowsley Supported Living Provider Forum ([FSH0080](#))
- 51 Lady Iveta Kurpniece ([FSH0006](#))
- 52 LB Hackey ([FSH0050](#))
- 53 Learning Disability Voices ([FSH0060](#))
- 54 Lifeways Group ([FSH0075](#))
- 55 London Borough of Lambeth ([FSH0047](#))
- 56 mcch ([FSH0012](#))
- 57 Mencap ([FSH0037](#))
- 58 Metropolitan ([FSH0048](#))
- 59 Midland Heart ([FSH0074](#))
- 60 Mr Cyril Bezant ([FSH0024](#))
- 61 Mr Martin Mellors ([FSH0015](#))
- 62 Mr Steven Hayes ([FSH0001](#))
- 63 National Housing Federation ([FSH0007](#))
- 64 New Charter Group ([FSH0061](#))
- 65 Nottingham Trent University ([FSH0099](#))
- 66 Octavia Housing ([FSH0031](#))
- 67 Papworth Trust ([FSH0032](#))
- 68 Paragon Community Housing Ltd ([FSH0056](#))
- 69 PlaceShapers ([FSH0011](#))
- 70 Prison Reform Trust ([FSH0104](#))
- 71 Refuge ([FSH0106](#))

- 72 Renfrewshire Council ([FSH0041](#))
- 73 Reside Housing Association ([FSH0083](#))
- 74 Rethink Mental Illness ([FSH0108](#))
- 75 S&A Homes ([FSH0025](#))
- 76 Scottish Federation of Housing Associations ([FSH0109](#))
- 77 Scottish Federation of Housing Associations ([FSH0057](#))
- 78 Scottish Women's Aid ([FSH0094](#))
- 79 Sense ([FSH0008](#))
- 80 Shelter ([FSH0022](#))
- 81 Simon Cramp ([FSH0107](#))
- 82 Solihull MBC ([FSH0049](#))
- 83 South Gloucestershire Council ([FSH0081](#))
- 84 South Yorkshire Housing Association ([FSH0033](#))
- 85 Southampton City Council ([FSH0071](#))
- 86 St Basils ([FSH0087](#))
- 87 St Mungo's ([FSH0054](#))
- 88 Stockport Homes ([FSH0013](#))
- 89 Stonewater ([FSH0059](#))
- 90 Support Solutions UK ([FSH0045](#))
- 91 The Housing Link ([FSH0068](#))
- 92 The Riverside Group Ltd ([FSH0009](#))
- 93 The Salvation Army ([FSH0023](#))
- 94 The YOU Trust ([FSH0053](#))
- 95 Thirteen Group ([FSH0079](#))
- 96 Waltham Forest Housing Association ([FSH0014](#))
- 97 whg ([FSH0085](#))
- 98 Women's Aid ([FSH0055](#))
- 99 YMCA ([FSH0034](#))

List of Reports from the Communities and Local Government Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website.

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2016–17

First Report	100 per cent retention of business rates: issues for consideration	HC 241
Second Report	Pre-appointment hearing with the Government's preferred candidate for the post of Chair of the Homes and Communities Agency	HC 41
Third Report	Homelessness	HC 40 (CM 9443)
Fourth Report	Government interventions: the use of Commissioners in Rotherham Metropolitan Borough Council and the London Borough of Tower Hamlets	HC 42 (CM 9345)
Fifth Report	The draft Homelessness Reduction Bill	HC 635
Sixth Report	Pre-appointment hearing with the Government's preferred candidate for the post of Local Government Ombudsman	HC 737
Seventh Report	Public Parks	HC 45
Eighth Report	Adult social care: a pre-Budget report	HC 47
Ninth Report	Adult social care	HC 1103
Tenth Report	Capacity in the home building industry	HC 46
Eleventh Report	2015–17 Parliament: Legacy Report	HC 1146
First Special Report	Housing associations and the Right to Buy: Homes and Communities Agency response to the Committee's Second Report of Session 2015–16	HC 902

Session 2015–16

First Report	Devolution: the next five years and beyond	HC 369 (CM 9291)
Second Report	Housing associations and the Right to Buy	HC 370 (CM 9416, 2016–17)
Third Report	Department for Communities and Local Government's consultation on national planning policy	HC 703 (CM 9418, 2016–17)
First Special Report	Child sexual exploitation in Rotherham: Ofsted and further government issues: Ofsted Response to the Committee's Ninth Report of Session 2014–15	HC 435

Second Special Report Private rented sector: the evidence from banning letting agents' fees in Scotland: Government Response to the Committee's Eighth Report of Session 2014–15

HC 434

List of Reports from the Work and Pensions Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website.

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2016–17

First Report	BHS	HC 54
Second Report	The future of Jobcentre Plus	HC 57 (HC 965)
Third Report	Intergenerational fairness	HC 59 (HC 964)
Fourth Report	Concentrix	HC 720 (HC 1006)
Fifth Report	Support for ex-offenders	HC 58 (HC 1044)
Sixth Report	Defined benefit pension schemes	HC 55
Seventh Report	Disability employment gap	HC 56
Eighth Report	Response to the Government's consultation on corporate governance reform	HC 995
Ninth Report	Employment opportunities for young people	HC 586
First Special Report	Communication of the new state pension: Government Response to the Committee's Eighth Report of Session 2015–16	HC 229
Second Special Report	Support for the bereaved: Government Response to the Committee's Ninth Report of Session 2015–16	HC 230
Third Special Report	Benefit delivery: Government Response to the Committee's Fourth Report of Session 2015–16	HC 522
Fourth Special Report	In-work progression in Universal Credit: Government Response to the Committee's Tenth Report of Session 2015–16	HC 585
Fifth Special Report	Automatic enrolment: Government Response to the Committee's Eleventh Report of Session 2015–16	HC 610
Sixth Special Report	Intergenerational fairness: Government Response to the Committee's Third Report of Session 2016–17	HC 964
Seventh Special Report	The future of Jobcentre Plus: Government Response to the Committee's Second Report of Session 2016–17	HC 965
Eighth Special Report	Concentrix: Government Response to the Committee's Fourth Report of Session 2016–17	HC 1006
Ninth Special Report	Support for ex-offenders: Government Response to the Committee's Fifth Report of Session 2016–17	HC 1044

Session 2015–16

First Report	Pension freedom guidance and advice	HC 371 (Cm 9183)
Second Report	Welfare to work	HC 363 (HC 720)
Third Report	A reconsideration of tax credit cuts	HC 548
Fourth Report	Benefit delivery	HC 372 (HC 522)
Fifth Report	The local welfare safety net	HC 373 (HC 924)
Sixth Report	Understanding the new state pension – interim report on pension statements	HC 550
Seventh Report	Communication of state pension age changes –interim report	HC 899
Eighth Report	Communication of the new state pension	HC 926 (HC 229)
Ninth Report	Support for the bereaved	HC 551 (HC 230)
Tenth Report	In-work progression in Universal Credit	HC 549 (HC 585)
Eleventh Report	Automatic enrolment	HC 579 (HC 610)
First Special Report	Progress with automatic enrolment and pension reforms: Government and Financial Conduct Authority responses to the Committee’s Fourth Report of Session 2014–15	HC 375
Second Special Report	Improving Access to Work for disabled people: Government response to the Committee’s Second Report of Session 2014–15	HC 386
Third Special Report	Benefit Sanctions: Beyond the Oakley Review: Government Response to the Committee’s Fifth Report of Session 2014–15	HC 557
Fourth Special Report	Pension freedom guidance and advice: Financial Conduct Authority Response to the Committee’s First Report of Session 2015–16	HC 719
Fifth Special Report	Welfare-to-work: Government Response to the Committee’s Second Report of Session 2015–16	HC 720
Sixth Special Report	The local welfare safety net: Government Response to the Committee’s Fifth Report of Session 2015–16	HC 924



Department for
Communities and
Local Government



Department
for Work &
Pensions

Funding Supported Housing:

Policy Statement and Consultation



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Ministerial Foreword

Supporting the most vulnerable people in our society is a priority for the Government, and we value the important role that supported housing plays. We are committed to protecting and boosting the supply of supported housing. It is also an integral part of the wider social housing sector, which we will be reviewing through the upcoming Social Housing Green Paper.

We recognise that we need to make some changes to the way in which supported housing is funded. Local areas don't have sufficient control or oversight of provision and it is not always possible to ensure value for money for tenants or the taxpayer. As demand for help to live independently grows, we also need a funding model that is fit for the future and can support the delivery of new much needed supply as well as making best use of existing supported homes.

In the Autumn Statement 2015, we announced our intention to apply the Local Housing Allowance rates to social rents, including supported housing, with effect from 2018. The implementation date was subsequently deferred to April 2019.

Since then, we have listened carefully to the concerns raised by the social housing sector and other key stakeholders about the issues that this measure would present. As the Prime Minister has recently announced, in response to those concerns the Government will not apply the Local Housing Allowance rates to tenants in supported housing, nor to the wider social rented sector.

Last year we also committed to reform the funding of housing costs for supported housing. Since then we have worked with many from the supported housing sector (including providers, local authorities, charities and academics) to develop a fully sustainable funding model. We are pleased to announce today that we have heard their views and concerns, and we are bringing forward a flexible funding approach that works for this very diverse sector.

What has been clear through our conversations is that a one-size-fits-all approach will not work and our new funding regime is tailored to the three main types of supported housing:

- sheltered and extra care housing (usually designated for older people, but including some working age tenants);
- short-term supported housing (for those in crisis such as those fleeing domestic violence and homeless people with support needs, or shorter term transitional help for those with substance misuse problems or vulnerable young people, such as care leavers); and
- long-term housing (for those with long-term needs, such as people with learning or physical disabilities, or mental ill health).

Sheltered housing and extra care will continue to be funded in the welfare system, and we will be introducing a 'Sheltered Rent' from April 2020, a type of social rent that recognises the vital role that these homes play in supporting older and vulnerable people and acknowledges the higher costs of these types of housing compared to general needs housing. This will see gross eligible rent (rent inclusive of eligible service charges) regulated by the social housing regulator. We will set appropriate rates for sheltered and extra care housing costs, established in consultation with the sector. Welfare

arrangements for people living in all types of supported housing will apply across Great Britain, but rent policy is a devolved matter for the Scottish and Welsh Governments.

Short-term supported housing will be funded through a new ring-fenced grant to local authorities in England. The Government recognises that supported housing is of vital importance to vulnerable people so it is our intention that this ring-fence will be retained in the long term in order to protect this important provision and the vulnerable people it supports. The amount of short term supported housing grant funding will be set on the basis of current projections of future need (as informed by discussions with local authorities) and will continue to take account of the costs of provision in this part of the sector. In Wales and Scotland, an equivalent amount will be provided and it will be for those administrations to decide how best to allocate funding.

Long-term supported housing will remain funded via the welfare system, as it is currently. While this provision will continue to be funded by the welfare system, we will work with the sector to manage costs and ensure the best outcomes for tenants, whilst providing the sector with the certainty of future funding that it needs.

We are also seeking to improve local planning for supported housing and commissioning across service areas and have set out proposals for a National Statement of Expectation and local level strategic planning to underpin the new funding regime. This will support better, joined-up working across local areas to deliver the best outcomes for vulnerable people, to ensure that public funding is being used effectively and efficiently, and to plan for new supply to meet future demands.

These important and necessary changes will take time to implement, and it is crucial that the support provided to people is not interrupted or put in doubt, which is why these changes will now commence from April 2020 rather than April 2019.

It is our aim through making these changes to provide funding security to providers by allowing them to make long term investment decisions and therefore secure future supply. These changes will also ensure value for money for the taxpayer, enable councils to have a stronger role in providing appropriately for their local areas, and support better outcomes for tenants.

We are keen to ensure our proposals will work for the sector and welcome your views in the two consultations launched today.

We have also considered the important role of refuges and calls from some of the sector to nationalise the funding and commissioning of this. The Government was clear in its Violence Against Women and Girls (VAWG) Strategy that refuges provide a vital service. We appreciate the need for certainty and we strongly believe that a local approach will ensure the best outcomes for vulnerable renters in crisis and emergency supported housing. Local authorities are best placed to understand and meet local needs, and to take a holistic view on both housing and support provision. The Government has already committed (in the 2016/20 Violence Against Woman and Girls Strategy) to review the current approach to refuge provision in England by November 2018. We will need to pay particular attention to the funding of care and support costs as we do this, and will continue to work closely with this sector to make good our commitment.

It is vital that we continue to support the most vulnerable in our society, and have a sustainable supported housing sector which is fit for the future, providing value for money for those that pay for it and, most importantly, positive outcomes for those who call it home.

Minister for Local Government

**Parliamentary Under Secretary of State
for Family Support, Housing and Child
Maintenance**

Marcus Jones MP

Caroline Dinenage MP



October 2017

Section 1: Policy Statement

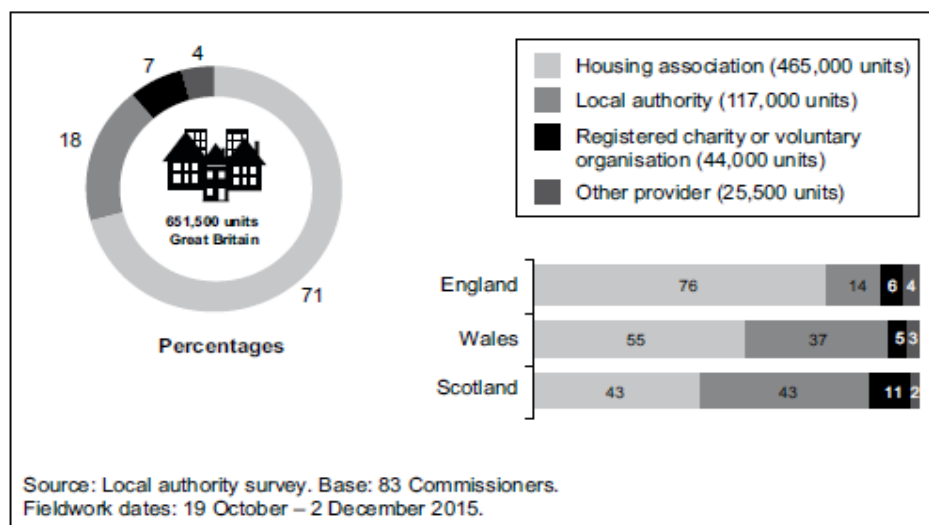
Chapter 1: Supported housing: a case for change

What is supported housing?

1. One of the Government's most fundamental roles is to protect the most vulnerable people in our society. Strong and sustainable supported housing is vital to help underpin this obligation.
2. Supported housing is any housing scheme where accommodation is provided alongside care, support or supervision to help people live as independently as possible in the community.
3. It covers a range of different housing types, including hostels, refuges, supported living complexes, extra care schemes and sheltered housing. It is enormously diverse, with different types of provision meeting different levels of need – and often multiple needs.
4. People who live in supported housing may include:
 - Older people with support needs;
 - People with learning and physical disabilities;
 - Individuals and families at risk of or recovering from homelessness;
 - People recovering from drug or alcohol dependency;
 - Offenders and ex-offenders;
 - Vulnerable young people (such as care leavers or teenage parents);
 - People with mental ill health; and
 - People at risk of domestic abuse.
5. There are approximately 651,500 supported homes in Great Britain, the majority in England (85%), and at any one time there are around 716,000 people living in supported housing.¹ Social landlords are the main providers, with housing associations providing the majority (71%), alongside local authorities and third sector providers. A small proportion is provided by the private sector.

¹ Imogen Blood & Associates, Housing & Support Partnership and Ipsos Mori (2016), *Supported accommodation review*, <https://www.gov.uk/government/publications/supported-accommodation-review>

Figure 1: Profile of supported housing by landlord type across Great Britain²



Why is supported housing important?

6. Supported housing provides vital support to some of our country's most vulnerable people. It helps many people to lead independent lives or turn their lives around, and is a vital service for a country that works for all.
7. DCLG analysis estimates that the net fiscal benefit of capital investment in supported housing is £3.53 billion per year.³ It is an investment which brings savings to other parts of the public sector, such as health and social care and the NHS, helping those services to deliver better outcomes for vulnerable people.
8. Supported housing also underpins a range of policy objectives across Government. For example, it supports our commitment to tackle homelessness through prevention, provides refuge for people fleeing domestic abuse, and tackles poverty and disadvantage by helping vulnerable people transition to independent living.
9. The Government has a strong track record in safeguarding supported housing and boosting new supply. For example, people living in most forms of supported housing have not been subject to welfare reforms such as the household Benefit Cap. We have also delivered over 27,000 new supported homes in England between 2011 and 2017.

² Ibid

³ Based on the Frontier Economics report for the Homes and Communities Agency on Specialist Housing in 2010: Frontier Economics (2010) Financial benefits of investment in specialist housing for vulnerable and older people: <https://www.frontier-economics.com/documents/2014/06/financial-benefits-of-investment-frontier-report.pdf>

Future challenges

10. Demand for help to live independently is set to rise as the population ages and medical advances are able to help more people with acute health conditions and disabilities to enjoy longer lives. Projections suggest that the overall number of supported homes may need to rise across Great Britain from 650,000 to 845,000 by 2030 (30% increase), particularly among older people (35% increase on current demand) and people with disabilities (53% increase).⁴
11. The Government is clear that ensuring people have a safe and secure home is a priority. As part of this, the Secretary of State for Communities and Local Government recently announced a Green Paper on Social Housing in England – a wide-ranging, top-to-bottom review of the issues facing the sector, which will also consider broader issues of place, community and the local economy. It will include a framework for social housing tenants' complaints; this is to ensure their complaints are taken seriously and are dealt with properly, and to make sure tenants have clear, timely avenues to seek redress should things go wrong.
12. We are working across Government and with local partners to meet the challenge of helping to maintain vulnerable people's independence now as well as planning to meet growing future demand for services. This includes:

A focus on prevention:

- We have committed £550 million until 2020 to tackle homelessness and rough sleeping, as well as implementing the most ambitious legislative reform in decades, the Homelessness Reduction Act.
- The Government's new Drugs Strategy outlines measures to support recovery from dependence. This includes a new National Recovery Champion to ensure adequate housing is available to help people turn their lives around.⁵
- Our Violence against Women and Girls Strategy sets out our ambition that no victim of abuse is turned away from the support they need, as well as emphasis on earlier intervention to prevent the escalation of abuse.⁶ The Government will review the provision of refuges in England and will report back on this by November 2018.
- Ensuring offenders have suitable accommodation when released is vital to reduce reoffending. A special interest group, convened by the Ministry of Justice, will report next year on how to help offenders secure or retain suitable housing.

⁴ DCLG & DH commissioned research by Personal Social Services Research Unit of London School of Economics (2017), *Projected demand for supported housing in Great Britain 2015 to 2030*, http://eprints.lse.ac.uk/84075/1/Wittenberg_Projected%20demand_2017_author.pdf

⁵ See: <https://www.gov.uk/government/news/new-drug-strategy-to-safeguard-vulnerable-and-stop-substance-misuse>

⁶ See: <https://www.gov.uk/government/publications/strategy-to-end-violence-against-women-and-girls-2016-to-2020>

Helping people in their own homes and communities:

- The Department of Health has invested over £1 billion since 2010 in the Disabled Facilities Grant, which helps people to stay in their homes by funding adaptations.⁷
- The Transforming Care Programme is ensuring that people with learning disabilities are cared for in the most appropriate way, reducing unnecessary hospital stays.⁸
- Government has committed £1 billion a year by 2020/21 for mental health services, including putting Crisis Resolution and Home Treatment teams on a 24/7 footing.

Boosting new supply and upgrading existing supported housing:

- DCLG's Affordable Homes Programme has committed £400 million to build 8,000 new supported homes by 2020, and the Department of Health's Care and Support Specialised Housing (CASSH) fund is investing £200 million to build over 6,000 supported homes.
- The Department of Health launched a £25 million fund for housing and technology, supporting people with a learning disability to live as independently as possible.⁹ £40 million was invested in the Homelessness Change/Platform for Life programme to upgrade homeless hostels and improve health facilities.¹⁰

Supporting timely move-on:

- The Government has allocated £100 million to a programme which will deliver at least 2,000 low cost 'move on' accommodation places to enable people leaving hostels and refuges to make a sustainable recovery from homelessness.¹¹
- The £2 billion of increased funding for affordable homes, announced by the Prime Minister in October, will also help to boost supply, providing more homes for people to move on to.¹²

⁷ See: <https://www.gov.uk/government/publications/disabled-facilities-grant>

⁸ See: <https://www.england.nhs.uk/learning-disabilities/care/>

⁹ See: <https://www.gov.uk/government/news/funds-to-improve-housing-for-people-with-learning-disabilities>

¹⁰ See: <https://www.gov.uk/government/publications/homelessness-change-and-platform-for-life-funds-2015-to-2017-allocations>

¹¹ Budget 2016, see page 39

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/508193/HMT_Budget_2016_Web_Accessible.pdf

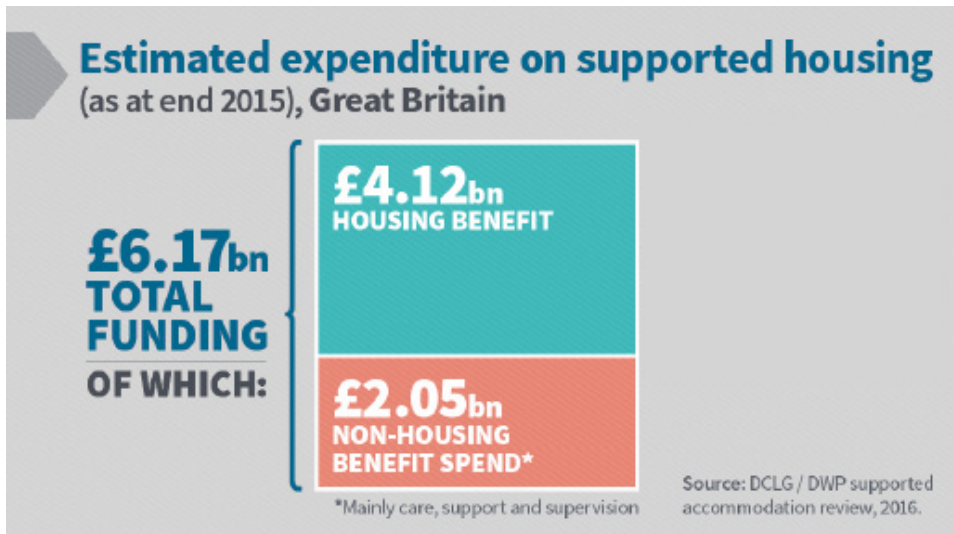
¹² See: <https://www.gov.uk/government/news/2-billion-boost-for-affordable-housing-and-long-term-deal-for-social-rent>

13. At the heart of meeting vulnerable people’s needs both now and in the future is developing a workable and sustainable funding model for supported housing.

Funding for supported housing

- 14. Funding for supported housing is complex and comes from a variety of sources, with ‘housing’ costs and ‘support’ costs being met separately. This is important in allowing people to access the right level of support in their own homes, and in supporting people to live independently.
- 15. Around £4.12 billion of Housing Benefit is spent on meeting *housing* related costs (rent and eligible service charges) for supported housing – representing around 17 percent of total Housing Benefit expenditure. Around a further £2.05 billion from a variety of sources, including local authority adult social care and housing and homelessness funding, covers *support* and *care* services.¹³
- 16. Around 79 percent of older people in supported housing claim Housing Benefit to help them meet housing costs, as do 97 percent of working-age people in supported housing.¹⁴

Figure 2: Expenditure on Supported Housing



Case for change

17. There are three clear reasons for seeking to reform the funding of housing costs for supported housing:

¹³ See: <https://www.gov.uk/government/publications/supported-accommodation-review>

¹⁴ See: <https://www.gov.uk/government/publications/supported-accommodation-review>

- I. **To secure supply now and in the future;**
- II. **To strengthen focus on outcomes, oversight and cost control; and**
- III. **To ensure it works with the modernised welfare system.**

To secure supply now and in the future

18. With demand set to increase in the next few decades, the changes made to the system now will be vital in securing the future of the sector. We need to build a system which is better able to manage this increasing demand, making it even more important that spending provides value for money and is targeted effectively, and that providers are able to develop new supported housing supply.
19. It will also be vital that we make best use of existing provision (especially optimising move-on from short-term accommodation).

To strengthen focus on outcomes, oversight and cost control

20. We want to ensure effective control of spending to deliver value for money, including appropriate move on for individuals. This will also help us to meet growing demand.
21. We want the quality of services, and a focus on outcomes for the people who use them, to be at the forefront of supported housing provision. For example, many local authorities have said they would welcome an enhanced commissioning role, especially for short-term accommodation, and more oversight of non-commissioned providers.

To ensure it works with the modernised welfare system

22. A new funding mechanism for short-term supported housing is required to work alongside Universal Credit (UC). UC is a benefit for working age people, both in and out of work, which replaces six existing benefits, and is being rolled out to a 2022 deadline. UC provides simplicity, ease of access and improved work incentives for all claimants, including those individuals living in supported housing.
23. Universal Credit is designed to reduce welfare dependency and mirrors the world of work, where most people are paid monthly. However, for short-term supported housing we have designed a tailored approach to meet the particular circumstances of the vulnerable people who live there, who may have only a short stay of less than a month or require payments to more than one landlord in order to move on to more appropriate housing at the right time.

Objectives for a new supported housing funding model

24. We have four key objectives in reforming the funding model:
 - I. **People-focused:** the funding model should ensure that local areas can provide the support vulnerable people need, ensuring they have good quality homes. It should

also maintain a focus on outcomes including, where appropriate, facilitating timely move-on to independent living;

- II. **Funding certainty:** the model should provide certainty for developers in current and future funding in order to support the delivery of much needed new supply when and where it is needed;
- III. **Flexible and deliverable:** the model must be workable for commissioners and providers, including being simple enough to implement; and
- IV. **Value for money:** the model should ensure that the costs represent value for money for tenants, and for taxpayers, whilst maintaining the long term sustainability of the sector.

Working with the sector to develop a solution

- 25. Last year we announced plans to fund supported housing costs above the Local Housing Allowance (LHA) rate through a top-up fund. We have listened to the views of the sector through their response to our consultation; through their participation in our Task and Finish groups; and through their involvement in the joint CLG/WP Select Committee.¹⁵¹⁶ We have heard the concerns raised, and it is clear that an alternative model would better secure supply.
- 26. Over the past year we have worked with supported housing commissioners and providers, representatives of supported housing tenants, as well as the devolved administrations, to establish what a workable and sustainable funding model for the sector should look like. In particular, detailed work with Task and Finish groups has been crucial in establishing new funding models – as far as possible we have incorporated their recommendations in this policy statement.
- 27. The summary of consultation responses and independent reports of the Task and Finish Groups have been published today alongside this policy statement, as well as the Department’s response to the Joint Select Committee report.
- 28. Through this process, most of the sector told us that they agree with the general principle of reform; that they needed long term certainty over funding; that local areas should be involved in planning and commissioning; that the diversity of the sector merited diverse funding models; and that they needed the appropriate time to implement the changes.
- 29. This Policy Statement seeks to reflect these views and incorporate recommendations where possible. To get the funding model right, we need to continue the constructive conversation we have started. We are therefore seeking further views from the sector on specific aspects of the model, to ensure it is designed in a way that works for providers, commissioners and tenants alike. You can contribute to this by responding to one, or both, of the consultations being launched today (see Section 2 and Section

¹⁵ The Government established four Task and Finish Groups (TFG), made up of sector representatives, to independently consider in detail some of the key issues included in the Funding for Supported Housing consultation document. They considered: Fair Access to Funding; Local Roles, oversight and older people; New Supply; and Short Term Accommodation.

¹⁶ See: <https://publications.parliament.uk/pa/cm201617/cmselect/cmcomloc/867/86702.htm>

3). We will continue to work closely with the supported housing sector as we prepare for implementation in 2020.

Chapter 2: A new approach to funding supported housing

The new funding models

30. It is clear that any new funding model for supported housing cannot be one-size-fits-all, and must meet the needs of a diverse sector. For the purposes of funding supported housing, we consider there to be three broad groups:

- **Sheltered housing and extra care supported housing:** this is housing usually designated for older people with support needs, which helps them stay independent for longer. However, working-age tenants can and do reside in this accommodation, where appropriate. This provision is often described as on a 'continuum', with sheltered housing used to describe housing for residents with lower-level support needs, while extra care is accommodation that has been designed for older people with higher care and support needs. There is little or no expectation for tenants to move on into unsupported accommodation; typically low turnover of tenants; low to medium housing costs; and high projected demand for increased future provision.
- **Short-term and transitional support:** for example housing for homeless people with support needs, those fleeing domestic abuse, vulnerable young people, offenders, and those with drug and alcohol misuse problems. There are high expectations for tenants to move on into unsupported accommodation; high turnover of tenants; high housing costs; and lower projected demand for increased provision.
- **Long-term support:** for example housing for people with learning or physical disabilities or mental ill health, as well as highly specialised supported housing, with little expectation for tenants to move on into unsupported accommodation; low turnover of tenants; medium to high housing costs; and medium projected demand for increased future provision.

31. Based on sector feedback from our consultation, the Select Committee inquiry, and Task and Finish groups, we have developed a three-pronged approach to funding supported housing in England. This reflects the needs of diverse client groups through a diverse set of funding models:

- i. **A 'Sheltered Rent' – for those in sheltered and extra care housing**
 - For sheltered and extra care housing, often for older people but also including working-age tenants.
 - Introducing a 'Sheltered Rent', a type of social rent, which keeps funding for sheltered and extra care housing in the welfare system.
 - Better cost control, as the social housing regulator will use existing powers to regulate gross eligible rent (rent inclusive of eligible service charges) charged by registered providers. We are seeking views on the appropriate level to set gross eligible rent at through our consultation.
 - This model will come in to effect from 2020.

- This will provide the certainty providers need in order to invest in future supply, whilst providing enhanced cost controls and ensuring value for money for the taxpayer, and good outcomes for tenants.
- II. **Local Grant Fund – for short-term and transitional supported housing**
- For short-term and transitional supported housing – including supported housing for homeless people with support needs, people fleeing domestic abuse, people receiving support for drug and alcohol misuse, offenders and young people at risk.
 - 100% of this provision will be commissioned at a local level, funded locally through a ring-fenced grant, and underpinned by a new local planning and oversight regime. This means all the funding for housing costs (including rent and eligible service charges) that were previously met from Housing Benefit, will instead be allocated to local authorities to fund services that meet the needs of their local areas.
 - This model will come in to effect from 2020.
 - As per the recommendations of the Joint Select Committee inquiry, this removes short-term accommodation costs from the welfare system and provides local areas with more oversight and control over the provision in their areas.
 - An individual's entitlement for help with their housing costs (through Housing Benefit or the housing cost element of Universal Credit) will be unchanged.
- III. **Welfare System (Housing Benefit/Universal Credit) – for long-term supported housing**
- For long-term supported housing – including supported housing for those with learning disabilities, mental ill health and physical disabilities, as well as highly specialised supported housing.
 - As Local Housing Allowance rates will no longer be applied, 100% of housing costs (rent inclusive of eligible service charges) will continue to be funded as at present through the welfare system (subject to the application of the existing housing benefit/Universal Credit rules).
 - The Government will work with the sector to develop and deliver improvements to cost control, quality and outcomes.

Local strategic planning and oversight

32. The Task and Finish groups were clear that to achieve the best outcomes for supported housing tenants, local areas needed to work strategically and collaboratively with local partners, with the appropriate level of oversight and guidance from the Government. Therefore, alongside the new funding models, a new planning and oversight regime will be introduced to ensure that local areas are best able to provide for their vulnerable citizens, and that the accommodation represents both quality and value for money:

- a. **Local strategic plan:** local authorities will be asked to produce a local plan, setting out how funding will be used to meet identified local needs;
- b. **Needs assessment:** local authorities will be asked to undertake a needs assessment to identify current provision and future need for all supported housing groups;

- c. **Local partnerships:** local partners will be encouraged to develop local partnerships between upper and lower tier authorities, local commissioners and providers to plan and deliver provision to meet local need;
- d. **Grant conditions:** the conditions attached to the short-term supported housing grant will set out how provision should be planned for, deployed and monitored;
- e. **Non-statutory guidance:** this will set out in more detail what local authorities should consider in establishing and operating through a new local supporting infrastructure for the short-term supported housing grant;
- f. **National Statement of Expectation:** this will set general expectations for the supported housing sector, including fair use of funding, a focus on individual outcomes, value for money and quality of provision, as well as arrangements for clients to move out of supported housing, and expectations of local authorities when dealing with people without a local connection; and
- g. **Important role for the regulator** in sheltered and extra care housing. Under the Sheltered Rent model, the social housing regulator will also regulate gross eligible rent. This will see them acting in the same capacity as they currently do for net rents, using existing powers: providers will be required to submit data on their gross eligible rents, and where there are apparent discrepancies from the permitted rent levels, the regulator will seek further assurance that the provider is compliant with the rent standard. Any breaches may be reflected in the provider's published governance judgement. The regulator already performs this role for 'Affordable Rent'.

What the models deliver

33. These models seek to meet our stated objectives and meet the current issues set out in Chapter 1 by delivering:

- **A model fit for now and the future** – securing future supply by providing funding certainty, protecting and making best use of current provision, and recognising the diversity of the sector in varied funding models that are deliverable across client groups.
- **A model which focuses on outcomes, oversight and cost control** – ensuring quality provision for vulnerable tenants and a stronger role for local areas, whilst ensuring value for money for tenants and the taxpayer.
- **A model that works with the modernised welfare system** – by funding short-term provision through a locally administered grant.

34. These new funding regimes will come in to effect from April 2020, reflecting the views from the sector that earlier implementation will be hard to achieve. This will allow us time to work extensively with the supported housing sector on the details, ensuring they will be ready to deliver under a new model and test our approach where possible.

35. The following sections set out the models in more detail. The draft National Statement of Expectation published today sets out further detail of new oversight arrangements and the role for local areas, alongside two consultations that seek sector views on specific elements of the model. We will continue to work closely with the sector as we develop these plans over the coming months.

36. Long-term supported housing will continue to operate under the current funding arrangements in the welfare system, but we will work with the sector to identify how stronger oversight and better outcomes can be achieved and costs controlled.

Chapter 3: Sheltered and extra care housing: Sheltered Rent

Sheltered and extra care housing

37. Sheltered and extra care housing is a home to hundreds of thousands of vulnerable people across the country; their safety and quality of life is paramount. This type of housing both supports people to live independently for longer, ensuring more fulfilling lives for their residents, and brings wider savings to other public services, in particular to NHS and social care budgets. Reports have suggested that the net benefit of providing capital investment in supported housing for older people is £219 million, with most of the benefits coming from preventing costly hospital stays or residential care.¹⁷
38. Seventy one percent of all supported housing is sheltered and extra care housing units, and the majority of tenants are older people.¹⁸ Projections suggest the numbers of supported homes for older people may need to increase from 460,000 to 625,000 by 2030 (a 35% increase).¹⁹ It is therefore vital that the future supply of sheltered housing is secure to continue protecting these groups of people.

The new funding model

39. Our Task and Finish groups were clear that new funding models should promote future provision and growth, and therefore provide secure funding. The Select Committee inquiry also highlighted how essential this is. We will ensure this security by introducing 'Sheltered Rent', a type of social rent, which keeps funding for sheltered and extra care housing in the welfare system, offering providers funding certainty. At the same time it is essential that we ensure value for money for the taxpayer and empower vulnerable tenants. To this end, the social housing regulator will use existing powers to regulate gross eligible rent (rent inclusive of eligible service charges) for sheltered and extra care housing, in the way that we already do for 'Affordable Rent'. This model offers long-term funding sustainability, and important but proportionate new cost control and oversight measures.
40. We will continue to work with the devolved administrations to ensure the future model works for Scottish and Welsh supported housing.
41. While the majority of sheltered and extra care housing residents are over pension age, a small proportion are working-age. The Government recognises the important role this accommodation plays in these people's lives and that in some cases it might suit local

¹⁷ Frontier Economics report for the Homes and Communities Agency on Specialist Housing in 2010: Frontier Economics (2010) Financial benefits of investment in specialist housing for vulnerable and older people, see: <https://www.frontier-economics.com/documents/2014/06/financial-benefits-of-investment-frontier-report.pdf>

¹⁸ Imogen Blood & Associates, Housing & Support Partnership and Ipsos Mori (2016), *Supported accommodation review*, <https://www.gov.uk/government/publications/supported-accommodation-review>

¹⁹ DCLG & DH commissioned research by Personal Social Services Research Unit of London School of Economics (2017), *Projected demand for supported housing in Great Britain 2015 to 2030*, http://eprints.lse.ac.uk/84075/1/Wittenberg_Proyected%20demand_2017_author.pdf

circumstance to ensure working-age people can be housed there. We are committed to protecting these residents.

42. The key features of the new model, which will come in to effect from 2020, are:

- **Funding certainty:** 100% of housing costs funding (rent and eligible service charge) will remain in the welfare system (subject to existing benefit rules), protecting provision by ensuring providers have a secure source of income, and enabling important investment in future supply. As we have made clear, the Government is committed to maintaining funding for supported housing;
- **Flexible and deliverable:** the new model maintains funding in the welfare system as called for by the sector, and rates will be reflective of actual costs. The policy maintains the link to formula rent (which is partly based on local factors) and it is intended that the overall level for Sheltered Rent will fairly reflect the variety of provision across this very diverse sector;
- **Value for money:** 'Sheltered Rent' will increase value for money in this part of the sector by increasing cost controls in England. To do this, the social housing regulator will use existing powers to regulate gross eligible rent (rent inclusive of eligible service charges), as it already does for Affordable Rent. Annual caps on gross eligible rent increases will also be set; and
- **People-focused:** the new model will seek to empower tenants, working with the sector to drive up standards. As part of these reforms we will oblige providers to publish breakdowns of their service charges. This new approach will enable tenants to compare their service charges with those of other providers and, where they feel these are unreasonable, take action. We also intend, through the consultation, to work with the sector to identify ways to drive up standards, improve outcomes and share best practice.

43. The Sheltered Rent approach means that we will set an overall cap on the amount that providers can charge in gross eligible rent (rent inclusive of eligible service charges) on each unit of sheltered or extra care provision. It will also, as we currently do for net rents, cap annual increases. It will be determined in accordance with the following model:

Sheltered Rent = ((Formula rent +/- 10% flexibility for supported housing) + (£X for eligible service charge) up to a level of £Y).

44. As mentioned above we have committed to bring existing supply into the system at their existing level. New supply will be subject to the cap.

45. This model builds on existing rent controls – net rents will, as currently, be determined in accordance with the rent formula, including the 10% flexibility for supported housing – and legislation applicable to service charges. Under s.19 Landlord and Tenant Act 1985 a service charge is not payable if it is not 'reasonably incurred'. There are two aspects to this: (i) whether the action taken in incurring the costs is reasonable; and, (ii) whether the cost is reasonable.

46. We will be working with the sector, and through the consultation, to explore the appropriate allowance for eligible services to build in to the Sheltered Rent model. We

are therefore keen to understand what drives variations in eligible service charges in both sheltered and extra care, and how we can ensure the model is fair.

47. The Select Committee and a number of other representatives across the sector have suggested that we use a banded approach to reflect variety of provision across the sector. We are interested in understanding more about this and will be working with the sector on the design of the approach.
48. Sheltered Rent will apply to sheltered and extra care properties where the rent to date has been set at a social or formula rent (rents set under “Affordable Rents” are already regulated on a gross rent basis).
49. To deliver Sheltered Rent, gross eligible rent will be regulated from April 2020 via a new Rent Standard, but where relevant providers will need to continue to comply with the rent reduction requirements to the end of their 2019-20 rent year. The Government has already announced its intention to reinstate the previous CPI+1% limit on annual rent increases for 5 years after the end of the rent reduction period. We will consider, through the consultation, how this will apply to Sheltered Rent.
50. The social housing regulator will be responsible for regulating gross eligible rent. This will see them acting in the same capacity as they currently do for net rents (and for gross rents for homes let at an ‘Affordable Rent’); monitoring compliance and (where necessary) using their enforcement powers.
51. Alongside this, a new planning and oversight regime will ensure that local areas are best able to provide supported housing for their vulnerable citizens. Local authorities will be asked to work in partnership with other local partners (including tenants or representatives) to produce a local strategic plan for supported housing, and to undertake an assessment of provision and need for all supported housing groups. A National Statement of Expectation (see draft at Section 4) will encourage local authorities to adopt the strategies, planning and ways of working that we are keen to see regarding older people’s sheltered and extra care housing, alongside wider supported housing. Further detail on the oversight regime is set out in the next chapter.
52. We will also further consult with the sector to agree an exact definition of ‘sheltered’ and ‘extra care’ for the purposes of this new funding model.

Chapter 4: Short-term supported housing: grant funding

Short term accommodation

53. We propose to define short-term accommodation as:

Accommodation with support, accessed following a point of crisis or as part of a transition to living independently, and provided for a period of up to two years or until transition to suitable long-term stable accommodation is found, whichever occurs first.

54. This would include hostels, refuges and safe houses, which account for nine percent of total supported housing provision. This provision is also shown to have the highest proportion of new clients to existing units (i.e. a higher turnover) than any other form of provision in the sector. This reflects the often transitory nature of this provision.²⁰

55. Under our definition, short-term supported housing may be provided for a period of up to two years or until transition to suitable long-term stable accommodation is found, whichever occurs first. This would include housing providing short-term support to:

- People experiencing or at risk of domestic abuse;
- People experiencing homelessness with support needs;
- Vulnerable young people (such as care leavers or teenage parents);
- Offenders and ex-offenders;
- People with mental ill health;
- People with drug and alcohol support needs;
- Vulnerable armed forces veterans; and
- Other groups with emergency or short-term transitional support needs (such as refugees with support needs).

The new funding model

56. As set out in Chapter 1, we recognise the need for a tailored approach for the vulnerable people living in short-term supported housing.

57. Following discussions with the supported housing sector, we have designed a new grant funding model for short-term supported housing. This means provision will be commissioned at a local level, funded locally through a ring-fenced grant, and underpinned by a new local planning and oversight regime. All the funding for housing costs (including rent and eligible service charges) that were previously met from Housing Benefit, will instead be allocated to local authorities to fund services that meet the needs of their local areas. This will give local authorities an enhanced role in planning, funding and commissioning short-term supported housing in their area. It will

²⁰ Imogen Blood & Associates, Housing & Support Partnership and Ipsos Mori (2016) Supported accommodation review, see: <https://www.gov.uk/government/publications/supported-accommodation-review>

entirely remove short-term supported housing from the welfare system (Housing Benefit and the housing element in Universal Credit). However, an individual's entitlement for help with their housing costs (through Housing Benefit or the housing cost element of Universal Credit) will be unchanged.

58. The Government recognises that supported housing is of vital importance to vulnerable people so it is our intention that this ring-fence will be retained in the long term in order to protect this important provision and the vulnerable people it supports. The amount of short-term supported housing grant funding will be set on the basis of current projections of future need (as informed by discussions with local authorities) and will continue to take account of the costs of provision in this part of the sector.
59. In Wales and Scotland an equivalent amount will be provided and it will be for those administrations to decide how best to allocate the funding. As previously committed, the UK Government will ensure that the devolved administrations receive a level of funding in 2020-21 equivalent to that which would otherwise have been available through the welfare system.
60. In line with the recommendation of the Select Committee inquiry, the new model, which will come in to effect from 2020, will offer:
- **People-focused:** local authorities will produce Supported Housing Strategic Plans, alongside needs assessments, to set out how they will meet the specific requirements of their local areas and residents. Funding for bed spaces (rather than directly to/for the individual) will also help people to move in to work and become independent without fears over how to pay high rents from a low income.
 - **Funding certainty:** our Task and Finish groups were clear that a new funding model should enable future provision and growth, and therefore provide secure funding. Grant funding will be allocated to local authorities as a ring-fenced grant, with a requirement to report on spend twice a year, including a breakdown of spend for different client groups. It will fund the provision, rather than the individual – tenants in short-term accommodation will no longer pay rent, as this will be funded by local authorities through the grant. This will provide more funding certainty to providers in the short and long-term. We will work with local government and the welfare system to ensure that grant allocations for short-term supported accommodation in 2020-21 match the sums that would otherwise have been paid out in each local area to pay for housing costs through the welfare system. The amount of short-term supported housing grant funding will be set on the basis of current projections of future need (as informed by discussions with local authorities) and will continue to take account of the costs of provision in this part of the sector;
 - **Flexibility and deliverability:** the model will give local authorities an enhanced role in planning, commissioning and delivering supported housing to meet local needs; and
 - **Value for money:** local authorities will be required to seek value for money in commissioning services as well as ensuring those most in need are provided access to supported homes as well as timely move on where appropriate to make best use of provision.
61. Funding will switch from being paid through the welfare system to being paid as a grant from DCLG to local authorities using existing powers under Section 31 of the Local Government Act 2003. This will include detailed grant conditions which will be

supported by non-statutory guidance setting out our key requirements for delivery, including expectations around length of stay. We will work with the DWP and local authorities to determine local grant allocations, which will be equivalent to what would otherwise have been spent on short-term accommodation through Housing Benefit and Universal Credit in each local area in 2020-21. We are also very clear that every vulnerable individual needing to stay in short-term supported accommodation who would be eligible to have their housing costs supported through the welfare system will continue to have their housing costs met through our funding model for short-term accommodation.

62. Given the need for cross-boundary co-operation and planning, in two-tier local authority areas DCLG plans to allocate the grant for short-term supported housing to the upper tier authority, as per the recommendations of our Task and Finish groups. This will be used to fund provision in agreement with districts in line with the strategic plan.
63. As per the recommendations of the Task and Finish groups, we will work with the sector to ensure we have the appropriate information on supply, needs and costs in order to assess the appropriate level of grant. That process starts today with a consultation on the model (see Section 3).

Assessing need and fair access to funding

64. The Task and Finish groups recommended that to achieve the best outcomes for short-term supported housing tenants, local authorities need to work strategically and collaboratively with local partners (including tenants or representatives) to produce a local strategic plan for supported housing, and to undertake an assessment of provision and need for all supported housing groups. They were also clear that ring-fenced funding should be tied to relevant grant conditions that ensure the appropriate level of oversight and guidance from the Government.
65. Therefore, in order to ensure that the grant accurately assesses need and provides fair access to funding, we will ask local authorities to produce a supported housing strategic plan, and undertake a needs assessment, as conditions of the grant. They will also be asked to develop the strategic plan in partnership with the district authorities, as well as with relevant partners including Public Health England, Police and Crime Commissioners, Domestic Abuse and Sexual Violence Partnerships, probation services, Clinical Commissioning Groups, Adult Social Care Boards, Health and Wellbeing Boards, and others such as local providers and neighbouring local authorities.
66. When drawing up the plans local authorities should draw on existing strategies and plans, such as their Homelessness Strategy, their Violence against Women and Girls Strategy, their Housing Strategy, and their Drug Strategy. The plan should include:
 - description of provision for all client groups who may need short-term supported housing (including perceived challenging groups such as those with drug/alcohol dependencies and ex-offenders and offenders);
 - description of provision for groups with no local connection – like ex-offenders, offenders, and people fleeing domestic violence;

- detail of joint working with other out-of-boundary local authorities (in particular to support individuals without a local connection who need to use supported housing); and
- detail on consultation with relevant partners including Public Health England, Police and Crime Commissioners, Domestic Abuse and Sexual Violence Partnerships, probation services, Clinical Commissioning Groups, Adult Social Care Boards, Health and Wellbeing Boards, and others such as local providers and neighbouring local authorities.

67. The strategic plan will include a needs assessment of all supported housing in the local area, including short-term supported housing. In two-tier authorities the upper tier must consult with lower tiers and other public bodies. The assessment should include:

- a profile of existing provision;
- description of current demand;
- how need will be met for named client groups including those fleeing domestic abuse, ex-offenders and offenders, people with alcohol and drug dependencies;
- detail of known demand for supported housing for individuals without a connection to the local area; and
- description of any current or projected gaps in provision.

68. We recognise that this type of housing helps some of the most vulnerable people in our society, including those fleeing domestic abuse and who need access to a refuge (potentially in an area to which they have no local connection). Refuges will be funded as set out in the model above, on a local basis, with expectations set out in the supporting oversight regime (including on supporting those without a local connection). We believe that local authorities are best placed to deliver better outcomes for vulnerable renters in crisis and emergency supported housing as they understand local needs and can take a holistic view on both housing and support provision.

69. Furthermore, under our new model, refuges will be funded on a provision basis, rather than funding the individual. An individual who finds themselves in need of emergency supported housing would not have to pay rent, as the bed space would be directly commissioned and funded by the local authority. This will give providers more certainty as regards funding, enabling them to plan for the short and long term. The oversight regime will set out expectations regarding helping those with no local connection.

70. We also encourage local authorities to work together closely so that no-one is turned away - in line with our Priorities for Domestic Abuse Services which we developed with partners from the domestic abuse sector. The Government has already committed (in the 2016/20 Violence Against Woman and Girls Strategy) to review the current approach to refuge provision in England by November 2018. We will need to pay particular attention to the funding of care and support costs as we do this, and will continue to work closely with this sector to make good our commitment to the victims of these terrible crimes.

71. This model will work for local authorities by giving them more flexibility to plan for local need; work for providers by removing the need to manage benefit claims; and support individuals by ensuring they can take up work without putting their housing at risk.

Chapter 5: Long-term supported housing

72. Long-term supported housing is typically designed for working-age tenants (although not exclusively) and is an extremely diverse part of the sector. It includes, for example, housing for people with learning or physical disabilities or mental ill health, as well as extremely specialised housing, where costs are much higher than other parts of the sector. We are committed to protecting this provision.
73. Whilst some providers in this sector are registered, a number will not be as they are smaller and offer bespoke, specialist provision. For example, some charities may not be private registered providers of social housing.
74. As this sector is vitally important to very vulnerable people on a long-term basis, we are keen to ensure that the sector has the funding certainty it needs to commit to much needed future supply. It is also right that where higher costs are warranted in this sector, they can be met.
75. Applying Sheltered Rent (outlined in Chapter 3) may not be appropriate, given the diversity of this part of the sector, and the fact that many providers are not registered. As LHA rates will no longer apply to the social sector, we will continue to fund 100 percent of housing costs (rent and eligible service charges) for long-term supported housing through the welfare system (Housing Benefit/Universal Credit), subject to the benefit rules.
76. We will be working with the sector in England to develop and deliver an approach that will ensure greater cost control while driving up outcomes for vulnerable people. As part of this, we expect local authorities to begin developing an understanding of this provision in their areas now, and to think about ways to ensure better cost control.

Chapter 6: Timetable and next steps

77. The new funding regimes will be effective from April 2020.

78. This document begins the consultation process on key design components of the funding models. While the framework for the new funding models has been set, the consultations seek views on key system design elements to ensure the models will work for tenants, commissioners, providers and developers. We will also be engaging closely with the supported housing sector outside of the consultation, working collaboratively with the sector as we move in to the implementation stage.

79. The consultations can be found at Sections 2 and 3, and will run for 12 weeks until 23 January 2018.

80. There will be a further, more detailed consultation next year linked to the new funding design for sheltered and extra care provision, as part of the new rent standard.

81. We will also be working with local authorities in due course, as per the recommendations of our Task and Finish groups, to consider the appropriate level of new burdens funding required to implement these models.

Section 2: Consultation on housing costs for sheltered and extra care accommodation

Scope of the consultation

Topic of this consultation:	This consultation seeks views on the design of the Government's new housing costs funding model for sheltered and extra care accommodation, in England.
Scope of this consultation:	Housing costs for sheltered housing and extra care accommodation in England
Geographical scope:	These proposals relate to England only, though we would nevertheless welcome comments from respondees across Great Britain.
Impact assessment:	Public sector equality duty assessment has been completed as part of consideration of this policy.

Basic Information

To:	This consultation is aimed at supported housing commissioners and providers, developers and investors, residents and those who represent their views.
Body/bodies responsible for consultation:	The Secretary of State for Communities and Local Government and Secretary of State for Work and Pensions
Duration:	This consultation will last for 12 weeks from 31 st October (closing on 23 rd January)
Enquiries:	For any enquiries about the consultation please contact: supportedhousing.shelteredextracare@communities.gsi.gov.uk
How to respond:	You can email your response to the questions in this consultation to: supportedhousing.shelteredextracare@communities.gsi.gov.uk If you are responding in writing, please make it clear which questions you are responding to. Written responses should be sent to: Housing Support Division Fry Building,

2 Marsham St,
Westminster, London
SW1P 4DF

When you reply it would be very useful if you confirm whether you are replying as an individual or submitting an official response on behalf of an organisation and include:

- your name,
- your position (if applicable),
- the name of organisation (if applicable),
- an address (including post-code),
- an email address, and
- a contact telephone number

Introduction

1. This consultation seeks views on the Government's proposed new housing costs funding model from April 2020 for sheltered and extra care housing in England, as set out in the policy statement in Section 1. It is aimed at local authorities, supported housing providers and people living in sheltered and extra care supported housing and their families.
2. It follows our earlier wider consultation in 2016 on funding for supported housing more broadly, and subsequent work with sector in the last year. It reflects, as far as possible, the feedback from our consultation, recommendations from the Joint Select Committee report, and the recommendations of our Task and Finish groups. We are also consulting on the funding model for short-term accommodation - please see Section 3.
3. The details of the funding model are explained in detail in Section 1, Chapter 3. The key elements of the new model are:
 - introducing a 'Sheltered Rent', keeping 100% of funding for housing costs (rent and eligible service charges) in the welfare system;
 - rent controls for sheltered and extra care will apply to gross eligible rent (rent inclusive of eligible service charges), with limits on annual increases;
 - an overall cap for Sheltered Rent. However, we have committed to bring existing supply into the system at their existing level. New supply will be subject to the cap, and we are consulting on what that level should be.
 - the social housing regulator will regulate gross eligible rent, as it already does for 'Affordable Rent';
 - a new planning and oversight regime will assist local areas in ensuring they are best able to provide supported accommodation for their vulnerable citizens;
 - comes in to effect in 2020; and
 - will apply to sheltered and extra care housing only, and will not apply to other long-term supported housing (e.g. long-term accommodation for those with learning disabilities).
4. We believe this provides the certainty the sector needs in order to secure existing and new provision whilst ensuring greater oversight and value for money. We have also kept in mind the Government's policy objective of ensuring enhanced local planning and strategic alignment.
5. We will work further with the sector outside of this consultation on:
 - the technical details of how providers enter the new system, and how the system responds to increases or decreases in service provision;
 - technical detail regarding the social housing regulator's regulatory role in relation to gross eligible rent, and also how we can ensure more transparency as regards gross eligible rent;
 - how best we can explore feasibility testing of the new approach to ensure we get the detailed operational requirements right;
 - whether further more detailed technical guidance would be helpful in addition to the National Statement of Expectation.

Definition

6. We recognise the importance of developing a clear definition, to be included in the rent standard and in the benefits system, which reflects the diversity of sheltered and extra care accommodation and protects residents' benefit entitlement. However, we are also clear that any definition must be tight enough to prevent ambiguity and reward the unique role of sheltered and extra care accommodation. We are therefore seeking views from the sector on how they should be defined.
7. In general terms, sheltered housing is housing designated for occupation mainly by over-55s with low-level care and support needs. The majority of residents are above the state pension age, but some are of working age. Their needs are at least in part met by extra housing facilities and services available to residents. This support could be either physical (getting in and out of the property) and/or emotional/mental (emergency help or assurance). Features of a sheltered unit might include:
 - 24 hour emergency help (alarm system)
 - Warden present some of the time
 - Some communal facilities, i.e. lounge, restaurant, laundry, garden
 - Rooms available for outreach services
 - Often accessible buildings designed for communal purposes
8. In general terms, extra care housing is related to sheltered housing but with higher level support and care to help residents live independently (for example where the likely alternative might be a residential care home).

Question 1: We would welcome your views on the following:

a) Sheltered Housing definition: what are the features and characteristics of sheltered housing and what would be the practical implications of defining it in those terms?

b) Extra Care definition: what are the features and characteristics of extra care housing and what would be the practical implications of defining it in those terms?

c) Is there an alternative approach to defining this stock, for instance, housing that is usually designated for older people? What would be the practical implications of defining sheltered and extra care supported housing in those terms?

Funding Model

Question 2: Housing costs for sheltered and extra care housing will continue to be funded through the welfare system. To meet the Government's objectives of ensuring greater oversight and value for money, we are introducing a 'Sheltered Rent' to cover rent inclusive of eligible service charges.

How should the detailed elements of this approach be designed to maximise your ability to commit to future supply?'

Service charges

9. Under Sheltered Rent, rent controls for sheltered and extra care housing will apply to gross eligible rent, which is inclusive of eligible service charges, through the social rent setting system. Eligible service charges are those that are eligible under welfare rules.

Question 3: We are keen to make appropriate allowance for eligible service charges within Sheltered Rent that fairly reflects the costs of this provision, whilst protecting the taxpayer. What are the key principles and factors that drive the setting of service charges (both eligible and ineligible)? What drives variations?

Question 4: The Select Committee and a number of other sector representatives have suggested that we use a banded approach to reflect variety of provision across the sector. We are interested in understanding more about this. How do you think this might work for sheltered and extra care housing?

Question 5: For providers, on what basis do you review eligible service charges? What drives changes?

- More than once a year
- Annually
- Every two years
- Every 3-5 years
- Every 5 years or more
- When a new tenant moves out of the property
- Other (please state).

Question 6: Of your service charges, what percentage is paid by:

- Welfare payments - through eligible service charge
- Local authorities - for example, through supporting people
- The tenant
- Any other reflections

Planning and oversight

10. A new planning and oversight regime will ensure that local areas are best able to provide supported housing for their vulnerable citizens. Local authorities will be asked to work in partnership with other local partners to produce a local strategic plan for supported housing, and to undertake an assessment of provision and need for all supported housing groups. A National Statement of Expectation will encourage local authorities to adopt strategies, planning and ways of working that we are keen to see for supported housing (including sheltered and extra care housing).

Question 7: Attached to the policy statement is a draft National Statement of Expectation (see Section 4). We would welcome your views on the Statement and suggestions for detailed guidance.

Question 8: The National Statement of Expectation encourages greater partnership working at local level regarding supported housing, including sheltered and extra

care housing. What partnership arrangements do you have for sheltered and extra care housing at the local level?

Implementation

Question 9: Government has moved the implementation of the reform on sheltered and extra care accommodation to April 2020. How will you prepare for implementation in 2020, and what can the Government do to facilitate this?

Question 10: Deferred implementation will allow for additional preparatory measures. What suggestions do you have for testing Sheltered Rent?

Commissioning

Question 11: How do support services predominantly in sheltered and extra care accommodation get commissioned in your organisation or local area?

- **By local authority (upper tier)**
- **By local authority (lower tier)**
- **Through the local NHS**
- **Other (e.g. nationally). Please name.**

Question 12: We believe the sector can play an important role in driving forward improvements in outcomes and value for money, for instance through joint commissioning and sharing of best practice. What role can the sector play in driving these improvements forward?

Overall

Question 13: If you have any further comments on any aspect of our proposals for sheltered and extra care accommodation, please state them here.

About this consultation

This consultation document and consultation process have been planned to adhere to the Consultation Principles issued by the Cabinet Office.

Representative groups are asked to give a summary of the people and organisations they represent, and where relevant who else they have consulted in reaching their conclusions when they respond.

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department for Communities and Local Government will process your personal data in accordance with DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties. Individual responses will not be acknowledged unless specifically requested.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.

Are you satisfied that this consultation has followed the Consultation Principles? If not or you have any other observations about how we can improve the process please contact us via the [complaints procedure](#).

Section 3: Consultation on housing costs for short-term supported accommodation

Scope of the consultation

Topic of this consultation:	This consultation seeks views on the design of the Government's new housing costs model to fund emergency and short-term supported housing in England.
Scope of this consultation:	Funding of housing costs for short-term supported housing.
Geographical scope:	These proposals relate to England only but we would nevertheless welcome comments from respondees from across Great Britain.
Impact assessment:	Public sector equality duty assessment has been completed as part of consideration of this policy.

Basic Information

To:	This consultation is aimed at local authorities, supported housing providers, developers and investors, residents and those who represent their views.
Body/bodies responsible for the consultation:	The Secretary of State for Communities and Local Government and Secretary of State for Work and Pensions.
Duration:	This consultation will last for 12 weeks from 31 st October (closing on 23 rd January).
Enquiries:	For any enquiries about the consultation please contact: Supportedhousing.shortterm@communities.gsi.gov.uk
How to respond:	You can email your response to the questions in this consultation to: Supportedhousing.shortterm@communities.gsi.gov.uk If you are responding in writing, please make it clear which questions you are responding to. Written responses should be sent to: Department for Communities and Local Government

Supported Housing Programme
Fry Building
3rd Floor
2 Marsham Street
London
SW1P 4DF

When you reply it would be very useful if you confirm whether you are replying as an individual or submitting an official response on behalf of an organisation and include:

- your name,
- your position (if applicable),
- the name of organisation (if applicable),
- an address (including post-code),
- an email address, and
- a contact telephone number

Introduction

82. This consultation seeks views on the Government's proposed new model for short-term supported accommodation in England, as set out in further detail in Section 1, Chapter 4. It is aimed at local authorities, supported housing providers and people living in short-term supported housing and their families. We are also consulting on the funding model for sheltered and extra care housing - please see Section 2.
83. It follows our earlier wider consultation in 2016 on funding for supported housing more broadly (in which we were clear a separate model would need to be developed for short-term supported accommodation), and subsequent work with the sector in the last year. It reflects, as far as possible, the feedback from our consultation, recommendations from the Select Committee report, and the recommendations of our Task and Finish groups.
84. The Government recognises that short-term supported housing should be funded differently to other forms of supported housing to best reflect the particular circumstances of the people who need it, especially regarding the urgency and transitional nature of the provision.
85. As set out in Section 1 (Chapters 2 and 4), we are clear that a local approach to funding short-term supported housing will be beneficial as it promotes provision that matches local needs, and enables local areas to promote a joined-up approach to commissioning housing and support services. The funding model must also work with the modernised welfare system. Universal Credit is designed to reduce welfare dependency and mirrors the world of work, where most people are paid monthly. However, for short-term supported housing we have designed a tailored approach to meet the particular circumstances of the vulnerable people who live there, who may have only a short stay of less than a month or require payments to more than one landlord in order to move on to more appropriate housing at the right time.
86. The details of the funding model are explained in detail in Section 1, Chapter 3. The key elements of the new model are:
- 100% of this provision will be commissioned at a local level and funded locally through a ring-fenced grant. This removes funding from the welfare system entirely (an individual's entitlement for help with their housing costs (through Housing Benefit or the housing cost element of Universal Credit) will be unchanged);
 - underpinned by new local planning and oversight regime, including Supported Housing Strategic Plans, Needs Assessments, non-statutory guidance, and National Statement of Expectation;
 - Will come in to effect from April 2020; and
 - In Wales and Scotland an equivalent amount will be provided and it will be for those administrations to decide how best to allocate the funding.

Definition

87. Short term supported housing is for people who have experienced a crisis or emergency in their lives and need additional support for a short time or a planned short

term stay as part of transition to stable longer term accommodation. For this model we have defined it as:

Accommodation with support, accessed following a point of crisis or as part of a transition to living independently, and provided for a period of up to two years or until transition to suitable long-term stable accommodation is found, whichever occurs first.

88. This would apply, for example, to:

- People experiencing or at risk of domestic abuse;
- Homeless adults;
- Vulnerable young people (such as care leavers or teenage parents);
- Ex-offenders and offenders;
- People experiencing a mental health crisis;
- People with drug and alcohol dependencies;
- Vulnerable armed forces veterans;
- Others (such as refugees with support needs).

Supported in:

- Domestic abuse refuges;
- Homeless hostels;
- Bail hostels;
- Foyers for young people; and
- Other supported housing settings where stays may not be the housing solution in the longer term.

89. The definition does not apply to housing which does not provide soft support together with accommodation, such as general needs temporary accommodation or types of supported housing where length of stay is likely to be longer than two years.

Question 1: Do you agree with this definition? [Yes/No] Please comment

New funding model

90. We have thought very carefully about how to deliver a funding model for short-term supported housing to best meet the needs of the people who live in it. We propose a new local funding model which will create a single funding stream to cover housing costs (core rent and eligible service charges) to be distributed by local authorities in England through a ring-fenced block grant. The grant will be paid with conditions under the Local Government Act 2003 (S.31), and will be supported by non-statutory guidance setting out our key requirements for short-term supported accommodation.

91. We will work with local government and the Department for Work and Pensions to ensure that grant allocations for short-term support accommodation in 2020-21 will match the sums that would otherwise have been paid out in each local area to pay for housing costs through the welfare system. The Government recognises that supported housing is of vital importance to vulnerable people so it is our intention that this ring-fence will be retained in the long term in order to protect this important provision and

the vulnerable people it supports. The amount of short-term supported housing grant funding will be set on the basis of current projections of future need (as informed by discussions with local authorities) and will continue to take account of the costs of provision in this part of the sector.

92. This model removes short term supported housing funding from the welfare system. It will also allow:

- *Local authorities* to best plan for local need;
- *Providers* to be free from the administrative burden of managing benefits claims for housing costs and collecting rent; and
- *Individuals* to secure employment without putting their housing at risk (as higher supported housing rents are often perceived by residents as unaffordable when in work).

Question 2: What detailed design features would help to provide the necessary assurance that costs will be met?

Strategic Plans and meeting local needs

93. Local authorities will be asked to produce a Supported Housing Strategic Plan, which will set out their vision for supported housing, working closely with relevant partners (including the lower tier authority in two-tier areas).

Question 3:

- a) Local authorities – do you already have a Supported Housing plan (or plan for it specifically within any wider strategies)? [Yes/No]**
- b) Providers and others with an interest – does the authority (ies) you work with involve you in drawing up such plans? [Yes/No]**
- c) All - how would the Supported Housing plan fit with other plans or strategies (homelessness, domestic abuse, drugs strategies, Local Strategic Needs Assessments)?**

94. As part of the Strategic Plan for Supported Housing and through the National Statement of Expectation (which outlines what local authorities should consider when allocating funding costs for short term supported housing), we are asking for a detailed needs assessment of the demand and provision for all client groups.

Question 4:

- a) Local authorities – do you already carry out detailed needs assessment by individual client group? [Yes/No]**

- b) Providers – could you provide local government with a detailed assessment of demand and provision if you were asked to do so? [Yes, both / Yes, demand only / Yes provision only /No]**

All – is the needs assessment as described in the National Statement of Expectation achievable? [Yes/No]

- c) Please comment**

95. In two-tier local authority areas the grant will be allocated to the upper tier, to fund provision as agreed with districts in line with the Strategic Plan. Grant conditions will also require the upper tier to develop this plan in cooperation with district authorities and relevant partners.

Question 5: Do you agree with this approach? [Yes/No]. Please comment.

Question 6: The draft National Statement of Expectation (see Section 4) published today sets out further detail on new oversight arrangements and the role of local authorities. We would welcome your views on the statement and suggestions for detailed guidance.

Local connection

96. It is vitally important that the needs of all client groups who require access to short-term supported housing are considered. The Government understands that sometimes people's circumstances mean it is unsafe or unsuitable for them to live in a particular area. Under the Homelessness Reduction Act local authorities have duties to try to prevent homelessness irrespective of local connection.

97. We have made clear in the draft National Statement of Expectation that local authorities should identify and plan for these situations. This will include people fleeing domestic violence, ex-offenders and offenders, those with drug and/or alcohol dependencies and others who need to move to an area where they have no connection or those with no established local connection. Local authorities will be asked to include needs assessments and plans to meet these needs through their Strategic Plan.

Question 7: Do you currently have arrangements in place on providing for those with no local connection? [Yes/No] If yes what are your arrangements?

Commissioning

98. Our aim is to enable local authorities to have an enhanced role in delivering appropriate provision for their local areas. There are many benefits to this approach, including reducing administrative burdens for providers in managing claims for housing

costs and resolving rent arrears, and it frees residents from concerns about meeting housing costs at a difficult point in their lives.

99. For local authorities who already commission support costs for many services this model presents an opportunity to plan for both accommodation and associated support, and to consider how best to meet local need as part of their wider strategic planning.

Question 8: How can we help to ensure that local authorities are able to commission both accommodation and associated support costs in a more aligned and strategic way? Do you have further suggestions to ensure this is achieved?

Implementation

100. The new funding models will come in to effect from April 2020, reflecting the views from the sector that earlier implementation will be hard to achieve. As the new model represents a shift in the way housing costs for short-term supported housing have previously been met, local authorities and providers will need to prepare for new commissioning arrangements and will want to consider how the changes will affect current ways of working.

Question 9: How will you prepare for implementation in 2020, and what can the Government do to facilitate this?

Question 10: What suggestions do you have for testing and/or piloting the funding model?

Overall

101. Although we have set out here the main issues on which we are seeking your views, we would also welcome comments on any other aspects of the model that you consider to be important, or if there are points you wish to make of a more cross-cutting nature.

Question 11: If you have any further comments on any aspects of our proposals for short-term supported housing, please could you state them here.

About this consultation

This consultation document and consultation process have been planned to adhere to the Consultation Principles issued by the Cabinet Office.

Representative groups are asked to give a summary of the people and organisations they represent, and where relevant who else they have consulted in reaching their conclusions when they respond.

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004.

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department for Communities and Local Government will process your personal data in accordance with DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Individual responses will not be acknowledged unless specifically requested.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.

Are you satisfied that this consultation has followed the Consultation Principles? If not or you have any other observations about how we can improve the process please contact us via the [complaints procedure](#).

Section 4: Draft National Statement of Expectation for supported housing funding (housing costs)

Supported housing is any housing scheme where accommodation is provided alongside care, support or supervision to help people live as independently as possible in the community. This includes:

- Older people with support needs;
- People with learning and physical disabilities;
- Individuals and families at risk of or recovering from homelessness;
- People recovering from drug or alcohol dependency;
- Offenders and ex-offenders;
- Vulnerable young people (such as care leavers or teenage parents);
- People with mental ill health; and
- People at risk of domestic abuse.

We recognise that supported housing helps some of our country's most vulnerable people lead independent lives in the community and is also an investment which brings significant savings to the NHS, social care, and other parts of the public sector. Given the importance of supported housing to its tenants, the wider benefit to the public sector, and growing demand, it is vital that the sector has a sustainable funding model that stimulates supply and represents good value for money. That is why we want to make our expectations clear, as set out in this document. **This statement relates chiefly to local authorities in England** though other public and third sector organisations involved in supported housing will also have a close interest.

From April 2020, we will be bringing in a new funding approach for supported accommodation housing costs (rent and eligible service charges) in England. What is clear, given the diversity of the sector, is that a single funding solution is unlikely to work for every type of provision. Based upon the different characteristics and different objectives of supported housing from across the sector, we have divided supported housing into three distinct segments:

- **Sheltered and extra care housing:** this is housing usually designated for older people with support needs, helping them stay independent for longer. However, working-age tenants can and do reside in this accommodation, where appropriate. We will introduce a 'Sheltered Rent' from April 2020, in which 100% of housing cost funding (rent and eligible service charges) will be retained in the welfare system (Housing Benefit/Universal Credit), with rent controls applied to gross eligible rent (rent inclusive of eligible service charges) with oversight by the social housing

regulator. Demand for this provision is expected to continue to grow and this model provides the certainty the sector needs in order to secure future supply whilst providing enhanced cost controls, ensuring value for money for the taxpayer and quality for tenants.

- **Short-term and transitional support:** for example housing for homeless people with support needs, those fleeing domestic abuse, vulnerable young people, offenders and ex-offenders, and those with drug and alcohol dependencies. 100% of housing costs (rent and eligible service charges) will be funded through locally administered ring-fenced grant, and underpinned by a new local planning and oversight regime. This removes short-term supported accommodation from the welfare system and provides local areas with more oversight and control over the provision in their areas.
- **Long-term support:** for example housing for people with learning or physical disabilities or mental ill health. 100% of housing costs (rent and eligible service charges) to remain funded as at present (through the welfare system). The Government will work with the sector further to develop and deliver arrangements to control costs.

These models seek to meet the objectives of our reforms as set out in the Policy Statement by:

- ensuring quality provision for vulnerable tenants and a stronger role for local areas;
- securing future supply by providing funding certainty;
- recognising the diversity of the sector through the varied funding models that are deliverable across client groups; and
- ensuring value for money for tenants and the taxpayer.

In addition to this *National Statement of Expectation*, local authorities should consider relevant government strategies that affect their client groups when planning and commissioning services, and work closely with local partners. This will help to ensure an integrated approach. Relevant strategies include:

- The Homelessness Code, part of the implementation of the Homeless Reduction Act, which seeks to prevent people becoming homeless in the first place. It includes measures that require housing authorities to publish a five-year homelessness prevention strategy by reviewing current and future levels of homelessness and the activities and resources required (including increasing the supply of new supported housing). It will be important for homelessness prevention strategies and supported housing strategies to be developed together given their close links;

- The Government's 2017 Drug Strategy, which includes measures to reduce the demand for drugs, and restrict their supply and support recovery from dependency. These include a new National Recovery Champion to ensure adequate housing, employment and mental health services are available to help people turn their lives around, and the development of a joint outcome measure between homelessness/housing support services and drug and alcohol treatment providers to ensure that appropriate housing and housing-related support is given to those who need it;
- The Home Office's Violence Against Women and Girls Strategy, which sets out our ambition that no victim of abuse is turned away from the support they need, including refuges - we have committed increased funding of £100 million to support this aim. £20 million of this has already gone to increase refuge spaces and other specialist accommodation based support, and a further £20 million is due to be distributed in the next two financial years;
- Health and Wellbeing strategies, which under the Health and Social Care Act require upper and unitary authority convened boards to set out how health and social care systems work together in a local area to improve the health and wellbeing of their local population and reduce health inequalities. This includes the Government's Better Care Fund – of which the Disabled Facilities Grant (DFG) for home adaptations is a part – and Sustainability and Transformation Partnerships (STPs);
- Joint Strategic Needs Assessments, which consider the needs of populations beyond NHS and local authority areas for joined up provision, provided more flexibly to support the needs of local communities and allow intervening at much earlier stages²¹;
- Local housing plans, which under the [Housing White Paper](#) require local planning authorities to consider the needs for older people and the disabled when planning for housing in their area; and
- Other relevant local strategies.

²¹ Regard should be given to existing strategic guidance that informs JSNA's, for example Public Health England's alcohol and drugs [commissioning support documents](#).

Our Overall Expectations

For all supported housing we hope to see local planning, commissioning and services that:

- **Meet local needs;**
- **Ensure fair access;**
- **Support collaborative working;**
- **Promote delivery to a decent standard; and**
- **Encourage innovation in commissioning through a strategic approach.**

We understand the diversity of the supported housing sector and so we have further expectations for short-term, sheltered and extra-care, and long-term provision, which we will set out in turn (see further below).

Meet local needs by enabling local authorities to plan for supported housing provision in their area

Local authorities should plan to meet the housing needs of vulnerable people in their areas, both now and in the future. In two-tier areas, upper tier authorities should convene the plan, but work collaboratively with lower tier authorities and local partners in their area (see section 'Support Collaborative Working'). Assessing local needs and planning for future provision will support consistent funding provision for supported housing in different local authorities.

The local strategic plan should set out how they will meet the current and future needs of all supported housing client groups over a five-year period. This should include, if necessary, how they will meet particular supported housing needs outside of the local authority area (e.g. the use of specialist provision which is only provided in certain areas). We would expect these plans to be made public to promote transparency.

In producing local plans, local authorities should consider how they will meet the housing needs of vulnerable people across a spectrum of support services, including preventative services, support in people's own homes and other services, as well as the use of supported housing. Supported housing provides vital assistance to vulnerable people, but depending on the needs of the individual, other support services may be more appropriate. The needs and outcomes of individuals in need must be the primary consideration.

The assessment should include a description of client groups who are accessing supported housing services within the local administrative boundary in order to fully identify what the current demand is. Local authorities should ask experts and practitioners to feed into the analysis of data, current provision, and further information to reach a decision on provision, predictions and gaps.

Although housing costs (rent and eligible service charges) are separate from support costs (see Policy Statement), we expect local authorities to have an understanding of how support costs will be met for planned provision.

Where possible local authorities should seek to work collaboratively and draw on existing joint strategic needs assessments or other plans, in addition to requirements in the [Housing White Paper](#), when planning for sufficient housing for vulnerable people.

Ensure fair access

It is our intention that local authorities consider and meet the needs of people from every client group, even if that means support is provided outside of the given local authority's area.

To ensure fair access to funding, local Supported Housing Strategic Plans should be underpinned by a needs assessment across all supported housing client groups. Where there is no provision in a given local area, the relevant local authorities will need to be aware of how that specific client group can access services elsewhere. Local authorities should also consider the needs of those with no local connection, as mentioned in more detail in the section (see further below) 'Our Expectations for Short Term Supported Accommodation'.

Support collaborative working

In order to ensure that local authorities are well informed, those people and organisations essential to providing supported housing (and organisations that are concerned with the demand for supported housing) should be involved throughout the assessment, planning and implementation processes.

Local authorities should work collaboratively with other local partners in the development and delivery of local Supported Housing Strategic Plans to ensure identification of current and future need is as accurate as possible. This should include health and wellbeing boards, social services, directors of public health, the police and police and crime commissioners, the national probation service, community rehabilitation companies, youth offending teams, parole boards, community mental health teams, clinical commissioning groups and other health services, providers and voluntary agencies.

All local authorities, including unitary authorities, should work with each other to consider how clients in their area can access, if needed, specialist services in other local areas (see section on local connection). It is also important that local authorities work collaboratively with each other. In two-tier authorities, upper and lower tiers should work together to inform needs assessment and plans.

Promote delivery of a decent standard

Local authorities should ensure supported housing services represent value for money, and that accommodation is of a good standard. We recommend that, in commissioning short-term supported accommodation from providers, local authorities should consider

both the support and housing elements of the service. Local authorities should ensure that providers are genuine, reputable and will provide a quality overall service, as well as delivering value for money.

Encourage innovation in commissioning through a strategic approach

Local authorities should work with their local partners to shape and manage referrals, nominations and allocations (of tenants) into supported housing, and move-on from supported housing, to ensure best use is made of existing provision.

In some instances, service providers are funded for support costs from a variety of different funding streams and commissioners, from Police and Crime Commissioners, or health and local authorities, as well as from grant making trusts and private foundations. While assessing current provision as part of the needs assessment, local authorities should gather data from commissioners and service providers to help create a picture of whose budgets pay for existing service provision, the length of provision for different funded services and the total sum of money available to fund services in an area. This analysis is critical in identifying opportunities for joint commissioning and the potential for aligning budgets. It will also provide the opportunity to offer stability and opportunities for development in the specialist sector by providing longer-term funding.

Local authorities should scrutinise the use of supported housing in their area to help them make well informed decisions regarding providers. For example, by retrieving data on voids from long term supported housing providers in their area, they will be better able to judge whether providers have made efficient use of stock.

In all local authorities, there may be opportunities for innovation by working with other neighbouring local authorities to plan and commission where out of boundary provision is required. There may also be opportunities for efficiencies in two-tier authorities through agreements between upper and lower tiers for planning and commissioning.

Transparency in the delivery of supported housing

Local authorities should be transparent in how they deliver against local plans, including making the plans public.

Local authorities should report against delivery on an annual basis. Across all supported housing we suggest that this includes:

- Data on cross-border arrangements and support for people coming into the local authority area and people exiting the local authority area; and
- On-going assessment of future need across all client groups (to help size future local funding allocations).

Our Expectations for Short Term Supported Accommodation

As set out in our Policy Statement, short-term supported accommodation will be removed from the welfare system entirely, with housing costs to be met wholly through a ring-fenced DCLG grant to local authorities. This will allow local areas to plan how to meet the needs of their residents in a flexible way.

Our expectations for short-term supported accommodation will be included as conditions of the grant funding, to provide a more robust framework for oversight and control at a local level. Conditions will include: the need to produce five year plans and to undertake a needs assessment; a requirement to report on delivery against plans and spend for named client groups; and an expectation that areas work collaboratively at local level with other local authorities and relevant partners.

We expect to see local planning, commissioning and services that:

- 1. Enable fair access, even where no local connection has been established;**
- 2. Support individuals to move on to independent accommodation; and**
- 3. Report against spend.**

Enable fair access, even where no local connection has been established;

There are several types of incidents which give rise to a need for an individual to uproot themselves and move to an area in which they do not have a local connection, particularly those who need short-term supported housing services. Individuals fleeing domestic abuse often need to move to a different locality away from the perpetrator. Additionally, offenders, ex-offenders or those recovering from substance dependency may also fall into this category where there is an urgent need for transitional support.

When a local authority is planning supported housing provision in their area, they must consider those who need to use the services from outside the local area in their needs assessments and plans. This is particularly important for the groups listed above, and local authorities must account for how they will provide for these groups where the clients have no local connection. Where there is no provision in the local area, the local authority must ensure they have an agreement in place with another local authority for the provision of such housing. In turn, it will be important for local authorities to support those with no local connection where this is appropriate. Local authorities should work together to agree a reciprocal approach to supporting people without a local connection. They should also consider services that currently provide support to individuals regardless of local connection.

Support individuals to move on to independent accommodation

Short-term supported accommodation is there to help those who are in a position of crisis, and it is always our intention that they move on to more secure accommodation. Those who are eligible should be supported so that at the appropriate time they can go on to general needs housing or other more long term supported housing. That is why we expect local authorities to identify providers of short-term supported accommodation that have a plan for their clients to move on as part of their commissioning process. We expect this to be one of the key outcomes in reporting on delivery.

Transparency in reporting on spend and delivery

Local authorities should seek to ensure value for money in the use of grant funding.

Transparency in relation to delivery and spend allows local authorities, other local partners and central government to monitor the effectiveness of supported housing provision at local authority level. This will also assist the process for determining local grant allocations. The need to ensure value for money and transparency will be set out in grant conditions.

Annual reporting against delivery for short-term accommodation should include:

- Data on length of stay of tenants, in order to show whether clients have suitable opportunities to move on;
- Data on cross-border arrangements and support for people coming into the local authority area, as well as people exiting the local authority area;
- Data on type of providers commissioned, so that the market share in the local area is known and any barriers to entry can be addressed locally; and
- On-going assessment of future need across all client groups (to inform future local funding decisions).

Report against spend should happen twice a year²². It should include the expenditure of grant funding on the housing costs for short term supported accommodation. This should provide transparency around how the grant funding is being spent, and show fairness of funding allocations for different client groups.

²² DCLG grant conditions will also require the provision of in-year management information to DCLG regarding spend and performance.

Our expectations for Sheltered and extra care housing

We want to see local planning, commissioning and services that:

- 1. Plan and facilitate new supply;**
- 2. Provide support which keeps people independent, offers a real alternative to residential care, and enables efficient use of stock; and**
- 3. Provide transparency in reporting against delivery.**

Plan and facilitate new supply

The country is changing in a number of ways. People are living longer, but the way we live, work and socialise with each other at different points of our lives is also changing. At different stages of our lives what we need from our homes and communities changes. While funding for sheltered and extra care housing will be met through the welfare system, we encourage local authorities to assess future need and plan for new supply. Future capital bids for sheltered and extra care housing should be linked to an identified need for that housing, as set out in local plans.

National policy sets out clearly the need for local planning authorities to plan for the housing needs of all members of the community, working closely with key partners and local communities in deciding what type of housing is needed to meet local need, including bungalows.

We are asking local authorities to consider our proposals in the [Housing White Paper](#), which proposes planning for older people's housing in two ways:

1. Strengthening the National Planning Policy Framework, so that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older people and those living with a disability; and
2. The Neighbourhood Planning Act 2017, which introduced a new statutory duty on the Secretary of State to produce guidance for local planning authorities on how their local development documents should meet the housing needs of older people and those living with a disability.

Provide support which keeps people independent, offers a real alternative to residential care, and enables efficient use of stock

Sheltered and extra care housing supports people to live independently for longer, ensuring more fulfilling lives for their residents. They also support health and adult social care provision by helping older people lead independent lives with less use of acute health services and residential care, and to smooth their discharge from hospital.

It is important that local authorities do not only ensure they continue to supply supported housing, but that that housing is made available for those who need it. This can be achieved by working with providers, Health and Wellbeing Boards, and other cross-sectoral partners, to ensure people can be moved into the most appropriate accommodation quickly and smoothly. This will enable efficient use of stock for providers, and a good service for clients.

Provide transparency in reporting on delivery

Local authorities should be transparent in how they deliver against local plans.

We encourage transparency on how an upper tier authority is ensuring delivery of supported housing and we recommend that this take place on an annual basis. For sheltered and extra care housing, we suggest this includes:

- On-going assessment of future need across all client groups;
- Data on occupancy including voids within the provision to show how efficiently the stock is being used; and
- Data on cross border arrangements and support for people coming into the local authority area, as well as people exiting the local authority area.

Our Expectations for Long-Term supported housing

We hope to see local planning, commissioning and services that:

- 1. Provide support which keeps people independent, offers a real alternative to residential care, and enables efficient use of stock; and**
- 2. Provide transparency in reporting against delivery.**

In addition to this, we will continue to work with the sector to develop and deliver arrangements to ensure greater cost control and value for money across the sector, while driving up outcomes for vulnerable people.

Provide support which keeps people independent, offers a real alternative to residential care, and enables efficient use of stock

Long-term supported housing services support health and adult social care provision by helping those with disabilities, mental ill health or with other long term needs to lead independent lives by keeping them out of acute health settings and residential care, or smoothing their discharge from hospital.

It is important that local authorities do not only ensure they continue to supply supported housing, but that it is made available for those who need it. This can be achieved by working with providers, health and wellbeing boards, and other cross-sectoral partners, to ensure people can be moved into the most appropriate accommodation quickly and smoothly. This will enable efficient use of stock for providers, and a good service for clients. We will work with the sector to identify what more we can do to achieve this.

Provide transparency in reporting on delivery

We encourage transparency on how an upper tier authority is ensuring the delivery of supported housing and we recommend that this take place on an annual basis. For long-term supported housing, we suggest this includes:

- On-going assessment of future need for this type of provision.
- Data on occupancy including voids within the provision to show how efficiently the stock is being used.



COMMUNITY AND ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Wednesday 15 th November, 2017
Report Subject	Strategic Housing and Regeneration Programme (SHARP)
Cabinet Member	Deputy Leader of the Council and Cabinet Member for Housing
Report Author	Chief Officer (Community and Enterprise)
Type of Report	Strategic

EXECUTIVE SUMMARY

This report provides Elected Members with an update of the progress of the Strategic Housing and Regeneration Programme (SHARP).

The report aims to provide details on the individual schemes being undertaken or being considered as part of the programme going forward. The detail of each scheme includes the number of Council and affordable homes to be developed on each site, details of any consultation undertaken, as well as status in terms of starting development including planning. A summary of the capacity of the sites are provided for those schemes identified for future development.

The report gives an overview of financial sources, including Welsh Government Affordable Housing grant (AHG).

Finally, the report provides a summary of performance against targets established to monitor the delivery of community benefits.

RECOMMENDATIONS

1	Scrutiny Committee supports the overall approach for the delivery of new Council and affordable homes through the SHARP and reviews the progress of the programme.
2	Scrutiny Committee nominate a representative to the Council's Project Review Team of the Flintshire House Standard.

REPORT DETAILS

1.00	STRATEGIC HOUSING AND REGENERATION PROGRAMME (SHARP) UPDATE
1.01	Introduction
1.02	At Cabinet in September 2014, approval was given to the Council's Strategic Housing And Regeneration Programme (SHARP) to undertake a major procurement exercise to appoint a development partner to assist it in delivering its ambitious Council and Affordable housing programme.
1.03	Following the completion of the procurement process, the Cabinet in June 2015, approved the appointment of Wates Living Space as the Council's development partner for five years with the view of developing 500 new council and affordable housing at a range of sites across Flintshire, alongside commissioning a range of linked regeneration initiatives and community benefits.
1.04	The report provides an update to Scrutiny Committee members on progress made on the delivery of new Council and affordable homes through the SHARP. The programme is being delivered in phases known as 'batches' and this report provides an update of the progress on each batch to date.
1.05	Batch 1
1.06	<p>Batch 1 will deliver 104 new Council and Affordable homes at the following sites:</p> <ul style="list-style-type: none">• Custom House, Connah's Quay- was completed on 16th December 2016 and consists of 12 new Council homes; 8 NO. 2 bedroom and 4 NO. 3 bedroom properties.• The Walks, Flint - Good progress is being made with the construction of 92 new homes. 30 of these new homes will be managed by the Council through the Housing Revenue Account (HRA). The remaining 62 Affordable properties will be managed by NEW Homes, the Council's wholly-owned housing company.• There is a mix of property types including: 1 and 2 bed apartments; and 2 and 3 bed houses.• The first phase of the new properties on the scheme have now been handed over to the Council and NEW Homes respectively and new tenants have moved into their new homes. Furthermore, 4 of the ground floor apartments have been adapted to meet the needs of people on the Council's Specialist Housing Register. The scheme will be fully completed in April 2018.

1.07	Batch 2
1.08	<p>Batch 2 will deliver 49 new Council properties at the following sites:</p> <ul style="list-style-type: none"> • Red Hall, Connah's Quay was completed in October 2017 and consists of 5 NO. 2 bed houses. These have now been transferred to the Council and the new tenants have moved in; • Former HRA garage sites at Maes y Meillion and Heol Y Goron, Leeswood are being redeveloped and will deliver 13 new Council homes (4 NO. 2 Bed apartments, 4 NO. 2 Bed bungalows, 2 NO. 2 Bed Houses, 3 NO. 3 Bed Houses). Both schemes are projected to be completed early in 2018; • Ysgol Delyn, Mold will deliver 16 new Council homes (10 NO. 2 Bed houses, 6 NO. 3 Bed houses). This scheme will be completed in March 2018; • Dairy Site, Connah's Quay will deliver 6 new Council (3 NO. 2 Bed and 3 NO. 3 houses) and the construction work is planned to start on site in January 2018; • Former Melrose Centre, Aston will deliver a total of 9 Council homes (4 NO. 1 and 2 bed apartments and 5 NO. 2 bed houses). Construction is scheduled to start on site in December 2016.
1.09	All of the above scheme will be subject to Local Lettings Policies.
1.10	Next phase
1.11	<p>Following Cabinet approval in March 2017, the Council is currently progressing the next batch of sites and these are all at various stages of the approval process. These sites will deliver a mixture of Council, Affordable and Shared Equity properties at the following locations;</p> <ul style="list-style-type: none"> • Maes Gwern, Mold; • Ffordd Hiraethog, Mostyn; • Ffordd Pandarus, Mostyn; • Llys Dewi, Penyffordd (Holywell); • Borough Grove, Flint; • Former Council Depot, Dobshell; • Nant y Gro, Gronant; • Former Canton Depot, Bagillt; • Llys Alun, Rhydymwyn;

	<ul style="list-style-type: none"> Land at Sealand Avenue, Garden City.
1.12	These sites could deliver a further 233 properties. This will bring the total number of properties committed to date to be delivered by the SHARP to 386.
1.13	Funding for social housing
1.14	The Council's position is strong given the voluntary agreement for Housing Revenue Account (HRA) self-financing. Alongside completion of the Welsh Housing Quality Standard (WHQS) for the existing stock, the Council has been successful in securing an allocation of borrowing headroom for a HRA new build programme. The Council has already utilised prudential borrowing for its Council building programme as it offers routes to long-term debt which remain the most cost effective and most stable funding product available. The HRA is likely to generate further revenue and borrowing headroom during the life of this programme.
1.15	Local Authorities in Wales currently have equivalent to £156M borrowing headroom in the Housing Revenue Account (HRA). This includes circa £17m which WG held back when self-financing was introduced. The Welsh Government (WG) recently announced it is proposing to allocate this to councils who can demonstrate they need it; and take away the headroom from LAs which have no confirmed plans to utilise it for new build and to share it with those who have clearly set out Council house building programmes. Further announcement by WG on how this will be achieved is anticipated later in 2017.
1.16	Welsh Government Affordable Housing Grant (AHG)
1.17	<p>Welsh Government has made Affordable Housing Grant (AHG) available to stock retaining Local Authorities who are developing new homes from 2018/19. Flintshire's indicative allocation is as follows:</p> <ul style="list-style-type: none"> 2018/19 = £1.9m 2019/20 = £1.2m <p>The grant covers up to a maximum of 58% of total scheme costs.</p>
1.18	Flintshire's proposed housing programme is well advanced compared to other areas in Wales and Welsh Government have indicated that if there is underspend in other areas, Flintshire will be able to apply for the additional AHG funding. In addition to AHG, Flintshire will explore all potential grant funding schemes to supplement its programme.
1.19	Welsh Government Innovative Housing Programme (IHP)
1.20	In 2016-2017, as part of the Welsh Government's <i>20,000 additional affordable homes</i> target, the Innovative Housing programme (IHP) was launched to support the development of new approaches to delivering housing in Wales. £20m has been set aside to support schemes in 2017-18 and 2018-19.

1.21	<p>The bids can be either innovative in terms of:</p> <ul style="list-style-type: none"> • Construction techniques – new and emerging forms of construction, materials or processes; • Delivery pathways – alternative approaches to commissioning, procurement or participation; • Housing models – house types that respond to a specific need to promote increased applicability.
1.22	<p>Flintshire Council was unsuccessful with a bid for Stage 1 funding for the IHP to deliver a new housing model of shared accommodation for single people under 35 who have been affected by Welfare Reform. The Council has received feedback from the Welsh Government and will be submitting a new bid for Stage 2 funding for the programme.</p>
1.23	<p>A further £10m is available in 2018/19 for round 2. Round 1 was available to Local Authorities and Housing Associations, and round 2 will be open to private sector developers as well.</p>
1.24	<p>In addition, on occasions the Council receives payments for affordable housing through planning conditions, Section 106, when it is not possible to deliver affordable housing on site, known as commuted sums. The Council is considering the use of the commuted sum funding already received to contribute to the delivery of the SHARP development programme. Currently the Council has £683,000 Commuted Sums available.</p>
1.25	<p>Flintshire House Standard</p>
1.26	<p>Properties and land associated with the scheme will be designed to comply with the Council's Flintshire House Standard. The Standard informs the design and specification of all the new housing delivered through the SHARP and forms a benchmark to ensure consistent, good quality of internal layout, and fixtures and fittings, high standards of energy efficiency and external appearance in keeping with local circumstance, low maintenance product specifications, adequate parking and a public realm designed to promote cohesive and inclusive communities.</p>
1.27	<p>It is proposed to establish a project team consisting of tenants, Elected Members and officers to review the Flintshire House Standard to ensure it continues to provide quality homes which provide value for money to both the Council and NEW Homes. The council will also use this opportunity to assess the Flintshire standard against the Welsh Government Technical Standards, making it eligible for Affordable Housing Grant (AHG).</p>
1.28	<p>Performance and Community Benefits</p>
1.29	<p>Monitoring of performance against key performance indicators is carried out monthly however final performance outcomes will be reported at the end of the financial year. Table 1 provides the detail of the key regeneration targets:</p>

Table 1.			
KPI	Target 16/17	Performance up to Oct 2017	Notes
Local (Flintshire) SME spend: Locality Radius	25%	23%	Spend locally is projected to increase as the SHARP rolls out across the County.
Local (Flintshire) Labour Usage	50%	51%	This exceeds the target figure agreed with the Council. Wherever possible, the Council will look to maximize opportunities for local labour.
Percentage of Supply Chain Opportunities Advertised	100%	100%	A number of "Meet the Buyer" events have been held with Wates Residential to maximize the supply chain opportunities for Flintshire-based businesses.
Performance against CITB Client Based Approach Performance Levels	100%	Yearend target	Exceeded apprenticeship target of 6, anticipate 11 apprentices recruited by the end of the year. Wates Residential are actively working with Communities First and have so far placed 3 employees within the construction sector.

Table 2 provides a summary of the Community Investment Performance to date for the Batch 1 and 2 schemes.

Table 2. SHARP Community Investment Performance	
Benefit	Narrative
Employment and Training	
471	Local people have benefited from Employment & Training Initiatives on this project

6,040	Training/employment weeks have been created for local people
41,733	Hours have been invested to support these people by Wates staff
£2,230,374	Value of investment into training local people
Investing in the local economy	
£4,470,309	Has been spent with local small businesses on this project
£7,286,604	Economic Benefit has been generated for the local community as a result of this spend
£19,460	Has been invested into Social Enterprises on this project
Investing in the Community	
£4,463	have been invested into volunteering in the community
£244,851	Has been invested into local charities / community causes
£9,782,377	Worth of Economic, Environmental and Social Value has been generated on this project
*According to FSB, 63 pence of every £1 spent locally with an SME is reinvested into the local economy for the Batch 1 sites (Custom House and The Walks).	

2.00	RESOURCE IMPLICATIONS
2.01	The SHARP is managed through the Housing Programmes Team with support from other internal teams including Property and Design Consultancy; Finance; Legal; Housing Management and NEW Homes.
2.02	The projected scheme costs for the Cabinet-approved Council house schemes funded through the HRA via prudential borrowing to date is £13.6m.
2.03	In September 2016 NEW Homes Board approved the development of 62 affordable rented properties on The Walks, Flint at a total projected scheme cost of £7.532m. Flintshire Council has secured approval from NEW Homes Board to fund the 62 affordable rent units on The Walks, Flint through a capital financing loan. The terms of the loan are European State Aid compliant which ensure that the company can meet its own scheme development viability criteria and the Council's requirements for the properties to be built to the Flintshire House Standard; let at sub market rents and offered to local people for whom the housing market has failed. The process for lending are that the council borrows from the market and on lends to NEW Homes.

2.04	Flintshire has been allocated £3.1m Affordable Housing Grant (AHG) funding for 18/19 and 19/20 from Welsh Government, with the potential of accessing underspend from other Local Authorities with an allocation. The funding needs to be allocated to the most appropriate schemes in terms of viability and other potential constraints, providing best value in terms of investment.
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3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	All schemes are approved by Cabinet and the Community and Enterprise Overview and Scrutiny Committee.
3.02	Consultation is undertaken on individual schemes with local Elected Members and the community through information events.
3.03	In addition, internal stakeholders are consulted at a very early stage including Streetscene; Planning; Highways and Housing Management.

4.00	RISK MANAGEMENT
4.01	Figure 1 details the SHARP Strategic Risk Register which is overseen by the SHARP Community and Enterprise Programme Board.
4.02	Wates Residential develop a Risk Register for each live scheme and this is overseen by the SHARP Project Team, which includes Officers from both Wates Residential and Flintshire Council and meet on a monthly basis.
4.03	Joint Design meetings also take place monthly on an individual scheme basis.

5.00	APPENDICES
5.01	Appendix 1 – SHARP Strategic Risk Register

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	None. Contact Officer: Melville Evans, Housing Programmes Manager Telephone: 01352 701436 E-mail: Melville.Evans@flintshire.gov.uk

7.00	GLOSSARY OF TERMS
7.01	<p>Strategic Housing and Regeneration Programme (SHARP) – Flintshire County Council House Building Programme which will build 500 new homes, of which 200 are to be Council (Social Rent) and 300 are to be affordable rent (also known as Intermediate Rent) through NEW Homes.</p> <p>Affordable Housing Grant (AHG) – is a grant from Welsh Government to support the development of Local Authority house building scheme.</p> <p>Innovative Housing Programme (IHP) - programme to support the development of new approaches to delivering housing in Wales. £20m has been set aside to support schemes in 2017-18 and 2018-19.</p> <p>Housing Revenue Account – The Council is required by the Local Government and Housing 1989 (Section 74) to keep a Housing Revenue Account (HRA) which records all revenue expenditure and income relating to the provision of Council dwellings and services.</p> <p>Community Benefits – the SHARP has contractualised Community Benefits which must be delivered as part of the programme. The Council sees an important outcome of the programme is the promotion of quality of life for Flintshire residents through improved employment, training and education opportunities.</p> <p>North East Wales Homes, (NEW Homes) - is a Housing company based in Flintshire and owned by Flintshire County Council. NEW Homes owns, leases and manages properties across Flintshire. The company was established to increase the quantity and quality of affordable housing available across the county; increasing housing choice for those who may not qualify for social housing but for whom market housing is unaffordable or difficult to access.</p> <p>Specialist Housing Register – is a register which sits alongside the Council’s Housing Register for people who have disabilities and require specially adapted properties.</p> <p>Local Lettings Policy – is a lettings policy which sits alongside the Council’s housing allocation policy and considers local connection as part of the assessment criteria for allocation.</p>

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Strategic Housing And Regeneration Programme (SHARP) Strategic Development Programme

Version: 007

Date:

03/10/17

Prepared by: Mel Evans

Approved by: Community and Enterprise Programme Board

18 - 25
9-17
1 - 8

Item	Risk Description	Pre-mitigation			Assurance Controls currently in place	Further Mitigating Actions Required	Owner	By When	Post-mitigation			Change in Period
		Probabilit (1:5)	Impact (1:5)	Total Prob x Imp					Probability (1:5)	Impact (1:5)	Total Prob x Imp	
1.0 Strategic Risks												
1.01	Programme Delivery - SHARP does not deliver 500 new Council (200) and Affordable (300) new homes due to insufficient land availability, complex internal land ownership arrangements (including State Aid) and risk awareness to cross-subsidy and commercial viability	4	5	20	Work is progressing well on The Walks, Flint and on a further four different sites which will deliver a combined total of 126 HRA and Affordable units. Work is scheduled to begin on two further sites at Connah's Quay and Aston in November which will deliver a further 15 units. Site investigation and appraisal work is also being undertaken on a number of Council-owned and other public sector sites have been identified for inclusion within Batch 3 sites which will potentially potential to deliver a projected 363 Council, Affordable Rent, Lo-Cost Home Ownership and Market Sales properties. A new scheme at Maes Gwern, Mold will deliver 48 Council, Affordable Rent and Affordable Low Cost Home Ownership units was approved by Cabinet in July 2017. A further 4 sites have been prepared for consideration by Council prior to Community Consultation Events scheduled for October 2017 prior to proposed planning application and Cabinet approval in November 2017.	Plans for the development of the former Canton Depot which will potentially deliver 40 additional HRA units are being bought forward. Potential for additional sites are being explored with both public and private land owners including Welsh Government and Betsi Cadwallader Heath Authority.	Housing programmes Manager	on-going	3	5	15	Same
1.02	Programme Delivery - Scheme costs are expensive making them unfeasible for the Council and NEW Homes.	4	5	20	Detailed site feasibility works undertaken identify any potential issues with ground conditions which either preclude or make scheme development particularly expensive; Council / NEW Homes have invested in Proval Development software to evaluate new build housing schemes, including projected rent levels from the scheme to cover repayment obligations; From 2018/19 Housing Finance Grant indicative allocation of £3.144M for SHARP will enable SHARP to potentially deliver more schemes in Flintshire. In addition, £20M will be available over 2 year period initially for "Innovative Housing" initiative to deliver 1,000 new homes across Wales. Criteria for this funding is currently being developed by WG. Following 14 march Cabinet additional scheme investment now also available be in the form of commuted sums (£735K) and Shared Equity Redemption Payments (£676K). From 1st April 2017, WG Housing Finance Grant will become available to fund SHARP schemes.	Wates and FCC are conducting a comprehensive review of costs on all elements of the SHARP. These will be independently verified to ensure value for the Council. Review of contractual KPIs also being undertaken to assess whether more opportunities can be channelled to the local supply chain.	Housing Programmes Manager	On-going	2	4	8	Lower
1.03	Inadequate internal capacity to deliver SHARP in terms of cost, and reputational damage to both the Council and NEW Homes.	4	5	20	Additional resource is required to ensure adequate staffing resources to inform and monitor the delivery of each scheme in order to maintain H & S regulations, quality, cost and timeframe for delivery. Recruitment for the appointment of a Delivery Manager to oversee the operational delivery of the SHARP has been unsuccessful to date.	Review of internal processes underway to release more capacity; Employment Agencies approached to identify suitably qualified individuals in short-term;	Housing Programmes Manager	31/07/17	3	4	12	Same

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Item	Risk Description	Probabilit (1:5)	Impact (1:5)	Total Prob x Imp	Assurance Controls currently in place	Further Mitigating Actions Required	Owner	By When	Probability (1:5)	Impact (1:5)	Total Prob x Imp	Change in Period
1.04	Delivery of poor quality product, leading to low customer satisfaction, high future maintenance costs, reputational damage to Council / NEW Homes	3	5	15	Robust contract specifications and design as set out in Flintshire House Standard and WG Development Quality Requirements (DQR); Products aligned to planned works specification; Council's Design and Consultancy Team employed Employers Agent to support the Housing Programmes Team on the strategic delivery of the SHARP, whilst the Council's Housing Asset Team have been employed Clerk of Works on site to oversee site delivery. Monthly Site, Progress and Delivery Meetings held to review progress on each individual scheme.	Regular Site Progress meetings held. Review of component specification undertaken at regular intervals. Handover and snagging process being reviewed to ensure processes are being adhered to and deliver value for money and quality end product.	E		3	4	12	Same
1.05	Failure to deliver scheme within budget due to site issues increasing costs, variations and tender costs etc.	4	4	16	Development framework with formal approval processes; Supply chain management of key products; Accurate estimates and site investigations undertaken; Monthly development scheme reviews: Monthly QS cost plans managed through monthly meetings with NEW Homes Financial Lead; Increase scheme costs and large contingency included to address inflation to both materials and labour; Robust contract management and control of loss and expense/variations etc.	Increase scheme costs and large contingency included to address inflation to both materials and labour; Robust contract management and control of loss and expense/variations etc.	Design and Consultancy Team	On-going	3	3	9	Lower
2.0 Health and Safety												
2.01	Breach of HSE Legislation leading to death or injury, site closure, reputational damage, improvement notice, prosecution.	5	4	20	CHAS registered contractors utilised; CDM Principle Designer role in place in line with updated regulations (2015); Robust CDM procedures and Construction Phase Plan; Site supervision; Weekly site checks undertaken in relation to Section 106 and PRS contractors.	Council's Health and Safety Officer now attends Site Progress meetings and has on-going dialogue with Principal Designer for the SHARP.	Wates Residential Space	on-going	3	3	9	Lower
3.0 Pre Construction / Design												
3.01	Programme Delivery Housing Need - Sites included in the programme do not reflect the strategic housing priorities of the Council or NEW Homes	3	5	15	All sites included in the SHARP are approved by Council Cabinet; Robust housing need exercise is undertaken for each site to determine the level and type of housing needed; This includes housing needs data supplied from SARTH and Flintshire Affordable Housing registers and the Specialist Housing Group. Process set out to approve individual sites by SHARP Partnership Board, Asset Management Board, NEW Homes, Community and Enterprise Scrutiny Committee prior to Cabinet approval.	Housing Need for each individual scheme regularly reviewed and analysed by Housing Programmes Team in consultation with Council Housing Manager; Community consultation undertaken with local Elected Members on proposed property mix / tenure as part of local consultation	Housing Programmes Team	On-going	2	2	4	Same
3.02	Delays in planning approvals Schemes not being approved in a timely manner or not attaining necessary planning advice. Also delays in signing off planning conditions	5	2	10	Regular consultation and dialogue with Planning Team has fostered an excellent, "can do" approach.	Design meetings and regular consultations held with Planning colleagues.	Design and Consultancy Team	on-going	2	3	6	Lower
3.02	Inaccurate construction time estimates leading to delay in handover, loss of rent to the Council and NEW Homes respectively	3	5	15	JCT Contractual terms and conditions will enable penalties/damage to be imposed for inaccurate delivery times. KPI targets have been established to monitor performance in this area.	Site Progress meeting regularly review and challenge proposed handover dates. Introduction of new snagging process will assist in brining more certainty to the process.	Design and Consultancy Team	on-going	2	3	6	Lower
3.03	Failure to reduce Environmental Impacts / manage sustainability risks	1	5	5	Sustainability risk assessment completed prior to each site to manage environmental impacts. KPI targets have been established to monitor performance in this area.	Site Progress and Design meetings monitor this area. KPIs show good performance in this area.	Design and Consultancy Team	on-going	1	4	4	Same
4.0 Construction / Delivery												

Item	Risk Description	Probabilit (1:5)	Impact (1:5)	Total Prob x Imp	Assurance Controls currently in place	Further Mitigating Actions Required	Owner	By When	Probability (1:5)	Impact (1:5)	Total Prob x Imp	Change in Period
4.01	Non-contractor site delays	3	4	12	<p>Local customer consultation events held on every scheme and with local Elected Member and Community Councils;</p> <ul style="list-style-type: none"> - Strong Project Management - Scheme monitoring arrangements - Effective working relationship established through early dialogue with key Council departments including Planning, Highways, Streetscene, Housing, Building Regulations, Legal, Estates and Valuation - Close working relationship developed with statutory agencies including Welsh Water, Scottish Power, British Gas etc. - Instruct statutory authorities as early as possible with letter of undertaking if necessary - Attain evidence from Wates that diversion/connection orders placed - Approach reviewed for dealing with statutory diversions and new supplies 	Site Progress and Design meeting identify potential issues in these areas at an early stage which can be addressed.	Design and Consultancy Team	Scheme by scheme basis	2	4	8	Same
5.0 Commercial												
5.01	Council funding option selected is expensive and present a risk to NEW Homes	4	4	16	<p>Council funding option continues to be the cheapest funding option available to fund SHARP; Council Finance regularly review the market to make sure this remains the case; alternative funding options from the private sector regularly reviewed as existing cap on HRA borrowing may potentially limit the number of properties the Council can build if not increased.</p>	Regular meeting with Council Housing Finance to review funding arrangements.	Finance / Housing Programmes Team	on-going	3	3	9	Same
5.02	Contractor failure to deliver SHARP	1	5	5	<p>Over Arching Agreement signed with Wates sets out the following controls;</p> <ul style="list-style-type: none"> - Contractor financial monitoring including subcontractor payments; - COW on site checking and recording progress and resources; - KPI and programme monitoring and reporting to NEW Homes / Council; - Monthly operational development meetings to review scheme by scheme progress; - Assessment of exposure (for development and investment work) against turnover; - Meetings with senior managers from contractors to carry out financial reviews where necessary; - Address performance at senior management level when necessary; - Significant Due Diligence work undertaken at tendering stage by independent auditors. 	Regular monthly meetings with Wates Managing Director and Flintshire's Chief Officer addresses any concerns around performance and delivery at an early stage; regular meetings between Wates and FCC officer monitor progress and delivery timeframes.	Housing Programmes Manager / Chief Officer Community and Enterprise	Ongoing	1	1	1	Same

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Item	Risk Description	Probabilit (1:5)	Impact (1:5)	Total Prob x Imp	Assurance Controls currently in place	Further Mitigating Actions Required	Owner	By When	Probability (1:5)	Impact (1:5)	Total Prob x Imp	Change in Period
5.03	Maes Gwern, Mold site not developed to generate capital receipt for the Council and 30% affordable homes for NEW Homes to manage	4	5	20	Detailed site appraisal work has been undertaken by Wates and the Council detailing proposed scheme layout and numbers, site investigations and abnormal, development costs etc. A planning application is being prepared for submission. A valuation report of the site has been commissioned by the Council to provide a value of the site based upon a 30% affordable housing provision. The Council will need to approve the scheme in the Batch 3 of SHARP schemes.	Approval by Cabinet to sell land to Wates in principle; Development Agreement to instruct terms and conditions of sale; Scheme will be considered by Planning committee in October 2017.	Housing Programmes Manager	Jan-17	2	4	8	Lower
5.04	Missed opportunity for the Council to purchase Well Street, Buckley from WG at discounted price though All Wales Land Release Protocol. Site has capacity to accommodate 160 units	4	5	20	Council is currently negotiating potential purchase of 13.09 acre site. An initial valuation has been jointly commissioned with WG. This has been further informed by a Site Investigation Study by Opus international Consultants which has identified a number of site abnormal which has been deducted from the final overall land value of £31.M. WG are supportive of the Council purchasing the site in "tranche" payments. Detailed proposals will be presented for Council to consider early in 2017.	On-going negotiations taking place with WG on purchase of land; Council has commissioned further site investigation works to inform sale and site development potential; housing mix, including 40% affordable housing mix now agreed in principle; Report scheduled to go to Cabinet in November advising of proposed terms and conditions for the purchase of the site.	Housing Programmes Manager	Mar-17	2	2	4	Lower
6.0 Other												
6.01	Reputational risk through poor communication of Programme objectives progress and outcomes and lack of coordinated engagement with/responses to comments on the initiative via all media outlets	1	5	10	Communications and Community Benefits work stream established to oversee strategy for maximizing positive PR to the Council. Work stream meets monthly and is chaired by Delwyn Evans, FCC Communications and supported by Wates appointed PR company, Truth. Work is supported by Communications Plan which is regularly updated and monitored to ensure key communications and engagement opportunities are maximized.	SHARP Communications Plan integrated with WHQS Plan and reviewed at Community and Enterprise Programme Board.	Housing Programmes Team	Scheme by Scheme basis	1	3	3	Same
6.02	Stakeholder opposition to development Programme and / or housing specifications	3	5	15	Regular community information events take place and development details circulated e.g. the Flint Master Plan Event. Stakeholder feedback is reviewed and monitored and the progress of the initiative and consultation carried out with residents and community groups.	Community consultation event held for every scheme; information on all SHARP schemes appear on the Council's website to raise awareness locally.	Housing Programmes Team	Scheme by Scheme basis	2	4	8	Same
6.03	Local people not benefitting from jobs and training opportunities available	2	5	10	The realisation of permanent employment, training and work placement and apprenticeship opportunities have been contractualised within the SHARP. KPI targets have been agreed with Wates to monitor performance in this area. Failure to achieve these targets would be considered a serious default by Wates. Good progress is being made on this, with the first two apprenticeships awarded for The Walks, Flint and Custom House School schemes. The Council's Communities First and Business Development Team are key partners in the programme and are leading on key initiatives to maximize local opportunities for long-term unemployed or traditionally under-represented groups.	Working group established to monitor performance in this area. Further "meet the Buyer" events planned to co-inside with Batch 3 schemes approval. Apprenticeship and training opportunities being reviewed to maximize more opportunities in this area.	Housing Programmes Team / Communities First	On-going	2	3	6	Same
6.04	Failure to realise positive publicity on a local, regional and national level for the SHARP	2	5	10	Positive PR received, with recognition from WG received that Flintshire is one of the first local authorities in Wales to develop a Council House volume building programme	FCC / Wates have developed a co-ordinated approach to maximizing positive media opportunities through officer attendance and speaking at national conferences or submission of bids for national housing awards, e.g. FCC recently won Client of the Year Award at the Construction Excellence Wales Awards.	FCC Communications Team	On-going	2	2	4	Same
6.05	Failure to sell SHARP contract to other local authorities and public sector partners	3	4	12	On-going dialogue with a number of local authorities who have expressed a firm interest in using the SHARP contract	Powys CC are in process of obtaining necessary approvals to use SHARP contacts for an agreed fee.	Housing Programmes Manager	On-going	2	3	6	Same



COMMUNITY & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE

Date of Meeting	Wednesday 15 th November, 2017
Report Subject	Mid-Year Council Plan 2017/18 Monitoring Report
Cabinet Member	Deputy Leader and Cabinet Member for Housing Cabinet Member for Economic Development
Report Author	Chief Officer (Community & Enterprise)
Type of Report	Operational

EXECUTIVE SUMMARY

The Council Plan 2017/23 was adopted by the Council in September 2017. This report presents the mid-year monitoring of progress for the Council Plan priorities 'Supportive Council' and 'Ambitious Council' relevant to the Community & Enterprise Overview & Scrutiny Committee.

Flintshire is a high performing Council as evidenced in previous Council (Improvement) Plan monitoring reports as well as in the Council's Annual Performance Reports. This first monitoring report for the 2017/18 Council Plan is a positive report, with 88% of activities being assessed as making good progress, and 67% likely to achieve the desired outcome. In addition, 65% of the performance indicators met or exceeded target. Risks are also being successfully managed with the majority being assessed as moderate (67%) or minor (8%).

This report is an exception based report and therefore detail focuses on the areas of under-performance.

RECOMMENDATION

1	That the Committee consider the Council Plan 2017/18 mid-year monitoring report to monitor under performance and request further information as appropriate.
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REPORT DETAILS

1.00	EXPLAINING THE COUNCIL PLAN 2017/23 MONITORING REPORT
1.01	The Council Plan monitoring reports give an explanation of the progress being made toward the delivery of the impacts set out in the 2017/23 Council Plan. The narrative is supported by performance indicators and / or milestones which evidence achievement. In addition, there is an assessment of the strategic risks and the level to which they are being controlled.
1.02	This is an exception based report and detail therefore focuses on the areas of under-performance.
1.03	<p>Monitoring our Activities</p> <p>Each of the sub-priorities have high level activities which are monitored over time. 'Progress' monitors progress against scheduled activity and has been categorised as follows: -</p> <ul style="list-style-type: none"> • RED: Limited Progress – delay in scheduled activity; not on track • AMBER: Satisfactory Progress – some delay in scheduled activity, but broadly on track • GREEN: Good Progress – activities completed on schedule, on track <p>A RAG status is also given as an assessment of our level of confidence at this point in time in achieving the 'outcome(s)' for each sub-priority. Outcome has been categorised as: -</p> <ul style="list-style-type: none"> • RED: Low – lower level of confidence in the achievement of the outcome(s) • AMBER: Medium – uncertain level of confidence in the achievement of the outcome(s) • GREEN: High – full confidence in the achievement of the outcome(s)
1.04	<p>In summary our overall progress against the high level activities is: -</p> <p>ACTIVITIES PROGRESS</p> <ul style="list-style-type: none"> • We are making good (green) progress in 51 (88%). • We are making satisfactory (amber) progress in 7 (12%). <p>ACTIVITIES OUTCOME</p> <ul style="list-style-type: none"> • We have a high (green) level of confidence in the achievement of 39 (67%). • We have a medium (amber) level of confidence in the achievement of 19 (33%). • We have a low (red) level of confidence in the achievement of 0 (0%).
1.05	<p>Monitoring our Performance</p> <p>Analysis of performance against the Improvement Plan performance indicators is undertaken using the RAG (Red, Amber Green) status. This is defined as follows: -</p>

	<ul style="list-style-type: none"> • RED equates to a position of under-performance against target. • AMBER equates to a mid-position where improvement may have been made but performance has missed the target. • GREEN equates to a position of positive performance against target.
1.06	<p>Analysis of current levels of performance shows the following: -</p> <ul style="list-style-type: none"> • 46 (65%) had achieved a green RAG status • 18 (25%) had achieved an amber RAG status • 7 (10%) had achieved a red RAG status
1.07	<p>The performance indicators (PI) which showed a red RAG status for current performance relevant to the Community & Enterprise Overview & Scrutiny Committee are: -</p> <p>Priority: Supportive Council PI: The number of new homes created as a result of bringing empty properties back into use:</p> <p>The Empty Homes Officer position has been vacant since July 2017. The service is responding to empty property reports in the usual way, with extra support from the Environmental Health team, but no properties have been brought back into use in this period.</p> <p>PI: Average number of calendar days taken to deliver a DFG</p> <p>The average number of calendar days taken to deliver a Disabled Facilities Grant (DFG) has been increased by a small number of DFGs for children completing in this quarter which have had very lengthy completion dates due to their complexity.</p>
1.08	<p>Monitoring our Risks</p> <p>Analysis of the current risk levels for the strategic risks identified in the Improvement Plan is as follows: -</p> <ul style="list-style-type: none"> • 1 (2%) is insignificant (green) • 4 (8%) are minor (yellow) • 32 (67%) are moderate (amber) • 11 (23%) are major (red) • 0 (0%) are severe (black)
1.09	<p>The major (red) risks identified for the Community & Enterprise Overview & Scrutiny Committee are: -</p> <p>Priority: Supportive Council Risk: Availability of sufficient funding to resource key priorities.</p> <p>The adaptations budget is monitored monthly to ensure there is sufficient availability for funding key priorities. In addition to this a Community and Enterprise Efficiency and Resilience Statement has been prepared which sets</p>

	<p>the resilience levels for the current year in terms of service scale and quality, capability and service sustainability which includes the impact in the event of funding being withdrawn. Demand for adaptations is exceeding the capital budget available in 2017/18.</p> <p>Risk: Debt levels will rise if tenants are unable to afford to pay their rent or council tax.</p> <p>We are currently working together to identify early intervention tools for those tenants that fall into arrears with their rent. A model based on the Early Help Hub within Children's Services is being explored and resources committed to ensure that homelessness is prevented and rent collection is maximised.</p>
1.10	The Council Plan sub-priority 'Supportive Council' has elements which are relevant to both the Community & Enterprise Overview & Scrutiny Committee and Social & Health Care Overview & Scrutiny Committee. Therefore this sub-priority will be presented to both Committee's for scrutiny.

2.00	RESOURCE IMPLICATIONS
2.01	There are no specific resource implications for this report.

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	The Council Plan Priorities are monitored by the appropriate Overview and Scrutiny Committees according to the priority area of interest.
3.02	Chief Officers have contributed towards reporting of relevant information.

4.00	RISK MANAGEMENT
4.01	Progress against the risks identified in the Council Plan is included in the report at Appendix 1 and 2. Summary information for the risks assessed as major (red) is covered in paragraphs 1.07 and 1.09 above.

5.00	APPENDICES
5.01	Appendix 1 – Council Plan 2017/18 Mid-Year Progress Report – Supportive Council
5.02	Appendix 2 – Council Plan 2017/18 Mid-Year Progress Report – Ambitious Council

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	<p>Council Plan 2017/18: http://www.flintshire.gov.uk/en/Resident/Council-and-Democracy/Improvement-Plan.aspx</p> <p>Contact Officer: Ceri Shotton Telephone: 01352 702305 E-mail: ceri.shotton@flintshire.gov.uk</p>

7.00	GLOSSARY OF TERMS																																													
7.01	Council Plan: the document which sets out the annual priorities of the Council. It is a requirement of the Local Government (Wales) Measure 2009 to set Improvement Objectives and publish a Council Plan.																																													
7.02	Risks: These are assessed using the improved approach to risk management endorsed by Audit Committee in June 2015. The new approach, includes the use of a new and more sophisticated risk assessment matrix which provides greater opportunities to show changes over time.																																													
7.03	<p>Risk Likelihood and Impact Matrix</p> <table border="1"> <tr> <td rowspan="4" style="writing-mode: vertical-rl; transform: rotate(180deg);">Impact Severity</td> <td>Catastrophic</td> <td>Y</td> <td>A</td> <td>R</td> <td>R</td> <td>B</td> <td>B</td> </tr> <tr> <td>Critical</td> <td>Y</td> <td>A</td> <td>A</td> <td>R</td> <td>R</td> <td>R</td> </tr> <tr> <td>Marginal</td> <td>G</td> <td>Y</td> <td>A</td> <td>A</td> <td>A</td> <td>R</td> </tr> <tr> <td>Negligible</td> <td>G</td> <td>G</td> <td>Y</td> <td>Y</td> <td>A</td> <td>A</td> </tr> <tr> <td></td> <td></td> <td>Unlikely (5%)</td> <td>Very Low (15%)</td> <td>Low (30%)</td> <td>Significant (50%)</td> <td>Very High (65%)</td> <td>Extremely High (80%)</td> </tr> <tr> <td></td> <td></td> <td colspan="6" style="text-align: center;">Likelihood & Percentage of risk happening</td> </tr> </table> <p>The new approach to risk assessment was created in response to recommendations in the Corporate Assessment report from the Wales Audit Office and Internal Audit.</p>	Impact Severity	Catastrophic	Y	A	R	R	B	B	Critical	Y	A	A	R	R	R	Marginal	G	Y	A	A	A	R	Negligible	G	G	Y	Y	A	A			Unlikely (5%)	Very Low (15%)	Low (30%)	Significant (50%)	Very High (65%)	Extremely High (80%)			Likelihood & Percentage of risk happening					
Impact Severity	Catastrophic		Y	A	R	R	B	B																																						
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Mid-year Council Plan 2017/18 Progress Report

Supportive Council

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Flintshire County Council



Print Date: 07-Nov-2017

1 Supportive Council



Actions

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.1.1 Provide new social and affordable homes	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	In Progress	01-Apr-2017	31-Mar-2018	30.00%	 GREEN	 AMBER

ACTION PROGRESS COMMENTS:

The SHARP is due to deliver 126 social and affordable units this year of which 29 have been delivered to date. During the next half of the year we expect to complete the construction of 97 units.

Last Updated: 09-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.1.2 Welsh Housing Quality Standard (WHQS) investment plan targets achieved	Sean O'Donnell - Contract Surveyor	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

All WHQS Contracts have progressed into Year 3 (2017-18) of the 6 year Capital Programme with a smooth transition into their new Capital Districts (Areas of work). Year 3 of the Capital Programme will be the last year where the majority of Internal Works are completed. For the past 3 years the team have procured, organised and delivered the installation of over 3,000 kitchens and 4,000 bathrooms with only the Acceptable Fails remaining e.g. tenant refusal, no access. The Capital Works Team have allowed a 10% Acceptable Fail allowance into its delivery programme and budgets based upon previous data. This has been agreed with Welsh Government. Over the remaining years of the delivery programme, these Acceptable Fails will be completed either when the property becomes Void or a tenant is able to have the works completed. The Capital Programme has now increased its Envelope & Environmental workstreams which will replace the Internal workstream. These new workstreams will have an increased impact on the communities as they begin to transform the aesthetics & environment by regenerating & revitalising the roads, complexes and estates which form part of the works. The Capital Works Programme will be completed in Year 6 (2020-2021)

Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.1.3 Develop solutions to the increasing frequency of unauthorized gypsy and traveller encampments	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	In Progress	12-Jul-2017	31-Mar-2018	30.00%	GREEN	GREEN

ACTION PROGRESS COMMENTS:

We are currently in the early stages of developing a strategy to determine a long term solution for a Gypsy and Traveler transit site. A report outlining the strategy will be presented to Cabinet. By the end of the year we aim to have identified a suitable site and submit a funding bid to Welsh Government.

Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.2.1 Improve standards within the private rented sector	Lynne Fensome - Support Manager Environment	In Progress	01-Apr-2017	31-Mar-2018	25.00%	GREEN	GREEN

ACTION PROGRESS COMMENTS:

The approach of the team is threefold; firstly encouraging a pro-active registration with Rent Smart Wales and giving appropriate advice as necessary. This informal approach is preferred to the enforcement route and has been successful. If Landlords are reluctant or failing to meet the required standards and are failing to co-operate with the service then an enforcement stance will be taken. Secondly, the team investigate all reported cases of unsuitable living conditions and have taken remediation action where required. Thirdly, where enforcement action has been taken, this has been followed up to secure compliance but where persistent non-compliance exists legal action has followed.

Last Updated: 31-Oct-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.2.2 Deliver the Council's housing growth needs	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	GREEN	GREEN

ACTION PROGRESS COMMENTS:

Intelligence generated through analysis of the Single Access Route To Housing (SARTH) Register ensures that the delivery of affordable housing in Flintshire is demand led and meets the affordable housing need. The Strategic Housing and Regeneration Programme (SHARP), North East Wales (NEW) Homes Ltd, Registered Social Landlord (RSL) developments and

planning requirements for the inclusion of affordable housing within private market led schemes contribute to meeting the shortfall of affordable housing.

Last Updated: 23-Oct-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.1.2.3 Meeting the housing needs of vulnerable groups	Suzanne Mazzone - Supporting People Manager	In Progress	01-Apr-2017	31-Mar-2018	25.00%	 GREEN	 AMBER

ACTION PROGRESS COMMENTS:

The Holywell Extra Care facility providing 55 units is to be submitted to the Planning Committee in November 2017. The proposed start date is March 2018 and to be complete by December 2019.

Last Updated: 02-Nov-2017



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ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.1 Support Flintshire residents to better manage their financial commitments	Jen Griffiths - Benefits Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Work is on-going to identify all services who provide this support with a view to aligning this wherever possible. Current work is focussed on personal budgeting support which is provided in connection with claims for Universal Credit and support and advice provided to assist tenants to manage their finances in order to maintain their commitments to rent and council tax.

Last Updated: 31-Oct-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.2 Managing local impact of the full service under Universal Credit (UC) roll out	Jen Griffiths - Benefits Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

We have delivered a number of training and awareness sessions both within the Council and to a range of key stakeholders including; Flintshire Connects, elected members, Registered Social Landlords, private landlords, library employees, housing employees, Flying Start, Social Services, human resources and voluntary agencies. Impacts are monitored and we are continuing to develop a record of issues and problems associated with Universal Credit which are far ranging both in terms of scale and impact. Work is ongoing via the Operational

Board and Tackling Poverty Partnership.

Last Updated: 02-Nov-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.3 Develop and deliver programmes that improve employability and help people to gain employment.	Niall Waller - Enterprise and Regeneration Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

The Communities First programme has been refocussed for 2017/2018 and all activities contribute towards improving employability. These include; the provision of intensive work-focussed training and work placements, support for people starting their own business, provision of tailored support to people from deprived neighbourhoods to take advantage of large company recruitment campaigns, and jobs clubs and jobs fairs. In addition the Council runs the LIFT programme to support long-term unemployed people from workless households and the Communities 4 Work programme which provides intensive mentoring to those furthest from the labour market.

Last Updated: 31-Oct-2017



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ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.4 Develop and deliver programmes to improve domestic energy efficiency to reduce Co2 emissions and fuel poverty	Leanna Jones - Home Energy Conservation Officer	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Gas infill projects in Penyffordd and Wepre Court are nearing completion. A pilot project with heat pumps, Photo Voltaic (PV)/battery storage is moving into a monitoring phase to demonstrate benefits to tenants. A successful bid for Warm Homes funding for properties without central heating will enable us to do more to help vulnerable and fuel poor residents without central heating. The Council achieved success in national Energy Efficiency and Healthy Homes Awards with 3rd Place in Local Authority of the Year for our collective work on energy efficiency and fuel poverty. Forward plans working alongside Capital Works team are now being agreed.



Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.5 Develop a strategy to address food poverty	Jen Griffiths - Benefits Manager	In Progress	01-Apr-2017	31-Mar-2018	20.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

The food poverty strategy is currently being drafted and has significant links to community resilience work, the Community Benefits Strategy, and aligns closely with the Betsi Cadwaladr University Health Board (BCUHB) draft strategy.

Last Updated: 02-Nov-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.2.1.6 Assist residents of Flintshire to access affordable credit	Jen Griffiths - Benefits Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Through the work of the Welfare Reform Response team significant progress has been made to re-engage with both credit unions in Flintshire. We are actively promoting the products and services that are on offer. In addition, the credit unions have agreed to be part of our Tackling Poverty Partnership group from the Autumn

Last Updated: 13-Oct-2017



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ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.3.1.1 Ensure Care Home Provision within Flintshire enables people to live well and have a good quality of life.	Jane M Davies - Senior Manager, Safeguarding & Commissioning	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

A report has been prepared around the potential expansion of the care sector and presented to the Programme Board. Recommendations have been approved to explore further the extension of Marleyfield (32 beds for intermediate care and 'discharge to assess'). This expansion will also help to support the medium term development of the nursing sector. We continue to collect intelligence around providers exiting the care sector and regional capacity. Meetings with Betsi Cadwaladr University Health Board (BCUHB) East Division have been held to discuss pooled budgets for the expansion. We have reached agreement in principal for Integrated Care Fund (ICF) capital funding to be allocated for the expansion over the next 3 years (£415K per year). This year's allocation will be used to commission a feasibility study for the expansion. A Strategic Opportunity Review has been completed with a report being presented to Cabinet in October. A lobbying letter to Welsh Government (WG) has been drafted, subject to cabinet approval, highlighting the risks and areas for concern. There are several active workstreams, including the development of resources to support the sector such as a provider portal. The Regional Domiciliary Framework is now live with new contracts commencing 1 April 2018. The intention is to increase the number of providers in order to help sustain the market. The roll out of "Progress for Providers" continues; care homes are in the process of assessing themselves against the new Flintshire standards. One home has already achieved the bronze standard.

Last Updated: 31-Oct-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.3.1.2 Support greater independence for individuals with a frailty and/or disability, including those at risk of isolation.	Susie Lunt - Senior Manager, Integrated Services	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

This year our Ageing Well Plan is focused on the development of age friendly and dementia friendly communities with the aim of creating a better understand of dementia. The Plan also seeks to support those in the community who feel lonely and isolated by identifying opportunities to tell people about activities as well as how they can receive information and advice to help reduce the risks of loneliness. An Implementation Plan for the staged replacement of double staffed packages of care has been drafted and work is beginning through a targeted approach with care providers. In parallel with this the Council are investing in new single handling equipment which is less intrusive in the home. Working with Welsh Government and the Social Services Improvement Agency we are moving into Phase 2 of the Collaborative Communication Skills Programme, through which we will ensure that practitioners are equipped with the necessary skills to support people to achieve their personal outcomes, as set out in the Social Services and Wellbeing Act (Wales). Alongside this we are developing our local recording systems to support the measurement of personal outcomes.

Last Updated: 31-Oct-2017



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ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.3.1.3 Improve outcomes for looked after children	Craig Macleod - Senior Manager, Children's Services & Workforce	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 AMBER

ACTION PROGRESS COMMENTS:

Work is underway to develop a Corporate Parenting Strategy which will set out our commitments to Looked After Children. Health and Social Services Scrutiny Committee have agreed that consultation on the Strategy will centre on the themes of Home, Education and Learning, Health and Well-being, and Leisure and Employment Opportunities. Finding suitable placements for Looked After Children can be a real challenge, particularly for teenagers who have complex needs. There is a national shortage of foster care and residential provision and work has commenced on a regional footprint to look at potential medium term solutions. This work complements more local work to develop our strategic approach to securing permanent, stable homes for Looked After Children. A Senior Manager from BCUHB's Child and Adolescent Mental Health Service (CAMHS) attended the Children's Services Forum in June 2017. The Manager provided an overview of the work that is taking place to ensure timely access to CAMHS health assessments for Looked After Children. Positively it was reported that assessment for Looked After Children are being initiated within 28 days of referral. Ensuring that 'looked after' health assessments are carried out in a timely manner is challenging with performance targets missed. This matter has been escalated to BCUHB.



Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.4.1.1 Ensure that effective services to support carers are in place as part of collaborative social and health services	Susie Lunt - Senior Manager, Integrated Services	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Our carer's services are working well based on performance and carer feedback. We are now looking at a commissioning exercise following a full review of all services to address any duplication or gaps in provision. We have a planned programme for utilising the Carer's Respite Grant award, which includes creative respite through direct payments and piloting a school holiday camp in the two specialist primary schools for disabled children. We are contributing to the regional strategic review of carer's services across North Wales which includes exploring opportunities for collaboration, sharing good practice and ensuring equitable services across the region. The final report is due to be presented to Regional Partnership Board in December 2017. The existing Carer's Strategy action plan is being updated and recent consultations with carers will refresh their needs and demand. The other workstreams are progressing such as a review of processes, carers need assessments, and monitoring and information. These all continue to ensure carer's services in Flintshire are effective, responsive to need, and are outcome focused. Young Carers' services in Flintshire are provided by Barnardo's. The service aims to improve confidence and emotional resilience whilst also providing a secure environment for peer support. Young carers can access community groups to ensure resilience is sustainable long term. Carers are able to be referred into the service if circumstances become difficult or the individual needs more intensive support. The service receives a high number of referrals from statutory services and the third sector and education, and is exploring potential fundraising avenues in order to continue to meet the needs of Young Carers in Flintshire.

Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.4.1.2 Further develop the use of Integrated Care Fund (ICF) to support effective discharge from hospital and ensure a smoother transition between Health and Social Care Services.	Susie Lunt - Senior Manager, Integrated Services	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN



ACTION PROGRESS COMMENTS:

During the first half of 2017/18 the ICF has been used to continue to fund placements for 'Step Up / Step Down' beds, with over 80 admissions during that time period. In addition, the Community Resource Team of multi-disciplinary professionals is rolling out and is increasing its time of operation in Flintshire. The team provides home-based support through clinical and generic Health and Support workers to support discharge and avoid hospital admission.

Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
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1.4.1.3 Establish an Early Help Hub, involving all statutory partners and the third sector.	Craig Macleod - Senior Manager, Children's Services & Workforce	In Progress	01-Apr-2017	31-Mar-2018	75.00%	 GREEN	 GREEN
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ACTION PROGRESS COMMENTS:

An Early Help Hub has been established with a 'soft launch' in July 2017. The Hub is made up a staff from across statutory partners including Social Services, North Wales Police, Youth Justice, housing, education. health and early years/Flying Start. The third sector is strongly represented through a third sector co-ordinator from Flintshire Local Voluntary Council (FLVC) and through services provided by the third sector via the Families First programme.



Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.4.1.4 Further develop dementia awareness across the county.	Susie Lunt - Senior Manager, Integrated Services	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Flintshire has ten Dementia Cafes and three accredited Dementia Friendly Communities, with a further six working towards accreditation, making Flintshire the lead county with Dementia Friendly Communities in North Wales. We have 46 accredited Dementia Friendly Businesses, the highest in North Wales. We have Launched an Early Onset Peer Support Service (Friendly Faces) lead by people living with Dementia and supported by the Council, Betsi Cadwaldr University Health Board, Bangor University and the Dementia Engagement and Empowerment Project (DEEP), the first of its kind in Wales. The Intergeneration Project with learners and people living with dementia has been completed in 5 schools. The Creative Conversation research study has improved skills in 18 Care Homes in creatively communicating with people living with dementia using the arts. Dementia Friendly film Screenings are taking place in Mold and Flint on a regular basis. The Walks in Flint will have dementia friendly street signage, the first in North Wales, to ensure people living with dementia can navigate the change in environment. Llys Raddington Extra Care has consulted with people living with dementia on the interior design of the building to ensure it is dementia friendly. The Health Centre in Flint has a working group to ensure the centre is dementia friendly and is working with Flint dementia friendly community and people living with dementia.

Last Updated: 31-Oct-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.1 Strengthen the arrangements within all council portfolios to have clear responsibilities to address safeguarding.	Fiona Mocko - Policy Advisor (Equalities and Cohesion)	In Progress	01-Apr-2017	31-Mar-2018	40.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

There are delegated leads for safeguarding in all Portfolios . A Corporate Safeguarding policy was presented and adopted by Cabinet in October 2017, and will be rolled out across the

Council. A review of Disclosure and Barring Service checks has taken place to ensure Services follow safe recruitment practices. Internal Audit has undertaken a review of Corporate Safeguarding. Their final report will inform the future work programme of the Corporate Safeguarding Panel.



Last Updated: 02-Nov-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.2 Ensure that our response rates to referrals remain within statutory targets	Jane M Davies - Senior Manager, Safeguarding & Commissioning	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

Performance for timeliness of initial child protection conferences carried out within timescales has improved this year to 94.8%. The timeliness of child protection reviews has also improved, with 99.2% of review conferences being held within timescales. One review was delayed because the family had a court date pending.



Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.3 Develop a preventative approach towards Child Sexual Exploitation (CSE)	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Completed	01-Apr-2017	16-Oct-2017	100.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

North Wales Police Child Sexual Exploitation (CSE) videos have been shared Senior Management Team meetings across the Authority and at the Corporate Safeguarding Panel. CSE awareness is also on the agenda for general safeguarding training for members of all Scrutiny Committees.

Last Updated: 02-Nov-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.4 Identify and address the signs and symptoms of domestic abuse and sexual violence	Sian Jones - Public Protection Manager	In Progress	01-Apr-2017	31-Mar-2018	25.00%	 AMBER	 AMBER

ACTION PROGRESS COMMENTS:

Welsh Government require all Flintshire County Council staff to complete the Violence Against Women and Domestic Abuse and Sexual Violence, level 1, e-learning module. Significant technical issues has meant that all local authorities in Wales have encountered difficulties accessing the system. These technical issues have now been resolved. The Council is now using a different IT platform. The e-learning module file has now been uploaded on to Learning Pool Flintshire Academi, our own internal platform so we can report on a daily basis. In

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terms of future considerations, 60% of FCC employees do not have access to a computer. Face to face sessions are planned for January 2018, and will be delivered in partnership with Wrexham County Council. Sessions will last 2.5 to 3 hrs. We are currently exploring the possibility of face to face sessions with a theatre style company. A presentation on the training requirements will be provided to Change Exchange members in December 2017.

Last Updated: 31-Oct-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.5 Strengthen regional community safety through collaboration and partnership arrangements	Sian Jones - Public Protection Manager	Completed	01-Apr-2017	31-Mar-2018	100.00%	GREEN	GREEN

ACTION PROGRESS COMMENTS:

The North Wales Safer Communities' Board Plan has now been approved. This document sets out the priorities for the statutory partners for the next three year period. A work programme is included. Flintshire continues to occupy an active role in this forum, and on a local level has adopted the regional priorities through the work of the Flintshire Public Service Board.

Last Updated: 24-Oct-2017

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ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
1.5.1.6 Ensure we meet the requirements of the North Wales Contest Board	Sian Jones - Public Protection Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	GREEN	GREEN



ACTION PROGRESS COMMENTS:

The self assessment, which measures the Council's progress against the 'Prevent' duties, has been undertaken. Progress is reviewed on a regular basis at the Corporate Safeguarding Panel. The Panel continues to work on the areas of weakness highlighted in the self-assessment, and respond to any requests from the North Wales Contest Board, as and when required.

Last Updated: 31-Oct-2017



Performance Indicators

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
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IP1.1.1.1M01 The numbers of new Council homes delivered through the SHARP programme	6	11	11	 GREEN	↑	11	11	 GREEN
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Lead Officer: Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager
Reporting Officer: Denise Naylor - Housing Programmes Support Manager
Aspirational Target:
Progress Comment: The first phase of Social units have been completed and transferred to the Council at the Walks, Flint.

Last Updated: 09-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.1.1.2M02 The numbers of new affordable homes delivered through the SHARP programme	0	18	18	 GREEN	↑	18	18	 GREEN

Lead Officer: Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager
Reporting Officer: Denise Naylor - Housing Programmes Support Manager
Aspirational Target:
Progress Comment: 18 affordable units have delivered and transferred across to NEW Homes. A further 44 are expected to be completed by the end of the year.



Last Updated: 09-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.1.1.3M03 The number of properties managed by NEW Homes	30.5	23	27	 AMBER	↓	23	27	 AMBER



Lead Officer: Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager
Reporting Officer: Denise Naylor - Housing Programmes Support Manager
Aspirational Target:
Progress Comment: NEW Homes have taken on the management of 18 units on the Walks, Flint. It has also received 3 section 106 properties at Northop Hall, and 2 private sector landlord properties. A delayed handover of 106 sections accounts for 4 units.
 Last Updated: 09-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.1.1M01 The percentage of landlords and letting agents compliant with the Rent Smart Code of Practice	No Data	63.62	65	 AMBER	N/A	63.62	65	 GREEN




Lead Officer: Lynne Fensome - Support Manager Environment
Reporting Officer: Lynne Fensome - Support Manager Environment
Aspirational Target:
Progress Comment: We are pro-actively encouraging landlords to register. Where there is deliberate non-compliance we are taking appropriate enforcement action either through direct action or referral to Rent Smart Wales
 Last Updated: 23-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.1.2M02 The percentage of landlords that have complied with improvement notices	No Data	73	80	 AMBER	N/A	73	80	 GREEN

Lead Officer: Lynne Fensome - Support Manager Environment
Reporting Officer: Jenny Prendergast - Team Manager - Health & Safety Enforcement
Aspirational Target:
Progress Comment: 11 improvement notices had completion dates for 1st April to 30th Sept 2017. 8 have been completed and there are 3 outstanding for non-compliance. 1 is progressing to prosecution and 2 are under consideration for legal proceedings
 Last Updated: 23-Oct-2017




KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.1.3M03 The percentage of tenants protected from unsuitable living conditions	No Data	100	100	 GREEN	N/A	100	100	 GREEN

Lead Officer: Lynne Fensome - Support Manager Environment
Reporting Officer: Jenny Prendergast - Team Manager - Health & Safety Enforcement
Aspirational Target:
Progress Comment:



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.2.1M01 The number of new affordable homes provided through the planning system	10.5	13	12.5	 GREEN		16	25	 AMBER

Lead Officer: Andrew Farrow - Chief Officer - Planning and Environment
Reporting Officer: Lynne Fensome - Support Manager Environment
Aspirational Target:
Progress Comment: Only one application was decided during the period that required consideration as affordable housing, Allied Bakeries Ltd, Chester Road, Saltney where 13 affordable houses are to be provided in a development of 70 dwellings. Four 2 bed dwellings were gifted to North East Wales Homes and four 2 bedroom and four 3 bedroom houses were offered for sale at a discount market rate.




Last Updated: 02-Nov-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.2.3M03 (PAM/014) The number of new homes created as a result of bringing empty properties back into use	19	0	19	 RED		0	19	 RED



Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Joseph Muxlow - Regeneration Programme Lead
Aspirational Target:
Progress Comment: The Empty Homes Officer position has been vacant since July 2017. The service is responding to empty property reports in the usual way, with extra support from the Environmental Health team, but no properties have been brought back into use in this period.
 Last Updated: 24-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.2.3.1M01 (PAM/015) Average number of calendar days taken to deliver a DFG	No Data	383	240	 RED	N/A	383	240	 RED

Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Joseph Muxlow - Regeneration Programme Lead
Aspirational Target:
Progress Comment: The average number of calendar days taken to deliver a Disabled Facilities Grant (DFG) has been increased by a small number of DFGs for children completing in this quarter which have had very lengthy completion dates due to their complexity.
 Last Updated: 31-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.1.1M01 Number of days to process new housing benefit claims	20	15.28	20	 GREEN		15.28	20	 GREEN

Lead Officer: Jen Griffiths - Benefits Manager
Reporting Officer: Suzanne Jones - Team Manager - Benefits and Council Tax Reduction Assessment
Aspirational Target:
Progress Comment: Target for processing new claims has been met. During this period we had one vacancy and two employees absent due to long term sickness.
 Last Updated: 16-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.1.2M02 Number of days to process change of circumstances for housing benefit	8	7.37	8	 GREEN	↑	7.37	8	 GREEN
<p>Lead Officer: Jen Griffiths - Benefits Manager Reporting Officer: Suzanne Jones - Team Manager - Benefits and Council Tax Reduction Assessment Aspirational Target: Progress Comment: Target for processing change of circumstances has been met. During this period we had one vacancy and two employees absent due to long term sickness. The reduction in employees required priorities to be assessed and resources were allocated to new claims as they are a higher priority.</p> <p>Last Updated: 16-Oct-2017</p>								

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
1.3.1.3M03 The amount of additional income paid to Flintshire residents as a result of the work undertaken by the Council (£)	375000	395440	375000	 GREEN	↑	395440	375000	 GREEN
<p>Lead Officer: Suzanne Mazzone - Supporting People Manager Reporting Officer: Jen Griffiths - Benefits Manager Aspirational Target: Progress Comment: £379,385 of additional Social Security benefits and Tax Credits has been paid to Flintshire residents. £16,054 of one-off payments have also been made to cover claims for backdating, and grants etc.</p> <p>£90,753 value of gains recorded by the Supporting People team.</p> <p>Last Updated: 02-Nov-2017</p>								

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KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.2.1M01 (PAM/012) Percentage of households successfully prevented from becoming homeless	89.58	69.46	89	 AMBER	↓	71.51	89	 AMBER

Lead Officer: Suzanne Mazzone - Supporting People Manager



Reporting Officer: Suzanne Mazzone - Supporting People Manager

Aspirational Target:

Progress Comment: Performance is below target, but within the variance set. Outcomes are reported based on each stage of the duty and therefore, people can still proceed to have a positive outcome at the final duty stage. The team continues to work proactively with customers. Difficulties with the introduction of Universal Credit and welfare reforms have made it more challenging to complete successful prevention work for those people within the private rented sector. In-year funding has been allocated to look at a scheme of incentives for private landlords and it is hoped that this will assist to improve performance in Q3 and Q4.

Last Updated: 31-Oct-2017

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KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.2.2M02 The number of people on UC that have received personal budgeting support	0	120	149.25	 AMBER	↑	206	298.5	 AMBER

Lead Officer: Jen Griffiths - Benefits Manager

Reporting Officer: Dawn Barnes - Training Officer



Aspirational Target:



Progress Comment: Personal Budgeting Support (PBS) increased due to promotion to support providers and creation of a direct email link for enquiries. We also provide the service within the job centres to ensure access for customers is as easy as possible.



Discretionary Housing Payment processes were changed to incorporate early discussion around financial capability which helps identify potential Universal Credit customers in need of PBS.

Performance is below target however, work is continuing to promote the service and we are seeking new ways to engage with customers to provide the support needed.

Last Updated: 16-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.2.3M03 The number of people on UC that have received digital support	0	547	182	 GREEN	↑	934	375	 GREEN
<p>Lead Officer: Jen Griffiths - Benefits Manager Reporting Officer: Dawn Barnes - Training Officer Aspirational Target: Progress Comment: Expansion of Universal Credit (UC) Full Service has increased volume of people requiring digital support. The demand for this service is above the volumes predicted by the Department for Work and Pensions (DWP) and analysis shows that customers are requiring support on multiple occasions to make and manage their UC claim online. Increase in support provided is reported to the DWP as progress against grant funding.</p> <p>Last Updated: 31-Oct-2017</p>								

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.3.1M01 Number of people completing programmes commissioned by the Council which deliver job and training outcomes	80.75	116	100	 GREEN	↑	219	200	 GREEN
<p>Lead Officer: Niall Waller - Enterprise and Regeneration Manager Reporting Officer: Sharon Jones - Communities First Cluster Delivery Manager East Aspirational Target: Progress Comment: Three programmes are included within this out-turn figure - Communities First, Communities 4 Work and LIFT, all funded by Welsh Government. The programmes provide a mixture of: one to one mentoring, employer engagement, work-focussed training, confidence building and encouragement for enterprise.</p> <p>Last Updated: 24-Oct-2017</p>								

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.4.2M02 The number of residents supported to lower their energy tariff	0	30	37.5	 AMBER	↑	30	75	 AMBER



Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Leanna Jones - Home Energy Conservation Officer
Aspirational Target:
Progress Comment: Average estimated annual household savings from switching was £209.

Last Updated: 24-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.4.3M03 The number of people receiving the warm home discount	0	0	12.5	 RED	↔	0	25	 AMBER



Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Leanna Jones - Home Energy Conservation Officer
Aspirational Target:
Progress Comment: This is a new indicator A full report will be given with the Q3 reporting session.

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.4.4M04 The number of private sector homes receiving efficiency measures	56.75	34	35	 AMBER	↓	102	70	 GREEN



Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Leanna Jones - Home Energy Conservation Officer
Aspirational Target:
Progress Comment: Majority of these installs were boilers, full heating systems, and insulation measures through the Affordable Warmth Crisis Fund, with match funding for additional systems brought in through ECO and Nest.

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.4.5M05 The number of people who receive a full healthy homes healthy people / affordable warmth / HHSRS home visit and tailored service	No Data	85	125	 RED	N/A	85	250	 AMBER



Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Leanna Jones - Home Energy Conservation Officer
Aspirational Target:
Progress Comment: In quarter 3 the number will rise as we will have the opportunity to include other data from Healthy Homes Healthy People and area-based project advice visits. We are therefore still confident we will achieve the target.

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.3.4.6M06 The number of Council homes receiving efficiency measures	162.5	35	75	 RED	↓	35	150	 AMBER

Lead Officer: Niall Waller - Enterprise and Regeneration Manager
Reporting Officer: Leanna Jones - Home Energy Conservation Officer
Aspirational Target:
Progress Comment: Some heating installations which have not yet been invoiced have not been able to be included and will be counted in Quarter 3. Additionally, forward planning alongside capital works is now in final stages of signoff, so there will be an increase in activity in Quarter 3 and Quarter 4.



Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.4.1.1M01 The number of care homes who have implemented the new Progress for Providers Programme	No Data	16	5	 GREEN	N/A	16	5	 GREEN

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Lead Officer: Nicki Kenealy - Contracts Team Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: The programme has been implemented in 14 residential and 2 nursing homes.

Last Updated: 11-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.4.1.4M04 Sustaining existing care homes within Flintshire	No Data	26	26	 GREEN	N/A	26	26	 GREEN



Lead Officer: Dawn Holt - Commissioning Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: 26 care homes for adults (includes residential, EMI and nursing). We are sustaining the number of care homes in Flintshire despite the pressures in the market, by concentrated input. Two homes are in escalating concerns. This action links to the red risk around demand for bed availability (ST163).

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.4.1.5M05 The percentage occupancy within Flintshire care homes	No Data	96.7	95	 GREEN	N/A	96.7	95	 GREEN

Lead Officer: Dawn Holt - Commissioning Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: This is based on vacancy rate in the last week of the quarter.

Last Updated: 26-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.4.2.3M03 The percentage of employees trained in Person Centred Care in line with the Social Services and Well-being act (Wales) 2014	20	100	25	 GREEN	↑	100	50	 GREEN

Lead Officer: Jane M Davies - Senior Manager, Safeguarding & Commissioning



Reporting Officer: Jacque Slee - Performance Lead – Social Services

Aspirational Target:

Progress Comment: The first phase of training on person centred practice in line with the Act has been rolled out across the workforce. The Draft Strategic Workforce Development Plan sets out what needs to be done to ensure that this is incorporated in to the induction for new staff and that existing staff are supported to keep their skills up to date. In November we will begin phase 2 of the programme for person centred practice / personal outcomes, as it is rolled out across Wales over the next 6 months.

Last Updated: 20-Oct-2017

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KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.4.3.2M02 (PAM/029) Percentage of children in care who had to move 2 or more times	8.74	5.26	10	 GREEN	↑	5.26	10	 AMBER

Lead Officer: Craig Macleod - Senior Manager, Children's Services & Workforce



Reporting Officer: Jacque Slee - Performance Lead – Social Services

Aspirational Target:

Progress Comment: 12 children have moved more than twice since April of this year. For 6 of these children, moves were planned and in accordance with the child's plan. It is a priority to place children in stable placements wherever possible. This is a cumulative indicator and we will not see the full impact until the end of the year; however, we anticipate that there will be a challenge in meeting the target at year end. This is reflected by the Amber progress RAG.



Last Updated: 24-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
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IP1.4.3.3M03 Percentage of children assessed by CAMHS within 28 days by BCUHB	No Data	100	95		N/A	100	95	
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Lead Officer: Craig Macleod - Senior Manager, Children's Services & Workforce
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: BCUHB are reporting that they are now meeting their target of 28 days for CAMHS assessments.

Last Updated: 24-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.5.1.1M01 Number of adult carers identified.	216.75	310	225		↑	310	450	

Lead Officer: Dawn Holt - Commissioning Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: Target met. We continue to work with our commissioned services to improve the capture of carers data.



Last Updated: 26-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.5.2.1M01 (PAM/025) Number of people kept in hospital while waiting for social care per 1,000 population aged 75+	0.32	0.08	1.78		↑	0.68	1.78	

Lead Officer: Janet Bellis - Localities Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target: 1.78
Progress Comment: The Council and Betsi Cadwaladr University Health Board (BCUHB) work together on a case by case basis to ensure prompt discharge. The target rate is equivalent to 23 delays in the year. There have been 9 delays so far this year, the longest wait being 27 days, and the shortest wait being 1 day. Awaiting data for September from Welsh Government.
 Last Updated: 31-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.5.3.1M01 Percentage of child protection referrals that result in “no further action”.	37.6	55	35	 RED	↓	55	35	 RED

Lead Officer: Craig Macleod - Senior Manager, Children's Services & Workforce
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target: 30.00
Progress Comment: 55% of child protection referrals received by Children's First Contact currently have no action taken after screening. These referrals are now being considered for early support below the child protection threshold, through the newly implemented Early Help Hub. This should reduce the number of referrals with no action taken, and provide low level multi agency early intervention to more families who do not meet the threshold for statutory services.
 Last Updated: 20-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.5.4.1M01 The number of dementia cafes in Flintshire	3	8	6	 GREEN	↑	8	6	 GREEN



Lead Officer: Dawn Holt - Commissioning Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target: 6.00
Progress Comment: Flintshire has 8 dementia cafes (Mold, Buckley, Connahs Quay, Sealand and Queensferry, Saltney, Holywell, Mostyn, Flint) and there is one Alzheimer’s Society lead one in Broughton. Leeswood has also started a Memory Café but no links to the others currently in Flintshire.

Last Updated: 11-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.5.4.2M02 The number of dementia friendly communities in Flintshire	No Data	3	3	 GREEN	N/A	3	3	 GREEN

Lead Officer: Dawn Holt - Commissioning Manager
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target: 6.00
Progress Comment: There are 3 accredited Dementia Friendly Communities in Fliintshire (Mold, Flint, Buckley) and 6 more are working towards accreditation (Alyn Villages, Holywell, Saltney, Connahs Quay, Sealand and Ysciefiog). Next to be accredited will be Saltney and Alyn Villages. Flintshire is the lead county with Dementia Friendly Communities in North Wales.



Last Updated: 11-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.1.1M01 Increased referral rates from services other than Social Services	No Data	5	7.5	 RED	N/A	7	15	 AMBER



Lead Officer: Jane M Davies - Senior Manager, Safeguarding & Commissioning
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target: 30.00
Progress Comment: 7 referrals have been received from other portfolio areas this year. As the action to increase safeguarding awareness is rolled out across the Authority we should see a rise in the number of referrals received from areas outside of Social Services.
 Last Updated: 02-Nov-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.1.2M02 The number of officers who have completed the specialist 'AFTA Thought' safeguarding awareness training.	No Data	288	175	 GREEN	N/A	288	175	 GREEN

Lead Officer: Neil Ayling - Chief Officer - Social Services
Reporting Officer: Fiona Mocko - Policy Advisor (Equalities and Cohesion)
Aspirational Target: 700.00
Progress Comment: AFTA Thought training was provided in May and June 2017. Further courses are being planned for this financial year.
 Last Updated: 19-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.2.1M01 Percentage of adult protection enquiries completed within 7 days	No Data	71.59	78	 AMBER	N/A	82.14	78	 GREEN

Lead Officer: Jayne Belton - Team Manager - Safeguarding
Reporting Officer: Jacque Slee - Performance Lead – Social Services
Aspirational Target:
Progress Comment: We are seeing an increase in Adult Protection enquiries this year because of the impact of the Act. Enquiries completed outside the 7 days are those that are not straightforward and are waiting for additional information. New, tighter processes are in place so non-complex enquires are being dealt with within the timescale.
 Last Updated: 24-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.2.2M02 Percentage of initial child protection conferences due in the year and held within timescales	99.53	98.15	95	 GREEN	↓	94.81	95	 GREEN



Lead Officer: Jayne Belton - Team Manager - Safeguarding

Reporting Officer: Jacque Slee - Performance Lead – Social Services

Aspirational Target:

Progress Comment: The high numbers of children on the Child Protection Register and need to complete ongoing reviews has impacted on capacity in the Safeguarding Unit; however, timescales have improved since last quarter.

Last Updated: 26-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.2.3M03 Percentage of reviews of children on the child protection register due in the year and held within timescales	99.17	99.2	98	 GREEN	↑	99	98	 GREEN



Lead Officer: Jane M Davies - Senior Manager, Safeguarding & Commissioning

Reporting Officer: Jacque Slee - Performance Lead – Social Services



Aspirational Target: 98.00

Progress Comment: Target met; all reviews were completed on time.




Last Updated: 26-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.3.1M01 The percentage of portfolio senior management teams that have viewed the North Wales Police CSE information videos	0	12.5	25	 RED	↑	12.5	25	 AMBER

Lead Officer: Fiona Mocko - Policy Advisor (Equalities and Cohesion)
Reporting Officer: Fiona Mocko - Policy Advisor (Equalities and Cohesion)
Aspirational Target: 100.00
Progress Comment: The videos have been made available and the password circulated to every Portfolio lead of the Corporate Safeguarding Panel.
 Last Updated: 16-Oct-2017



KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.4.1M01 Percentage of employees who have completed the level 1 e-learning training package to meet the requirements of the Domestic Abuse and and Sexual Violence National Training Framework	No Data	19.2	25	 AMBER	N/A	19.2	25	 AMBER

Lead Officer: Sian Jones - Public Protection Manager
Reporting Officer: Heather Johnson - Learning and Development Adviser
Aspirational Target: 50.00
Progress Comment: 72 officers have completed the pilot for the e-learning course. A number of technical issues were identified as a result of the pilot however, with the transfer to Learning Pool it is anticipated that the course will be easier to access. A timetable for the rollout has been formulated for quarter 3 and 4.
 Last Updated: 24-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.4.2M02 The number of reported incidents of Domestic Abuse and Sexual Violence	375	778	0	 GREEN		1505	0	 GREEN



Lead Officer: Sian Jones - Public Protection Manager
Reporting Officer: Sian Jones - Public Protection Manager
Aspirational Target:
Progress Comment: Quarter 2 continues to show an increase in reported incidents with a significant increase on Quarter 1 in the number of recorded crimes with 88 more being reported

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.4.3M03 The number of domestic abuse incidents reported to North Wales Police	275	678	0	 GREEN	▲	1294	0	 GREEN

Lead Officer: Sian Jones - Public Protection Manager
Reporting Officer: Sian Jones - Public Protection Manager
Aspirational Target:
Progress Comment: This period shows a reduction in the number of reported incidents compared with Quarter 1 with an increase in the number of recorded crimes. 412 crimes were recorded compared to 293 in Quarter 2 of 2016. Violence without injury and criminal damage accounted for the majority of offences. It is positive that offenders are being charged in increasing numbers for these crimes, which have a devastating impact on their victims.

Last Updated: 31-Oct-2017

KPI Title	Pre. Year Period Actual	Period Actual	Period Target	Perf. RAG	Perf. Indicator Trend	YTD Actual	YTD Target	Outcome RAG
IP1.6.4.4M04 The number of incidents of sexual assaults reported to North Wales Police	100	100	0	 GREEN	↔	211	0	 GREEN

Lead Officer: Sian Jones - Public Protection Manager
Reporting Officer: Sian Jones - Public Protection Manager
Aspirational Target:
Progress Comment: Recorded incidents remain similar to the last quarter although showing an increase compared to the same period the previous year. The majority of incidents were recorded as taking place in a dwelling with the average age of suspects and victims being between 14 and 17 years of age, highlighting the importance of preventative work around this issue to children and young people.

Last Updated: 24-Oct-2017

RISKS

Strategic Risk

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Homelessness will remain a growing area of demand due to the current economic climate	Suzanne Mazzone - Supporting People Manager		Amber	Amber	↔	Open




Potential Effect: .




Management Controls: The Council has been awarded in year funding to assist with additional measures to develop Landlord incentives within the private rented sector. We have also been awarded funding to develop a night shelter during the winter months.

Progress Comment: Homelessness remains a risk as a result of a number of factors. The introduction of welfare reforms and Universal Credit has created additional barriers to being able to successfully discharge duties to customers. The number of people presenting to the authority for help has increased during each quarter. Staffing levels are now correct within the team and new staff have been fully trained within the role. This should see more outcomes achieved. Additional funding has been granted to develop Landlord incentives within the private rented sector and also to look at a housing first pilot. These projects will be running during Quarters 3 & 4.

Last Updated: 31-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
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The supply of affordable housing will continue to be insufficient to meet community needs	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	Denise Naylor - Housing Programmes Support Manager				Open
<p>Potential Effect: i) Increase in homelessness ii) Increased pressure on the Housing Options Team iii) Increase in people sleeping rough</p> <p>Management Controls: Affordable Housing Officer in post to monitor Section 106 and Social Housing Grant. Robust programme management arrangements for Strategic Housing and Regeneration Programme (SHARP)</p> <p>Progress Comment: A programme of development through the SHARP has secured an additional 126 units to be delivered this year to ensure increased availability of affordable and social housing. Additional social housing grant has been secured from Welsh Government to deliver social housing through housing associations.</p> <p>Last Updated: 09-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Department for Works and Pension's Welfare Reform Programme, including Universal Credit full service implementation which would place increasing demand on the Council for affordable and social housing	Jenni Griffith - Flintshire Connects Manager	Denise Naylor - Housing Programmes Support Manager, Suzanne Mazzone - Supporting People Manager				Open
<p>Potential Effect: .</p> <p>Management Controls: Development of a pilot shared housing property Developing innovative housing schemes that will aim to provide housing at a cost that would meet the LHA rates Common Housing Register that gives recognises affordability as a housing need and priority given to those who are suffering financial hardship in terms of housing costs due to impacts of welfare reforms</p> <p>Progress Comment: A property has been identified for the shared housing pilot to be managed by Wales and West and planning consent is being progressed. A bid for funding the Innovative Housing Options has been developed. SARTH policy review has been completed and there are no changes to recognised housing needs following welfare reform changes demonstrating a commitment from all partners to continue to invest and work to meet the housing requirements for those most vulnerable and affected by welfare reforms.</p> <p>Last Updated: 25-Oct-2017</p>						




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RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Reduction of land supply for council housing construction	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	Denise Naylor - Housing Programmes Support Manager	Amber	Amber	↔	Open
<p>Potential Effect: i) Reduction in number of units delivered Management Controls: i) On going communication with valuation and estates ii) Ongoing consultation with Planning to ensure sites are manageable Progress Comment: The risk currently remains the same while future phases are explored and developed.</p> <p>Last Updated: 09-Oct-2017</p>						




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RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Capital borrowing limits for council housing	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	Denise Naylor - Housing Programmes Support Manager	Amber	Amber	↔	Open
<p>Potential Effect: i) reduction in construction and delivery of Council houses Management Controls: i) Negotiation of funding with WG ii) Negotiations through HRA business plan Progress Comment: Discussions are in progress between the Council and Welsh Government to secure additional funding as part of the Housing Revenue Account (HRA) business plan</p> <p>Last Updated: 09-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
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Customer expectations for the timeliness of adaptations undertaken through disabled facilities grants may not be met due to competing demands on resources	Niall Waller - Enterprise and Regeneration Manager					Open
<p>Potential Effect:</p> <p>Management Controls: i) Monitoring and management of adaptation cases. ii) Ongoing process review.</p> <p>Progress Comment: The performance on DFG timescales has improved in the last year. There are further improvements underway to sustain this improvement including rolling out use of the new adaptations procurement framework and further process improvements.</p> <p>Last Updated: 08-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Availability of sufficient funding to resource key priorities	Niall Waller - Enterprise and Regeneration Manager	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager				Open
<p>Potential Effect: .</p> <p>Management Controls: Monthly monitoring of adaptations budgets</p> <p>Progress Comment: The adaptations budget is monitored monthly to ensure there is sufficient availability for funding key priorities. In addition to this a Community and Enterprise Efficiency and Resilience Statement has been prepared which sets the resilience levels for the current year in terms of service scale and quality, capability and service sustainability which includes the impact in the event of funding being withdrawn. Demand for adaptations is exceeding the capital budget available in 2017/18.</p> <p>Last Updated: 31-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Universal Credit Full Service roll out - negative impact upon FCC services	Jen Griffiths - Benefits Manager	Dawn Barnes - Training Officer				Open

Potential Effect: Potential increased in rent arrears and decrease of Council Tax collection.
 Potential increased risk of homelessness and need for accommodation.
 Increased demand in existing support services
Management Controls: Universal Credit Operational Board established to bring together all FCC support services that may be impacted to co-ordinate a response to maximise support by reducing duplication.
Progress Comment: The impact of Welfare Reform on Flintshire households increasing the demand for advice and support to levels beyond what resource can handle in a timely manner.
 Potential increased in rent arrears and decrease of Council Tax collection.
 Potential increased risk of homelessness and need for accommodation.
 Increased demand in existing support services

Last Updated: 24-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Demand for advice and support services will not be met	Jen Griffiths - Benefits Manager	Suzanne Mazzone - Supporting People Manager	Amber	Amber	↔	Open

Potential Effect: .
Management Controls: The Flintshire Advice and Support Gateways are ensuring residents in need of help are referred to an appropriate service provider and maximising effective use of resources as much as possible.
Progress Comment: Demand continues to increase for advice and support services within the county. The development of the Welfare Response Team has assisted with the implementation of UC across the county, but referral numbers continue to rise. Referrals to wider support services are increasing, with a particular emphasis on those residents experiencing debt issue. Managers across Customer Services, Neighbourhood Housing and Revenues and Benefits are continuing to work together to develop early intervention strategies.

Last Updated: 26-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Debt levels will rise if tenants are unable to afford to pay their rent or council tax	Jen Griffiths - Benefits Manager	Sheila Martin - Income Team Leader	Amber	Red	↑	Open

Potential Effect: .

Management Controls: Reviews of procedures are being carried out to try and mitigate the impact however a true estimate of impact cannot yet be confirmed at this point.

Progress Comment: Colleagues from Housing Benefit, Income Team, Neighbourhood Housing and Housing Solutions are currently working together to identify early intervention tools for those tenants that fall into arrears with their rent. A model based on the Early Help Hub within Children's Services is being explored and resources committed to ensure that homelessness is prevented and rent collection is maximised.

Last Updated: 31-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
The local economy will suffer if residents have less income to spend	Jen Griffiths - Benefits Manager	Suzanne Mazzone - Supporting People Manager	Amber	Amber	↔	Open

Potential Effect: Local economy will suffer as people can only just afford to spend on essential items

Management Controls: We are continuing to support residents to access the correct amount of advice and support to enable them to better manage their financial situation.

Progress Comment: We are continuing to support residents to access the correct amount of advice and support to enable them to better manage their financial situation. The new Welfare Reform Response Team is working alongside colleagues in Housing and Job Centre Plus to alleviate financial pressures caused as a result of the introduction of Universal Credit. Welfare Rights and Supporting People teams continue to explore areas of income maximisation for residents of the county.




Last Updated: 31-Oct-2017




RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Delivery of social care is insufficient to meet increasing demand	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Jacque Slee - Performance Lead – Social Services	Amber	Yellow	↓	Open




Potential Effect:
Management Controls: Developing the market for residential and nursing care
 Extending the opening hours for single point of access
 Implementing Community Resouce Team
 Developing community resilience
 Implementing an Early Help Hub for children and families
Progress Comment: Recommendations have been approved to explore further the extension of Marleyfield (32 beds for intermediate care and discharge to assess). This expansion will also help to support the medium term development of the nursing sector.
 The Single Point of Access will operate under extended opening hours to increase the opportunity for contact by the public.
 The multi agency Early Help Hub for children and families is in operation, and a formal launch is planned for November.
 The level of risk is reducing.
 Last Updated: 24-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Demand outstrips supply for residential and nursing home care bed availability	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Jacque Slee - Performance Lead – Social Services	Red	Red	↔	Open

Potential Effect:
Management Controls: Working with Corporate colleagues to use capital investment to support the development of our in-house provision.
 Outcomes from the 'Invest to Save' Project Manager made available together with a short, medium and long term plan to support the care sector.
 Quick wins from the 'Invest to Save' Project Manager to be implemented.
 Increase bed and extra care capacity for dementia/ learning disabilities.
 Develop specialist respite for Early Onset Dementia.
 Identify and create market change and dynamics, generate more competition, new providers for all ages including children and LD.
 Assist with local housing (subsidised?) for specified employees in social care i.e. direct care staff.
 Joint marketing and recruitment campaign, including portals, sharing of candidates, shared approach.
Progress Comment: A report has been prepared around the potential expansion of the care sector, and presented to Programme Board. Recommendations have been approved to explore further the extension of Marleyfield (32 beds for intermediate care and discharge to assess). This expansion will also help to support the medium term development of the nursing sector.
 A Strategic Opportunity Review has been completed, with a report being presented to Cabinet in October. A lobbying letter to WG has been drafted subject to cabinet approval, highlighting the risks and areas for concern. There are several active workstreams, including the development of resources to support the sector, such as a provider portal.
 Last Updated: 16-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Annual allocation of ICF - Short term funding may undermine medium term service delivery	Susie Lunt - Senior Manager, Integrated Services	Jacque Slee - Performance Lead – Social Services				Open
<p>Potential Effect:</p> <p>Management Controls: Seeking agreement from partners on allocation of funds to deliver medium term services</p> <p>Progress Comment: We have reached agreement in principal for ICF capital funding to be allocated for the expansion over the next 3 years (£415K per year). However, we are still awaiting confirmation that the full funding will continue. The Minister has announced a further review of ICF; this risk remains Red.</p> <p>Last Updated: 24-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Early Help Hub cannot deliver effective outcomes	Craig Macleod - Senior Manager, Children's Services & Workforce	Jacque Slee - Performance Lead – Social Services				Open
<p>Potential Effect:</p> <p>Management Controls:</p> <p>Progress Comment: Partners have identified staffing for the Early Help Hub. The soft launch has provided an opportunity to test and refine processes to secure effective service delivery and outcomes. Partner commitment for the long term financial sustainability for the Early Help Hub has been identified as an area for conclusion.</p> <p>Last Updated: 19-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Rate of increase of adult safeguarding referrals will outstrip current resources	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Jacque Slee - Performance Lead – Social Services				Open

Potential Effect:
Management Controls: Realign response to front door referrals by utilising resources within First Contact and Intake, in order to free up time to allow the Safeguarding Managers to effectively delegate tasks.
Progress Comment: Ongoing realignment of responsibilities within Adult Safeguarding and First Contact and Intake means that the level of risk of not meeting statutory timescales is decreasing, and those enquiries that do not meet timescales are of a lower priority.
 Last Updated: 20-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Deprivation of Liberty Safeguarding (DoLS) assessment waiting list increases	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Jacque Slee - Performance Lead – Social Services	Amber	Amber	↔	Open

Potential Effect:
Management Controls: Realignment of responsibilities in the teams to meet increasing demand.
Progress Comment: Actions taken to realign the responsibilities of the teams to meet the demands of the increase in adult safeguarding enquiries may have the unwanted effect of increasing the waiting list for DoLS assessments. The waiting list continues to be actively managed, with urgent and review authorisations being prioritised, and therefore the level of risk remains the same.
 Last Updated: 24-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Knowledge and awareness of safeguarding not sufficiently developed in all portfolios	Fiona Mocko - Policy Advisor (Equalities and Cohesion)	Jane M Davies - Senior Manager, Safeguarding & Commissioning	Red	Red	↔	Open

Potential Effect:
Management Controls: Training programme is available and will be promoted during Safeguarding Week November 2017 . E-learning programme being updated ready to be launched November 2017
Progress Comment: The Corporate Safeguarding Policy was approved by Cabinet in October 2017 and will be promoted widely to the workforce to ensure everyone understands their responsibilities. The first Corporate Safeguarding newsletter has been published, this will help raise knowledge and awareness of safeguarding.
 Last Updated: 01-Nov-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Failure to implement safeguarding training may impact on cases not being recognised at an early stage.	Fiona Mocko - Policy Advisor (Equalities and Cohesion)		Red	Red	↔	Open
<p>Potential Effect:</p> <p>Management Controls: Safeguarding training will be included in induction programme ensuring all new employees receive training. A range of safeguarding training for the workforce is being developed and numbers attending will be reported to the Corporate Safeguarding Panel..</p> <p>Progress Comment: Social Services Workforce Development Team are updating and reviewing the Safeguarding e-learning modules which will be re-launched to the workforce. Safeguarding will be included in induction ensuring all new employees have a basic understanding of safeguarding.</p> <p>Last Updated: 12-Oct-2017</p>						

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Mid-year Council Plan 2017/18 Progress Report

Ambitious Council

Flintshire County Council



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Print Date: 07-Nov-2017

2 Ambitious Council



Actions

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
2.1.1.1 The Regional Economic Growth Deal will be submitted to UK and Welsh Governments this year and will set out the main priorities for economic development across North Wales	Niall Waller - Enterprise and Regeneration Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 AMBER

ACTION PROGRESS COMMENTS:

The Council is playing a major role in the development of the Growth Deal for North Wales. The Economic Ambition Board has established working groups to develop each element of the bid including; skills and employment, infrastructure and housing, business growth and transport. The outline bid will be submitted during 2017/18.

Last Updated: 02-Nov-2017



ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
2.1.1.2 Guide the development of the Deeside Enterprise Zone (DEZ) and Northern Gateway mixed use development site, ensuring developments maximise economic and social value for the County and that they deliver the commitments made in the Regional Economic Growth Deal.	Niall Waller - Enterprise and Regeneration Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN



ACTION PROGRESS COMMENTS:



The Council is represented on the Deeside Enterprise Zone Board and provides a supporting function to the Board as required and to businesses in the Enterprise Zone. The Council provides a responsive support service to potential investors both in the Enterprise Zone and outside. The Council is actively working with the two landowners for the Northern Gateway site to encourage development to come forward and to steer development towards those investments which offer the greatest value to the economy of Flintshire.



Last Updated: 01-Nov-2017

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
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2.1.1.3 Develop a long term strategic approach to Council's economic estate/land	Neal Cockerton - Chief Officer - Organisational Change 2	In Progress	01-Apr-2017	31-Mar-2018	15.00%	 AMBER	 AMBER
<p>ACTION PROGRESS COMMENTS: The workstream relates to the need to undertake a strategic review of our industrial and commercial estate. We need to ensure it is fit for purpose, provides key economic drivers, supports the aspirations of the council, supports local business, and is something that the Council still wishes to become involved in i.e. is it core business Currently work is in progress to commission a piece of specialist advisory services work to undertake this review .</p> <p>Last Updated: 01-Nov-2017</p>							

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
2.1.1.4 Expand the scale and quality of apprenticeships both regionally and locally, and make the best use of the Apprenticeship Training Levy (ATL)	Melville Evans - Strategic Housing and Regeneration Programme (SHARP) Programme Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN
<p>ACTION PROGRESS COMMENTS: The Housing Programmes Team and Business Development Team have worked together to create a film which encourages people to consider an apprenticeship in a STEM (Science, Technology, Engineering, Maths) field. This will be distributed widely in the county to reach as many people as possible. The Housing Programmes Team is exploring ways to reach local businesses and encourage the recruitment of apprentices across the region.</p> <p>Last Updated: 24-Oct-2017</p>							

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
2.1.1.5 Develop a new approach to supporting town centre vitality and regeneration that maximises their role as shop windows for the County.	Niall Waller - Enterprise and Regeneration Manager	In Progress	01-Apr-2017	31-Mar-2018	20.00%	 AMBER	 AMBER
<p>ACTION PROGRESS COMMENTS: Initial scoping work is underway to look at options for the town centres in Flintshire including learning from other areas.</p> <p>Last Updated: 02-Nov-2017</p>							

ACTION	LEAD OFFICER	STATUS	START DATE	END DATE	COMPLETE %	PROGRESS RAG	OUTCOME RAG
2.1.1.6 Ensure that the development of regional and local transport strategy initiatives maximises the potential for economic benefits and improve access to employment and tourism destinations.	Niall Waller - Enterprise and Regeneration Manager	In Progress	01-Apr-2017	31-Mar-2018	50.00%	 GREEN	 GREEN

ACTION PROGRESS COMMENTS:

The Council developed the Deeside Plan earlier in 2017 which sets out ambitions for a transport infrastructure that will maximise the economic value of Deeside and its potential for economic growth. The Council, in partnership with WG, is assessing the viability of different options to improve the infrastructure for cars, rail passengers and cyclists. WG have recently announced investment in the transport infrastructure in Deeside to improve public transport infrastructure and to develop a new strategic route to link the A494 to the A55.

Last Updated: 08-Oct-2017

RISKS

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Strategic Risk

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
Infrastructure investment does not keep pace with needs and business is lost to the economy	Clare Budden - Chief Officer - Community and Enterprise	Niall Waller - Enterprise and Regeneration Manager				Open

Potential Effect:

Management Controls: i) The Council will play a leading role in regional structures promoting economic growth.

ii) The Council will set out a clear plan for local infrastructure to meet regional and local needs.

Progress Comment: As highlighted in the action and tasks section of the report, the North Wales Growth Deal will include a package of strategic infrastructure investment projects. At the local level the Deeside Plan sets out a strategy for transport investment to maximise the benefit of economic growth. Welsh Government has already announced major investment in strategic road infrastructure and in public transport to help deliver this strategy.

Last Updated: 08-Oct-2017

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
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Support for businesses in Flintshire doesn't meet their needs and fails to encourage investment	Clare Budden - Chief Officer - Community and Enterprise	Niall Waller - Enterprise and Regeneration Manager	Amber	Amber	↔	Open
<p>Potential Effect:</p> <p>Management Controls: i) The Council will continue to engage businesses and help them to access support. ii) The Council will provide opportunities for businesses to network and support one another.</p> <p>Progress Comment: The business development service in Flintshire remains responsive to business needs and is well regarded by them. The Council works closely alongside Welsh Government and other agencies to provide a co-ordinated service.</p> <p>Last Updated: 01-Nov-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
The stability of local and sub-regional economies	Clare Budden - Chief Officer - Community and Enterprise	Niall Waller - Enterprise and Regeneration Manager	Amber	Amber	↔	Open
<p>Potential Effect:</p> <p>Management Controls: Maintain an intelligence base on potential risks and mitigation measures.</p> <p>Progress Comment: The Council continues to monitor changes and trends in the UK and regional economies that may have an impact on Flintshire's economy. The main area of uncertainty, Brexit, remains difficult to predict and quantify whilst the negotiated settlement with the European Union remains unknown.</p> <p>Last Updated: 08-Oct-2017</p>						

RISK TITLE	LEAD OFFICER	SUPPORTING OFFICERS	INITIAL RISK RATING	CURRENT RISK RATING	TREND ARROW	RISK STATUS
The region having a sufficient voice at Welsh Government and UK Government levels to protect its interests	Clare Budden - Chief Officer - Community and Enterprise	Niall Waller - Enterprise and Regeneration Manager	Amber	Amber	↔	Open

Potential Effect:

Management Controls: Play a major role in the North Wales Economic Ambition Board, Mersey Dee Alliance and the Rail Task Force.

Progress Comment: The Council has a lead role in developing the role and functions of the North Wales Economic Ambition Board and is closely involved in the work of the Mersey Dee Alliance. The Council also represents the region on the Rail Task Force and supports the All Party Parliamentary Group on transport.

Last Updated: 18-Oct-2017



COMMUNITY & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE

Date of Meeting	Wednesday 13 th November 2017
Report Subject	Forward Work Programme
Cabinet Member	N / A
Report Author	Community & Enterprise Overview & Scrutiny Facilitator
Type of Report	Operational

EXECUTIVE SUMMARY

Overview & Scrutiny presents a unique opportunity for Members to determine the Forward Work programme of the Committee of which they are Members. By reviewing and prioritising the Forward Work Programme Members are able to ensure it is Member-led and includes the right issues. A copy of the Forward Work Programme is attached at Appendix 1 for Members' consideration which has been updated following the last meeting.

The Committee is asked to consider, and amend where necessary, the Forward Work Programme for the Community & Enterprise Overview & Scrutiny Committee.

RECOMMENDATION

1	That the Committee considers the draft Forward Work Programme and approve/amend as necessary.
2	That the Facilitator, in consultation with the Chair and Vice-Chair of the Committee be authorised to vary the Forward Work Programme between meetings, as the need arises.
3	That the Committee considers the options on meeting time preference, to feedback to the Constitution & Democratic Services Committee.

REPORT DETAILS

1.00	EXPLAINING THE FORWARD WORK PROGRAMME									
1.01	Items feed into a Committee's Forward Work Programme from a number of sources. Members can suggest topics for review by Overview & Scrutiny Committees, members of the public can suggest topics, items can be referred by the Cabinet for consultation purposes, or by County Council or Chief Officers. Other possible items are identified from the Cabinet Work Programme and the Improvement Plan.									
1.02	<p>In identifying topics for future consideration, it is useful for a 'test of significance' to be applied. This can be achieved by asking a range of questions as follows:</p> <ol style="list-style-type: none"> 1. Will the review contribute to the Council's priorities and/or objectives? 2. Is it an area of major change or risk? 3. Are there issues of concern in performance? 4. Is there new Government guidance of legislation? 5. Is it prompted by the work carried out by Regulators/Internal Audit? 									
1.03	<p>At the meeting of the Constitution & Democratic Services Committee which was held on 25th October, it was resolved that each committee should be canvassed for views on meeting preference as part of their forward work programme item. The options are as follows:</p> <table border="1" data-bbox="284 1086 1369 1220"> <tr> <td>9.30am</td> <td>10am</td> <td>1.30pm</td> <td>2pm</td> <td>4.30pm</td> <td>6.00pm</td> <td>Alternate am/pm</td> <td>Rotate 10am/2pm/4.30pm</td> <td>Rotate am/pm/6pm</td> </tr> </table> <p>The Community & Enterprise Overview & Scrutiny committee, which currently meets on a Wednesday morning at 10.00 & Monday afternoon for specials, is asked to express a preference for its meeting pattern. This information will be reported back to the Constitution & Democratic Services Committee.</p>	9.30am	10am	1.30pm	2pm	4.30pm	6.00pm	Alternate am/pm	Rotate 10am/2pm/4.30pm	Rotate am/pm/6pm
9.30am	10am	1.30pm	2pm	4.30pm	6.00pm	Alternate am/pm	Rotate 10am/2pm/4.30pm	Rotate am/pm/6pm		

2.00	RESOURCE IMPLICATIONS
2.01	None as a result of this report.

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	Publication of this report constitutes consultation.

4.00	RISK MANAGEMENT
4.01	None as a result of this report.

5.00	APPENDICES
5.01	Appendix 1 – Current Forward Work Programme

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	<p>None.</p> <p>Contact Officer: Ceri Shotton Overview & Scrutiny Facilitator</p> <p>Telephone: 01352 702305</p> <p>E-mail: ceri.shotton@flintshire.gov.uk</p>

7.00	GLOSSARY OF TERMS
7.01	Improvement Plan: the document which sets out the annual priorities of the Council. It is a requirement of the Local Government (Wales) Measure 2009 to set Improvement Objectives and publish an Improvement Plan.

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CURRENT FWP

Date of meeting	Subject	Purpose of Report	Scrutiny Focus	Report Author	Submission Deadline
Wednesday 20 th December 2017 10.00 am Page 2 of 5	½ hour briefing session on 'How the HRA works' at 9.30 a.m. Gypsies and Travellers Sheltered Housing Review	To provide the Committee with information on the Council's new process and procedures To share the outcomes of the Sheltered Housing Review	Information sharing Information sharing / Consultation	Housing Strategy Manager Housing Asset Manager	
Monday 15 th January 2018 10.00 am	Housing Revenue Account (HRA) 2018-19 Supporting People Commissioning Plan	To consider the proposals for the Housing Revenue Account (HRA) for 2018-19 To consider the proposed Commissioning Plan for 2018/19	Consultation Consultation	Chief Officer (Community & Enterprise) Customer Support Manager	
Wednesday 14 th March 2018 10.00 am	SARTH	To consider proposed changes to the allocation policy for social housing	Consultation	Customer Support Manager	

	New Homes Board	To receive an update on the work of the New Homes Board	Assurance/Monitoring	Housing Strategy Manager	
Wednesday 16 th May 2018 10.00 am					
Wednesday 27 th June 2018 10.00 am					

Items to be scheduled to a date

- Work to address economic inactivity and support entrepreneurship
- Update on private sector housing renewal strategy
- Food poverty – as suggested during the 20th September meeting
- Update report on stairwell at Castle Heights Flint – as suggested during the 20th September meeting

REGULAR ITEMS

Month	Item	Purpose of Report	Responsible / Contact Officer
Quarterly / Annual	Performance Reporting	To consider performance outturns for improvement targets against directorate indicators.	Chief Officer (Community and Enterprise)
Six monthly	Welfare Reform Update – including Universal Credit	To update Members on the impact of Welfare Reform and the cost to the Council.	Chief Officer (Community and Enterprise)
Six monthly	Update on North East Wales Homes & Property Management	To update Members on the work of the North East Wales Homes & Property Management	Chief Officer (Community and Enterprise)

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