

OVERVIEW AND SCRUTINY BOARD

REVISED AGENDA – PLEASE NOTE CHANGE OF START TIME AND VENUE

A meeting of **Overview and Scrutiny Board** will be held on

Wednesday, 22 October 2014

commencing at **7.30 pm**

The meeting will be held in the **Riviera International Centre, Chestnut Avenue,
Torquay, Devon, TQ2 5LZ**

Members of the Board

Councillor Thomas (J) (Chairman)

Councillor Bent
Councillor Darling (Vice-Chair)
Councillor Pentney
Councillor Stockman

Councillor Hytche
Councillor Davies
Councillor Kingscote
Councillor Excell

Co-opted Members of the Board

Penny Burnside, Diocese of Exeter

Working for a healthy, prosperous and happy Bay

For information relating to this meeting or to request a copy in another format or language please contact:

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01803 207063**

Email: scrutiny@torbay.gov.uk

OVERVIEW AND SCRUTINY BOARD AGENDA

1. **Apologies**
To receive apologies for absence, including notifications of any changes to the membership of the Committee.
2. **Minutes** (Pages 1 - 2)
To confirm as a correct record the minutes of the meetings of the Board held on 4 September 2014.
3. **Declarations of Interest**
 - a) To receive declarations of non pecuniary interests in respect of items on this agenda

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
 - b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(**Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**
To consider any other items that the Chairman decides are urgent.
5. **Review of Reserves** (Pages 3 - 16)
To consider the review of reserves and make any recommendations to the Council.
6. **Homelessness and Housing in Torbay** (Pages 17 - 71)
To consider the current position in relation to homelessness and housing in Torbay.

Supporting information:

- Current statistics in relation to Housing Options
- Update on transitional funding for Supporting People services
- Impact of decommissioning of Supporting People services
- Draft Housing Commissioning Strategy (as endorsed by the

Health and Wellbeing Board)

To hear representations from the Friends of Factory Row, Shekinah and Chapter 1 on the future of the Leonard Stocks Centre. A paper prepared by the Friends of Factory Row is attached.

To consider making any recommendations to the Mayor and/or the Council.



Minutes of the Overview and Scrutiny Board

4 September 2014

-: Present :-

Councillor Thomas (J) (Chairman)

Councillors Stockman, Hytche, Davies, McPhail, Kingscote, Tyerman, Pountney and Baldrey)

(Also in attendance: Mayor Oliver and Councillors Addis, Amil, Cowell, Excell, Lewis, Morey and Thomas (D))

18. Apologies

It was reported that in accordance with the wishes of the Conservative and Liberal Democrat Groups the membership of the Board had been amended by including Councillors Tyerman, Pountney and Baldrey instead of Councillors Bent, Darling and Pentney respectively.

19. Minutes

The Minutes of the meetings of the Board held on 3 and 9 July 2014 were confirmed as a correct record and signed by the Chairman.

20. Capital Investment Plan Update - 2014/15 Quarter 1

The Board considered the Capital Investment Plan Update report for the first quarter of 2014/15. It provided high level information on capital expenditure for the year.

It was noted that the approved Plan relied on the generation of £3.4 million receipts from asset sales by the end of the current plan period and there was still an outstanding balance of £1.9 million.

The Board asked questions on the impact of reallocating capital resources previously allocated to the empty homes scheme, issues around flooding, business case for beach huts proposals and transportation schemes.

(Note: during consideration of Minute 20, Councillor Tyerman declared a non-pecuniary interest as a Member of the Coast and Countryside Trust.)

21. Review of Priorities and Resources

The Board considered the "Conclusions and Recommendations" from the Review of Priorities and Resources for 2015/16 which had been undertaken during

September 2014. The Chairman thanked the public, all Members of the Council and Officers for all their work and engagement in the Review.

Resolved: that the Conclusions and Recommendations agreed at the meeting be adopted by the Board and that the report from the Review of Priorities and Resources be completed and published.

Chairman

shortfalls, costs for restructuring due to budget reductions, the approved Childrens Services Cost Reduction Plan and any delays in implementing savings.

- 4.2 As part of the Childrens Services 5 Year Cost Reduction Plan, due to be approved by Council in October 2014, it is recommended that Council approve the transfer of £3.4m from a number of reserves to fund planned spend in Childrens with Children's Services repaying the reserve in 2017/18 & 2015/19. It is important that these reserves are repaid or there will be additional budget pressures for other services within the Council.
- 4.3 As part of the 2014/15 Review of Reserves Council approved "the transfer of £1.5m from the PFI Sinking Fund to Childrens Services on an "invest to save" basis. Childrens Services to repay the reserve in future years". The use of this £1.5m is expected to be substantially used during 2014/15. This repayment is in addition to the £3.4m required as part of the Childrens Services 5 year Cost Reduction Plan.
- 4.4 As an implication of the in year budget pressures and estimated future costs of budget reductions additional funds it is recommended that Members consider during the 2015/16 budget process the allocation of additional funds to the Comprehensive Spending Review Reserve and/or the General Fund Reserve.
- 4.5 Members are reminded of the advice previously given by The Chief Finance Officer that reserves should not be used for supporting ongoing recurring expenditure. This is not financially sustainable as reserves can only be spent once.

For more detailed information on this proposal please refer to the supporting information attached.

Paul Looby
Chief Finance Officer

Supporting information

A1. Introduction

A1.1 A Review of Reserves is part of the Council's annual budget process.

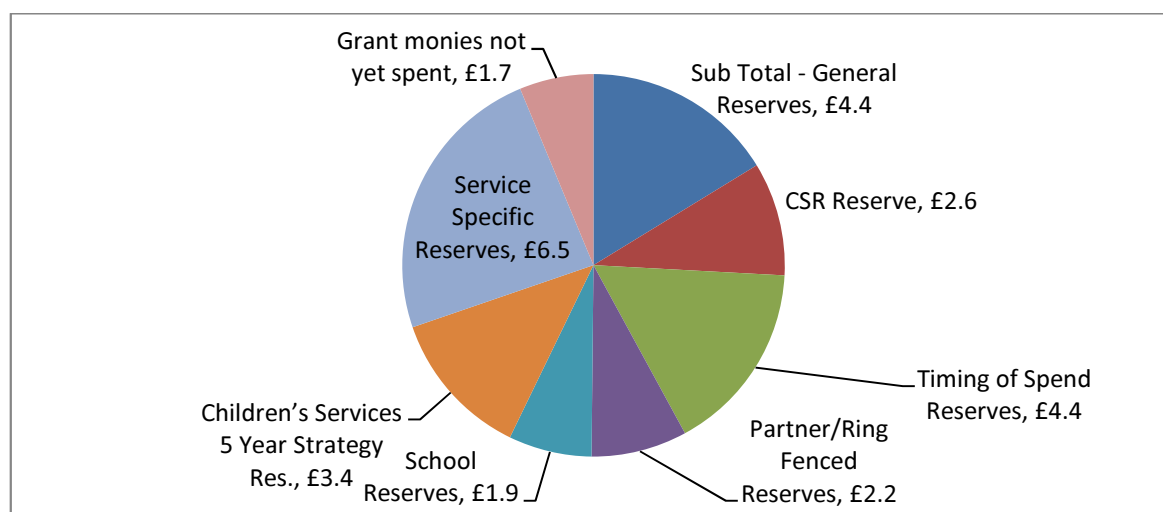
A2 Review of Reserves 2015/16

A2.1 Overview

A2.2 As at 31/03/2014 Torbay Council's reserves were as follows:-

	31/3/13 actual	Change in year	31/3/14 actual	31/3/15 estimate
	£m	£m	£m	£m
General Fund Reserve	4.4	0	4.4	4.4
Sub Total - General Reserves	4.4	0	4.4	4.4
Comprehensive Spending Review Reserve	3.1	0.7	3.8	2.6
Timing of Spend Reserves	10.0	(3.2)	6.8	4.4
Partner/Ring Fenced Reserves	3.2	0.6	3.8	2.2
School Reserves	3.2	(0.4)	2.8	1.9
Children's Services 5 Year Strategy Res.	0	0	0	3.4
Other Service Specific Reserves	10.2	2.4	12.6	6.5
Grant monies not yet spent	2.0	1.1	3.1	1.7
Sub Total – Earmarked Reserves	31.7	1.2	32.9	22.7
Total Reserves	36.1	1.2	37.3	27.1

A2.3 From the table above, the estimated balances (in £m) as at 31/3/15 after the allocation of £3.4m to Childrens Services is as follows:



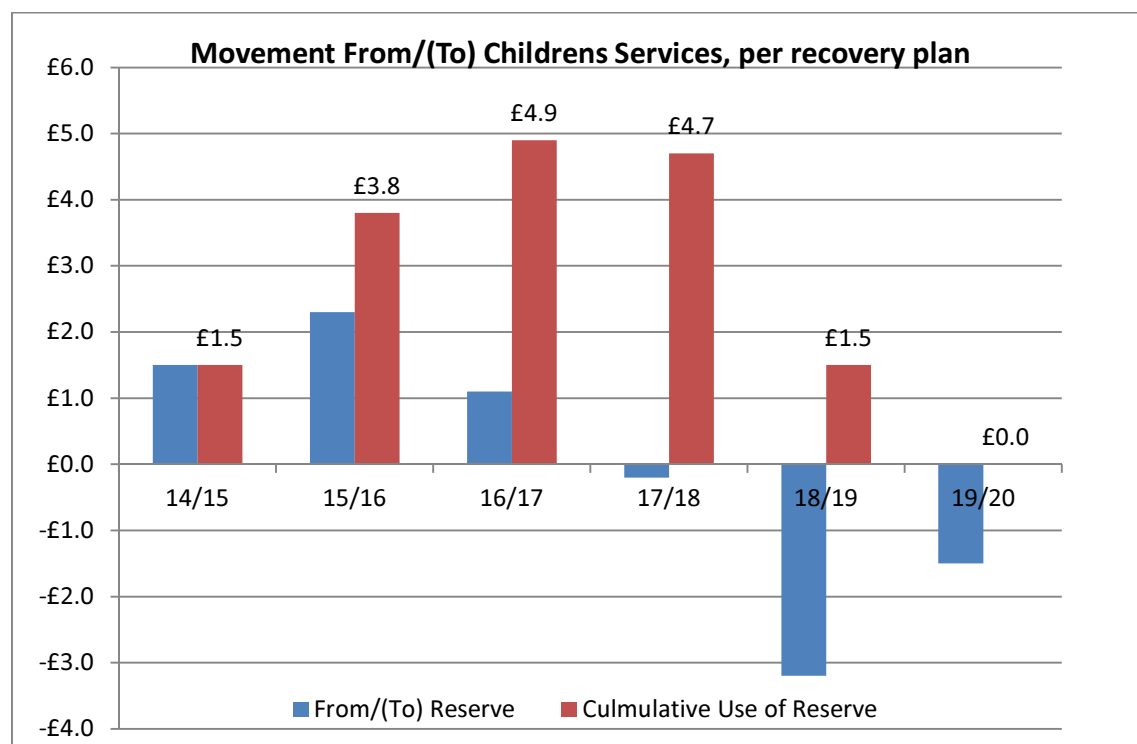
A2.4 A list of the Council's Reserves as at 31/03/2014 is attached at Appendix 1.

A2.5 The table in A2.2 shows that the total reserves held by the Council increased by £1.2m during 2013/14. The General Fund Reserve remained at £4.4 million during the same period. This is discussed in more detail below.

A2.6 Included in this agenda Council is asked to approve a five year cost reduction plan for Childrens Services which requires the use of £3.4m of reserves to fund children services budget pressures in 2015/16 and 2016/17 before the service will have introduced and embedded service changes which will result in savings compared the current level of spend which will enable children's services to repay the reserves used to fund the £3.4m. The Plan identified that £0.2m will be repaid in 2017/18 and £3.2m will be repaid in 2018/19. The £3.4m will be re allocated to service reserves by the Chief Finance Officer if there is still an expenditure pressure on these reserves in the future.

A2.7 The £3.4m is in addition to the previously approved use of £1.5m from the PFI Sinking Reserve which is also to be repaid by Children's Services, with the assumption that this £1.5m will be used in 2014/15 with repayment in 2019/20.

A2.8 The use of these reserves to support Childrens Services and their repayment is shown in the bar chart below.



A2.9 The reserves identified to fund the £3.4m required for Childrens' Services are shown in the table below. The reserves have been selected where there are not any definite expenditure commitments or expenditure is expected in future years. In addition a 20% general reduction over a number of reserves has also been made. It is expected that these reserves will be repaid by Children's services in future years. The risk and potential implication of reducing these reserves is summarised below:

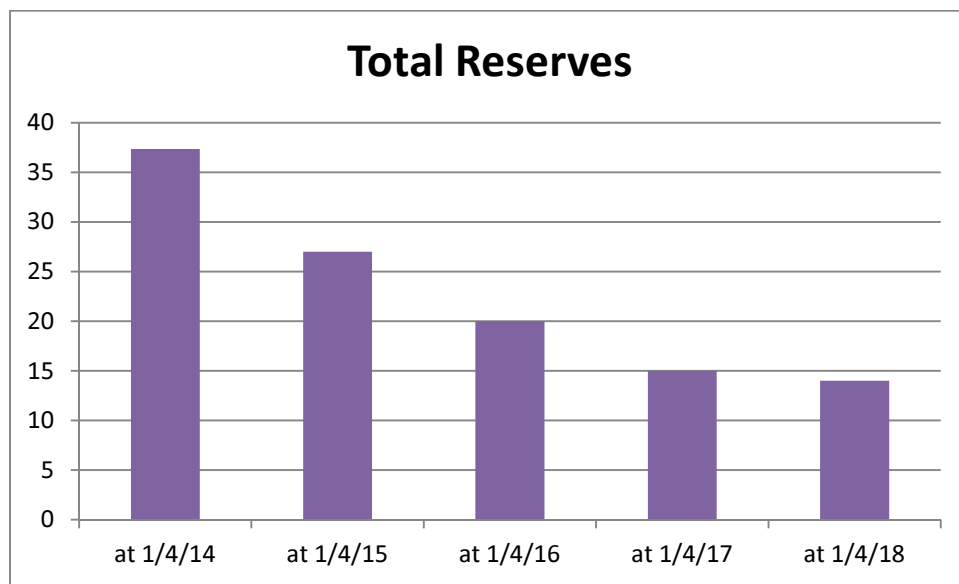
Reserve	Reduction £000's	Reduction %	Implication if reserve NOT repaid
Office Rationalisation	55	20	Budget pressure if future revenue costs of office rationalisation exceed available reserve
Crematorium	5	20	Budget pressure if future costs of Council responsibility re churchyards exceed available reserve
Asset Issues	45	20	Budget pressure if future costs of asset disposals exceed available reserve
Employment Issues	50	36	No commitments on this reserve, however no funds for re skilling and training of staff
Education Early Retirement	34	20	Budget pressure if future costs of teacher redundancy exceed available reserve
Insurance	750	18	Less reserve for potential insurance costs
Harbours	86	10	Reduced spend on Harbour estate and equipment
Equipment Fund	31	12	Budget pressure if future costs of IT and other system replacement exceed available reserve
PFI Sinking Fund	896	28	Budget pressure within Childrens Services to meet ongoing increased PFI contract annual costs
Public Health – Disease Outbreak	435	100	Any costs to be funded from the ring fenced public health reserve or a budget pressure
Prudential Borrowing Reserve	180	19	Future year budget pressure and premiums paid, if any, on repayment of borrowing will be a budget pressure.

Regeneration	35	100	Reduced funds to progress future regeneration schemes
South Devon Link Road	252	27	Higher ongoing prudential borrowing costs which will be a cost to the service
Taxi Reserve	7	20	Budget pressure if future costs of taxi license costs exceed available reserve
Universal Credit	449	100	Budget pressure if Universal Credit introduced with no central government funding
Waste Strategy	90	20	Budget pressure if future costs of EFW and waste tonnages exceed available reserve
Total Identified	3,400		

A2.10 This report has assumed that the 2014/15 budget breaks even and that budget pressures currently forecast in social care, both Adults and Childrens, and in Residents and Visitor services can be offset by savings elsewhere combined with the achievement of in year recovery plans such as the £1.8m savings already identified for Childrens Services.

A2.11 If there is an overspend in 2014/15 this will be funded from the Comprehensive Spending Review Reserve which, if significant, will deplete the reserve earlier than predicted which will result in a budget pressure for the Council in future years to support budget reductions such as restructuring costs. If such an event occurs then the Chief Finance Officer will give consideration to transferring the remaining balance on the prudential borrowing reserve of £0.752m to the Comprehensive Spending Review Reserve. The consequence of this action will be to create an ongoing budget pressure (approx £0.040m p.a) and premiums paid, if any, on repayment of borrowing will be a budget pressure.

A2.12 Each reserve has been assessed for its estimated balance as at 31st March 2015 and for the estimated additions or withdrawals from the reserve during 2015/16 and future years. This is included in the table at Appendix 1. This table is shown after the recommendations arising from this report, but excludes the £4.9m repayments (£3.4m + £1.5m) by Childrens Services.



A2.13 The table in A2.2, (based on this review of reserves), shows that the level of reserves is expected to decrease by £10m during 2014/15 to £27m. The actual balance at year end will depend on spend during the year and any year end service carry forwards from unspent revenue funds and/or unspent grant allocations.

A3.0 Guidance on the Management of Reserves

A3.1 The CIPFA guidance on Reserves and Balances (LAAP bulletin 99 issued July 2014) advises that “Chief Finance Officers should take account of the strategic, operational and financial risks facing the authority. The assessment of risks should include external risks, such as flooding, as well as internal risks, such as the ability to deliver planned efficiency savings”.

- A3.2 The CIFPA guidance lists a number of assumptions to be considered when forming a budget, which although these directly link to the setting of a budget, the level of risk and uncertainty of these assumptions are be relevant in determining an appropriate level of reserves. Assumptions to consider include inflation, demand led pressures, delivery of planned savings and risks from new partnerships or ways of working.
- A3.3 The Audit Commission in December 2012 issued a report “Striking a Balance” seeking to improve Council’s decision making on reserves.
<http://www.audit-commission.gov.uk/wp-content/uploads/2012/12/strikingabalance.pdf>
- A3.4 In undertaking a detailed annual review of reserves that is presented to both Overview and Scrutiny Board and Council, Torbay Council is largely complying with most of the recommendations in this report.
- A3.5 It is important to differentiate between general and uncommitted reserves and reserves held for a specific purpose. It is only the general and uncommitted reserves that could be used to support “short term costs”. As shown in the table above, the Council’s uncommitted reserves was the Comprehensive Spending Review reserve (£3.8m) which is expected to be used to support redundancy costs arising from future reductions in government funding to Councils and £4.4m is the Council’s general fund balance which is discussed later. The Council does not have a large value of unallocated reserves compared to its overall budget or compared to the value of budget reductions required over the next few years or compared to the value of the 2014/15 in year pressures for social care.
- A3.6 The Chief Finance Officer is reluctant to use any reserve funds, which can only be spent once, to support ongoing expenditure as that is not financially sustainable as it only delays the impact of the required budget reductions. Any use of reserves for ongoing spend by a service on an invest to save basis or as a short term strategy such as the 5 Year Childrens Services Cost Reduction Plan which must be repaid by the same service and will become a call on future year’s budgets.
- A3.7 This position taken by the Chief Finance Officer is similar to CIPFA guidance which says “Councils should be particularly wary about using one off reserves to deal with shortfalls in current funding. Where such action is to be taken, this should be made explicit, and an explanation given as how such expenditure will be funded in the medium to long term”.
- A4 Earmarked Reserves
- A4.1 The proposed changes to earmarked reserves are outlined in paragraph A2.9 above. The following paragraphs make specific comments on a number of reserves. A summary of each reserve and their purpose is included as Appendix Two. Further information on all Council Reserves is available that shows details about each reserve, including the reason/purpose of the reserve, how and when the reserve can be used and the process for retention of each reserve to ensure continuing relevance and adequacy.
- A4.2 Comprehensive Spending Review Reserve – balance £3.8m 31/3/14 (£2.6m 31/3/15)
- A4.3 The Comprehensive Spending Review Reserve was originally established in 2010/11. The purpose of this reserve was identified as follows:
- short term support for the (revenue) budget while services adjust spending to new levels
 - financing of any costs in relation to reducing services and therefore staff numbers
 - to support any initial costs of changing service delivery that will result in future savings
- Any use of this reserve for invest to save schemes must be supported by a robust business case and signed off by the Chief Finance Officer.
- A4.4 As part of the 2014/15 review of reserves an additional £0.6m was transferred to this reserve from other reserves. During 2012/13 £0.8m was used to fund the costs of staff reductions for the 2014/15 budget.
- A4.5 The cost of severance packages for staff as the Council faces budget reductions are an ongoing significant budget pressure. The highest cost of “exit packages” over the past three years was £1.5m however £1.0m has been assumed for 2014/15 and £1.0m assumed for subsequent years.
- A4.6 This reserve will also be used to support any transitional funding offered as part of the 2015/16 budget and if there is an overspend in 2014/15, as currently predicted, this will have to be funded from this reserve if compensating savings cannot be found. This report assumes that 2014/15 will break even and the transitional funding is as per the 2015/16 budget reduction proposals.

A4.7 Assuming no use of this reserve in 2014/15 to support any in year overspend this reserve will be fully committed in 2017/18, which means that the Council will have to identify additional resources to fund any costs of making the expected budget reductions in 2018/19 and future years. Given the in year budget pressures and estimated future costs of budget reductions it is recommended that Members consider during the 2015/16 budget process the allocation of additional funds to the Comprehensive Spending Review Reserve and/or the General Fund Reserve or establish a contingency within the Revenue budget.

A4.8 Timing of Expenditure Reserves – balance £9.9m 31/3/14 (£6.1m 31/3/15)

A4.9 These reserves arise as a result of differences in timing between the reserve being established and the expenditure being incurred. Some of these are short term, such as service carry forwards, unspent revenue grants and the collection fund, where the expenditure should be incurred within 12 months. Other reserves are spreading costs over a number of years, such as the PFI sinking fund that equalises the costs of the annual unitary charge over the 25 years of the contract.

A4.10 PFI Sinking Fund

As part of the 2014/15 Review of Reserves Council approved; “the transfer of £1.5m from the PFI Sinking Fund to Childrens Services on an “invest to save” basis. Childrens Services to repay the reserve in future years”. The use of this £1.5m is expected to be substantially used during 2014/15; however the terms of repayment have yet to be agreed with the Director of Childrens Services. This repayment is in addition to the £3.4m required as part of the Childrens Services 5 year Cost Reduction Plan.

To support the Plan an additional £0.9m is proposed to be withdrawn from this reserves (see para A2.9) which will reduce the reserve to be equal to the expected revenue shortfall on the Council’s PFI contract for the next three years (£0.6m) until Childrens Services start to repay reserves in 2018/19.

It is important that this reserve is repaid as the PFI contract has steadily increasing costs over the 25 life of the contract to 2027. If the reserve is not repaid, then Childrens Services will have to reduce other service budgets to fund these increased costs.

A4.11 Collection Fund

The Collection Fund Adjustment Account (formally Collection Fund Reserve) is slightly different from all other reserves and includes both Council Tax and NNDR. For Council Tax, legislation requires any balance (surplus or deficit) to be applied at the next Council Tax setting to the three major precepting authorities (Torbay, Devon & Cornwall Police Authority and Devon and Somerset Fire Authority). (Note Brixham Town Council as a minor precepting body does not bear any share of surplus or deficit). For NNDR, as a result of the introduction of the new Local Government funding arrangements from April 2013, the Council bears a 49% share of the risk and reward of changes in the level of National Non Domestic Rate income. Changes from the Council’s initial National Non Domestic Rate income estimate arising from changes in yield and collection will now also result in a Collection Fund surplus or deficit. The Council’s share of any surplus or deficit will impact on the forthcoming year.

Estimates of future year surpluses will be included in the 2015/16 Budget Setting process and reflected in the Medium Term Resource Plan.

A4.12 Partner/Ring Fenced Reserves – balance £6.6m 31/3/14 (£4.1m 31/3/15)

A4.13 These reserves are outside the Council’s direct control in that the reserves are linked to funds held by partner organisations, schools, Economic Development Company or ring fenced Council services such as public health. The harbour reserves have been included in this category as the Council in the past has chosen to operate this Council service as if it were ring fenced. As per the table (A2.9) it is proposed that there are reductions to support Childrens Services pending repayment in future years.

A4.14 The balance of £2.8m held by schools as at 31st March 2014 under delegated funds will change based on expenditure in schools and are likely to continue to reduce as more Council schools become academies. As a result a reduction in the balances held by schools has been shown in Appendix 1.

A4.15 Specific Issue Reserves - balance £12.7m 31/3/14 (£9.9m 31/3/15)

These are reserves set aside for specific expenditure purposes.

A4.16 Insurance Reserve

The balance as at March 2014 for both the insurance reserve and the insurance provision before the addition of any current year surplus due to timing of claims was approximately £4.6 million. The Council's insurance team in consultation with the Chief Finance Officer review the earmarked amounts on an annual basis and take advice from an insurance actuary to ensure the adequacy of the reserves. The last actuarial review was a review as at March 2014.

As the 2014/15 budget included a reduction to the annual revenue contribution to the reserve for claims and a reduction in the total reserve of £0.250m to be released over the next five years, this increases the risk of the reserve being inadequate in the longer term from both changes in premiums and the number and value of claims. Given the potential long lead in time for certain insurance claims, such as those relating to children and certain types of industrial diseases, any shortfall in this reserve may not be realised for a number of years.

In the light of the above risks the proposal in paragraph A2.9 to use of £0.750m from the reserve to support the Childrens Services Reserve in the short term, the repayment in future years will be important.

A4.17 Potential Liabilities

The Council, as identified in its Statement of Accounts, has given a number of guarantees. The Council has also entered a number of contracts which could lead to a future liability such as dilapidation costs on leased in buildings. In particular the Council has provided a guarantee to bankers to the Torbay Coast and Countryside Trust for £975,000 to provide cover for the Trust's loan and overdraft facility. If the bankers call the guarantee the Council will have to fund the £975,000 from its own resources which will probably result in the use of, as yet unidentified, reserves.

In addition the Council has provided a number of guarantees for pension liabilities to services now outsourced, such as Provider Trust and the Economic Development Company, however it is unlikely that these guarantees will result in a cash payment from the Council.

A5 Review of Provisions and other Potential Liabilities

A5.1 In addition to earmarked and general reserves the Council also holds provisions for a number of issues where the Council has a clear liability which is probable to result in a payment but the amount and timing of the potential payment is uncertain.

A5.2 As at 31/03/2014 Torbay Council's provisions were as follows:-

12/13		13/14	Change
£m		£m	£m
0.7	Insurance Provision	0.5	(0.2)
0	NNDR Appeals	1.2	1.2
0.4	Restructure/Budget Reductions	0.1	(0.3)
0.8	Other Provisions	0.4	(0.4)
1.9	Total Provisions	2.2	0.3

A5.3 The provisions above were based on the latest information as to the value of the potential liability, as such no changes in the value of these are proposed. It is expected that the majority of these provisions will be used within 2014/15 except insurance where the "time lag" on claims being notified and settled is often over one year. Other provisions tend to be linked to specific issues such as carbon allowances.

A5.4 The provision for NNDR appeals as at 31st March 2014 is new as a result of the introduction of the NNDR Business Rates Retention Scheme and forms part of the Collection Fund – see para A4.12 above. When the scheme was introduced in April 2013 the Council now gains or loses a 49% share of any movements in NNDR income. This includes the ongoing impact and repayment from any successful NNDR appeals made. This includes a 49% share of any costs paid since April 2013 arising from refunds relating to financial years before April 2013 which were previously fully funded from central government.

A6 General Fund Reserve - Risk Assessment and Sensitivity/Scenario Appraisal

A6.1 The Councils General Fund Reserves of £4.4 million represents 3.8% of the Council's net 2014/15 budget. This level of "unallocated financial reserves" is lower than average compared to other unitary Councils. (see para A7.2).




- A6.2 The CIPFA guidance on reserves does not recommend a statutory minimum level of reserves. It states that “Local Authorities should make their own judgements on such matters taking into account all the relevant local circumstances which will vary between Authorities”. CIPFA also state that “a well managed authority with a prudent approach to budgeting should be able to operate with a relatively low level of reserves”.
- A6.3 A risk assessment of all 2014/15 budgets suggest that the maximum overspend in any year, if all services were subject to adverse pressures and where there isn't any specific service related earmarked reserve, would be £8.8 million or 7% of 2014/15 net revenue budget. An estimate should be added to reflect any, as yet unknown, in year budget pressures, potential Bellwin scheme claims (emergency planning) and to reflect the financial risks inherent in any significant new partnerships, outsourcing or capital developments, say £1.0 million. This would result in a required General Fund reserve of £9.8 million or 8% of net budget. The current level of General Fund Reserve will cover just under 45% of this sum.
- A6.4 This risk assessment overall is similar to the previous year as the higher value areas of volatility that were identified as a high risk last year have continued to cause pressures on the Council's revenue budget still exist. In addition the challenges of achieving the ongoing significant budget reductions from central government create a major risk of budget variations.
- A6.5 A continuing key consideration within this risk assessment is the level of the risk of budget variances passed to partners or other suppliers via service delivery contracts. A key partner for the Council is the Torbay and Southern Devon Health and Care NHS Trust as the level of funding to the Trust is over £43 million per annum. For 2014/15 the Care Trust and Council have not agreed to share the risk of any over or under spends on the most volatile budget area. Although the Council and Trust (and the new provider after the acquisition process due to be completed during 2015/16) are discussing risk share arrangements for 2015/16 as part of the 2015/16 budget process. The expectation is there will be a risk share as part of the ICO, however for the purposes of this report until this has been finalised it is considered a risk.
- A6.6 A prudent risk based approach to budget setting and reserve levels will have mitigated some risks of an overspend, although it should be noted that in areas of high risk such as, Childrens Social Care, have already declared a significant budget pressures over the past few years. The Childrens Service 5 Year Cost Reduction Plan should help to mitigate some of the risks associated with this service.
- However it is unlikely that all budgets will be adversely affected in the same year or that there will be no underspend arising from savings or additional income. Therefore the General Fund Reserve should be equal to 50% of the total assessed risk in any financial year (which equals to 4.2% of 2014/15 net revenue budget). This for 2015/16 will result in a required general fund reserve balance of £4.9 million. At this stage the current general fund balance of £4.4 million is £0.5 million below the target level.
- A6.7 Following consideration of the above, in the opinion of the Chief Finance Officer, the current level of general fund reserve should not be reduced and ideally increased to reflect the higher level of risk, as balances would fall below a prudent minimum level. Therefore it is recommended that Members give consideration to increase the level of this reserve as part of its Medium Term Resource Plan.
- A6.8 The 2015/16 budget to be presented in February 2015 to Members will also include an assurance statement from the Chief Finance Officer about the adequacy of the proposed financial reserves, in accordance with the requirements of section 25 of the Local Government Act 2003.

Capital Investment Plan

- A6.9 It is assumed that in the circumstances of a significant overspend within the Council's capital programme this will be covered by alterations to the timing of the Council's capital investment plan; use of the capital contingency or from additional borrowing within the Council's approved Prudential Indicators. Any additional borrowing costs would have to be met from the Council's revenue budget.
- A6.10 The Council's capital plan has a contingency of £0.6 million – this is approximately 1% of the current four year capital plan. It should be noted that all capital projects should have contingencies within the individual project costs.
- A6.11 The capital resources that the Council has available is reducing from central government grants and capital income from contributions such as S106 developer agreements and the delays in establishing a Community Infrastructure Levy. In addition as revenue budget cuts are made the affordability of prudential borrowing is more limited. This gives fewer options to allocate funding for any urgent capital projects such as infrastructure works. Members could give consideration to allocating reserves to support capital expenditure.

A7 Comparison with Other Councils:

- A7.1 The Audit Commission Report, (paragraph A3.3 above) does state that the amount that Councils need or choose to hold in reserve varies due to local circumstances. This does make any comparison with other Council's to contain a "health warning".
- A7.2 A comparison of Torbay Council reserves as at 31/3/13 with data for 9 other similar unitary authorities and Torbay's "local" neighbours of Cornwall, Devon and Plymouth using a CIPFA comparison site is shown below:

	Torbay	Group Average	
Financial Reserves as a % of net revenue expenditure	25% (9th/13)	30%	
Earmarked Reserves divided by net revenue expenditure	£188k (7th/13)	£177k	
Unallocated (General) Reserves divided by net revenue expenditure	£31k (11th/13)	£68k	

Note – Audit Commission data excludes school and public health reserves.

- A7.3 This results shows that the profile of Torbay's total reserves are lower than average, however within that total Torbay's earmarked reserves were slightly higher than average, but more than offset by below average on general reserve. This shows that Torbay's general fund reserve is on the lower limit of being reasonable. The Audit Commission report (see para A3.3) found that general fund reserve levels were typically between 3% and 5% of net budget. Torbay's general reserve is 3.8%.

A8 Chief Finance Officer Statement.

- A8.1 On the assumption that a balanced budget can be achieved for 2014/15 and a robust budget set and realistic savings are identified and delivered for 2015/16, I am satisfied that the Council's General Fund and Earmarked Reserves, including Insurance Reserves, are adequate for the Council's Financial Plans for 2015/16 and to meet any known or predicted liabilities over the period in which the liabilities are expected to become due for payment.
- A8.2 To support the statement in A8.1 above, it is important to keep the achievement of savings within the Childrens 5 Year Cost Reduction Plan under review to ensure the repayment of £3.4m to other service reserves in future years.

A9 Governance of Reserves.

- A9.1 Appendix 1 shows the projected balances of the reserves at the end of the current financial year and future years. These balances are based upon planned levels of spending. In the event of any unplanned expenditure occurring in the financial year current Standing Orders and Financial Regulations will apply.
- A9.2 The Reserves will continue to be reported as part of the Council's Statement of Accounts and subject to a formal annual review and challenge as part of the budget process by both members and senior officers. Councillors should consider the Council's General Fund Reserve as part of the annual budget setting process.
- A9.3 Any quarterly reporting of issues relevant to earmarked reserves will be on an exception basis. Where appropriate a "withdrawal from reserve" form is completed and signed by the Chief Finance Officer and the Mayor.
- A9.4 Any budget variations that are reported to Council which cannot be funded from existing revenue resources will then, as a consequence, impact on the projected balance on the General Fund Reserve.
- A9.5 Schools reserves are part of the delegated schools funding and these reserves remain at the discretion of the Head Teachers and Governing Bodies.

A10 Risk assessment of preferred option

A10.1 Outline of significant key risks

A10.2 It is important that the issues raised in this report are considered by Members and appropriate action is taken, where necessary, to ensure that the Council has adequate reserves in the short and medium term. Failure to consider the issues raised within this report and take appropriate action could result in the Council having insufficient reserves that could adversely impact on the revenue budget and the longer term financial viability of the Council.

A10.3 The two major risks facing the Council at present are the extremely challenging budget reductions as part of the Government's Comprehensive Spending Review and ongoing financial pressures from childrens social care and the achievement of the 5 Year Cost Reduction Plan and the repayment of reserves from future year savings.

Appendices

Appendix 1	Review of Reserves 2015/16
Appendix 2	Summary of Council Reserves

2015/16 - Review of Reserves

<u>Reserves</u>	Balance as at 1/4/14 £'000	Balance as at 1/4/15 £'000	Balance as at 1/4/16 £'000	Balance as at 1/4/17 £'000	Balance as at 1/4/18 £'000
General Reserves					
General Fund	4,356	4,356	4,356	4,356	4,356
	4,356	4,356	4,356	4,356	4,356
Earmarked Reserves:					
Uncommitted Reserves:					
Comprehensive Spending Review Reserve	3,761	2,639	1,382	382	0
	3,761	2,639	1,382	382	0
Timing of Expenditure:					
Capital Funding Reserve	1,611	1,700	1,560	200	100
Collection Fund Reserve	-1,076	700	700	700	700
Council Elections	113	161	0	42	83
Prudential Borrowing	953	753	712	667	657
PFI Sinking Fund	3,196	600	400	200	0
NNDR Collection Fund	1,199	0	0	0	0
Service C/fds	752	509	315	243	186
Unspent Grants c/fd	3,124	1,654	1,414	1,414	1,414
	9,873	6,077	5,101	3,465	3,140
Partner/Ring Fenced Reserves					
Devon Audit Partnership	17	17	17	17	17
EDC Reserves (paid in advance)	1,365	395	0	0	0
School Balances	2,832	1,903	1,403	1,403	1,403
Harbours Reserves	860	416	203	92	3
Public Health - Disease Outbreak	436	0	0	0	0
Public Health - Ring fenced	769	1,019	1,019	1,019	1,019
Education Schools Redundancy/Retirement	323	300	280	260	240
	6,602	4,050	2,922	2,792	2,683
Specific issues					
Art Objects Purchased Fund	29	25	25	25	25
Budget Pressures	472	0	0	0	0
Childrens Services 5 Year Strategy Reserve	0	3,400	1,100	0	0
Crematorium	25	20	19	17	15
Asset Issues & Disposal Costs	224	139	139	139	139
Social Fund (Crisis Support)	351	351	176	0	0
Growth Fund	952	752	352	0	0
Equipment Reserves	361	88	70	70	20
Employment Issues	138	64	39	14	14
Education Early Retirement	169	106	96	86	76
Geopark Conference Reserve	100	100	100	0	0
Highways Reserves	625	625	600	575	550
Insurance Reserves	4,102	3,302	3,252	3,202	3,152
IT Equipment Reserve	550	0	0	0	0
Land Charges	266	41	41	41	41
Office Rationalisation	278	123	123	123	123
Planning Reserve	669	159	0	0	0
Public Health - Domestic Abuse	287	152	47	0	0
Regeneration Reserve	35	0	0	0	0
Supporting People Commissioning	842	0	0	0	0
Tourism (Strategic Events)	107	37	37	37	37
Local Enterprise Partnership	20	0	0	0	0
South Devon Link Road	912	224	0	0	0
Community Development Trust	300	200	100	0	0
Taxi Reserve	36	29	29	0	0
Universal Credit	449	0	0	0	0
Waste Strategy	450	0	0	0	0
	12,748	9,938	6,345	4,330	4,193
Total Earmarked Reserves	32,984	22,704	15,750	10,968	10,016
TOTAL RESERVES	37,340	27,060	20,106	15,324	14,372

<u>Name of Reserve</u>	<u>Description of Reserve</u>
Asset Disposal Costs and Property Issues Reserve	To support the revenue costs associated with the rationalisation of the Council's assets
Budget Issues Reserve	To support future budgetary pressures facing the Council in the medium term.
Capital Funding	To reserve funding for items in the approved Capital Plan Budget.
Carry Forwards	Service Carry Forwards
Childrens Services 5 Year Strategy	Per Council approval to support Childrens Services in the short term by £3.4m.
Comprehensive Spending Review Reserve	To fund costs associated with meeting budget reductions as a result of the Government's comprehensive spending review.
Community Development Trust Reserve	Reserve established by support the creation and three year support for a Community Development Trust.
Early Retirement Reserve	To enable the Council to meet childrens' redundancy related liabilities as they fall due. Built up from annual budgets for new redundancies.
EDC Reserve	Reflects the value of funds awarded to the Torbay Economic Development Company where the work has yet to be completed.
Employment Issues Reserve	To support employment related issues, such as implication of pay modernisation, equal pay and payroll related issues.
Equipment Fund	To facilitate renewal of equipment within services where the replacement is at irregular periods.
Geo Park Conference	To support costs of Geo Park Conference
Grants recognised but not used	Reflects the value of revenue grants (without conditions) received by 31 st March but not yet used to support expenditure
Growth Fund Reserve	Reserve established from the New Homes Bonus grant to create a Growth Fund to support employment opportunities.
Harbours	Torquay, Paignton and Brixham Harbours – To finance Harbour expenditure schemes for the purpose of Harbour Users.
Highways Act Reserves	Reserve holding funds received under Highways Acts and other legislation where the Council holds funds to do works.
Insurance Reserve	To set aside amounts to cover the future cost of past uninsured events which result in a loss to the Council. This reserve covers potential future liabilities arising from the Council's previous insurers Municipal Mutual Insurance Ltd not having sufficient solvency, to meet pre 1998 claims from Devon County Council, amounts for specific uninsured risks and a general reserve to meet as yet unknown insurance claims
IT Equipment Reserve	To provide funds for priority driven replacements of IT equipment.
Land Charges Reserve	Reserve to fund any potential costs arising from changes in the charging regulations in relation to land charges.
NNDR Rates Retention	Reserve to fund the one off costs of the 2014/15 NNDR deficit resulting from the Council's share of the costs of backdated NNDR appeals.
Office Accommodation Reserve	Reserve to help meet the short term revenue costs of the implementation of this major project.
Misc. Specific Reserves	Includes: Council Elections, Taxi Survey, Art Objects, Local Enterprise Partnership, Devon Audit Partnership and Cemeteries.

PFI Sinking Fund	To provide funds to meet the liabilities under the PFI agreement over 25 years (Westlands and Homelands Schools) and to provide funding towards Paignton Community College expansion project.
Planning Reserve	To provide for costs of Local Plan Inquiry held every 4/5 years.
Public Health – Domestic Abuse	To provide for costs of supporting people in the short term.
Public Health	Reflects carry forward of ring fenced funds for Public Health
Regeneration Reserve	A reserve to support economic regeneration and employment initiatives
School Balances	Reflects the carry forward by schools of their delegated school budget share.
School Redundancy Reserve	Reserve to support the costs of redundancies for schools based staff
Social Fund	Reserve to support the costs of social fund and exceptional hardship
South Devon Link Road	To support the development of the South Devon Link Road
Supporting People Re provision Reserve	To set aside monies to help in the commissioning of services for the re provision of the supporting people function
Tourism (Strategic Events) Reserve	Reserve established in 2012/13 to support tourism and events.
Universal Credit Reserve	Reserve to meet implementation costs associated with the introduction of the Universal Credit
Unsupported Borrowing Equalisation Reserve	Reflects the temporary surplus/deficit arising from the charges to services for the repayment of expenditure under Prudential Borrowing compared to actual interest and Revenue Provision.
Waste Disposal Strategy Reserve	Reflects the reclassification of part of the equipment fund as a specific reserve for Waste Disposal Initiatives.

Agenda Item 6

Current Monitoring Regarding Housing Options/Homelessness Pressures.

Emergency Duty Officer (Presenting as Homeless that Night)

Month	Number Seen	Number Placed	% Placed
Apr-14	83	26	31.3
May-14	72	29	40.3
Jun-14	68	26	38.2
Jul-14	95	33	34.7
Aug-14	85	33	38.8
Sep-14	94	36	38.3

Remains consistently high. Percentages of placements remain the same, indicating an increase of customers who are not eligible for temporary accommodation, and could remain/become homeless.

Rough Sleeping Figures:

Estimate for Nov 13: 5

Estimate for Oct 14: 13

We are anticipating an increase in numbers that will be reported back to CLG for the annual rough sleepers count this year.

Recent Temp Accommodation Figures:

Total Placements for August: 75

Sept: 52

Use of Leonard Stocks

Last year in agreement with SP we changed the referral process for access to the above, resulting in the ability for the Housing Options Service to place customers in LSC under a Housing Duty. This has enabled Torbay Council to meet its Housing Duty for some customers with complex needs. Without this facility and the 24 hour support that these customers need they would have to remain as street homeless (and the risks this could pose to both the customer and the public) Leaving the local authority open to a charge of not meeting its homeless duties.

Alternately options of how to provide temporary accommodation for this client group would need to be explored and extra funding identified.

On average we have at present 4 residents placed at any one time, a saving of nearly £800 a week or £41,000 a year.(Based on the average B&B nightly rate)

Title:	Update on services receiving transitional funding		
Report to:	Scrutiny	Prepared by:	Debbie Freeman and Shirley Beauchamp – Commissioning Officers

1. Purpose of Report

The purpose of the report is to provide Members with an update on the services that are receiving transitional funding from the Council to allow them to source alternative funding. These services are:

- The Jatis Project – 25 beds of supported accommodation for people recovering from substance misuse issues. Transitional funding is in place until March 31st 2015.
- Leonard Stocks Centre – 24 bed hostel providing supported accommodation for the most vulnerable, and housing single people to whom the Council has a duty to under Housing Law. Transitional funding is in place until March 31st 2015.
- Supported Employment Service (provided by Pluss) – currently supporting 24 people with Learning Disabilities and Autistic Spectrum Conditions, who are working and need support to maintain the work they have. Transitional funding is in place until 31st December 2014.
- Young Persons Support and Accommodation Service (provided by Independent Futures, part of Devon and Cornwall Housing) - 45 units of accommodation based support, plus approximately 30 hours per week outreach support. The accommodation is based at:

Torbay Foyer, Teignmouth Road, Torquay	20 units
Fraser Court, Waterleat Road, Paignton	11 units
Galway Court, Bath Lane, Torquay	7 units
Parkview, Garfield Road, Paignton	7 units

The service is provided for homeless 16 &17 year olds, 16 &17 year olds leaving care and young people aged 16-24 requiring supported accommodation. Transitional funding is in place until 31st March 2015, to facilitate a reduction in capacity to 20 units of accommodation based support at Torbay Foyer and 15 hours per week outreach support.

- Integrated Families Service also known as Stone Court (provided by Independent Futures, part of Devon and Cornwall Housing) - 15 units of accommodation based support at Newton Road Torquay. (These units sit alongside 6 units of emergency temporary accommodation used by Housing Options, which are due to be decommissioned by 31st March 2015 following the procurement of new emergency temporary accommodation by Housing Options. DCH did not bid for the new contract). The service also delivers 14 hours a week in outreach support. Transitional funding is in place until 31st March 2015.

2. Background

Following the budget consultation in 2013/14, Members granted transitional funding to a number of services to allow them time to source alternative funding to enable the services to continue.

Members requested that they be kept updated on the progress that the organisations had made towards sourcing alternative funding, and also arrangements for service end if alternative funding is not secured.

Officers have met regularly with the providers of the services receiving transitional funding. Councillor Excell has attended some of these meetings. Transition plans are also in place for all services. Officers are working with providers to support them to access alternative funding, but also putting in place plans to decommission services if funding is not secured.

3. Key Points

The update on the services receiving transitional funding is as follows:

The Jatis Project

There are ongoing negotiations between Jatis, Public Health and Commissioning Officers to try to design a community rehabilitation model within budget. This ten bed community rehabilitation service would replace the current model which spot purchases drug and alcohol rehabilitation beds out of area, as there is currently no suitable provision in Torbay. A final decision about the viability of this project will need to be taken by the end of October.

Alongside this, Jatis are planning to have 3 shared houses to provide move on accommodation from the community rehab. The people in the 3 houses will be supported by one support worker, who will be funded by Jatis.

Alongside these negotiations, a decommissioning plan is in place to ensure smooth closure or reduction of the Council funded service if the Public Health project is found not to be viable.

Leonard Stocks Centre

Chapter One, Shekinah and Jatis have been having regular meetings ('Plan B' meetings) to look at developing a model for provision for the most vulnerable people in Torbay, and accessing funding for this provision. They have now been joined by Langley House Trust (the owners of the Leonard Stocks building) and Torbay Churches.

The group are working on putting in a Big Lottery bid for some funding to maintain a 'hostel' provision. There is also a possibility of charitable funding from within the group.

A decommissioning plan is in place for the service detailing actions that will need to take place if alternative funding is not found. Transition/decommissioning meetings are being organised to take place on a monthly basis between Chapter One and the responsible

Commissioning Officer for the Council to plan for closure of Leonard Stocks if alternative funding cannot be accessed.

Supported Employment Service (provided by Pluss)

Pluss are making applications for alternative funding to maintain the service. They are preparing a Big Lottery bid, and also making an application for some short term funding from the Department of Health's Autism Innovation fund (closing date for Autism Innovation Fund is 28th August 2014)

Regular meetings are taking place with Pluss, and a transition plan is in place for the service if alternative funding cannot be found.

Young Persons Support and Accommodation Service

There are no confirmed plans to source alternative funding for the units being decommissioned as part of the reduction in capacity.

Seven units at Parkview have been decommissioned as of 4/8/14. Of the seven clients (all female), one returned to live with family, the others have remained in the accommodation which has been taken over by Young Devon as host landlords for their supported lodgings provision. (This had no impact on the Young Devon contract value).

Fraser Court is owned by Spectrum Housing Group and managed by Westward Housing. DCH provide the support to the clients this block, who are on six month assured shorthold tenancies. The properties will return to Spectrum Housing on 1st April 2015. No referrals will be taken for this accommodation after 30th September.

It is understood that Spectrum would aim to continue to use Fraser Court as supported housing in the first instance; subject to Housing Benefit agreeing to pay additional HB to cover costs for additional (intensive) housing management costs which would be incurred as a result of the units remaining supported. They are currently exploring this model with another Local Authority, so there is no timescale as yet on whether this is a viable option in Torbay. If this is viable they would approach the current housing management provider (Westward) to provide the intensive housing management on Spectrum's behalf.

If this option is not viable Spectrum will want to convert the tenancies to general needs accommodation so that the occupants do not need to find alternative accommodation. This will need to be agreed by Torbay Council as an exception to the usual Devon Home Choice allocations policy. In the meantime move on plans are being developed with the clients to find alternative accommodation as a contingency.

Galway Court is owned by DCH and they will retain the properties for their own use. They are also exploring intensive housing management options though Housing Benefit but there are not timescales for this as yet. No referrals will be taken for this accommodation after 30th September. Move on plans are being developed with the clients to find alternative accommodation via the private rented sector or social housing through Devon Home Choice.

Stakeholders and clients affected are currently being formally notified of the plans. Regular meetings are taking place with the provider and will continue throughout the transition period.

Integrated Families Service (Stone Court)

There are currently no bids for alternative funding to continue the service at Stone Court.

The block is owned by DCH. No decisions have yet been made regarding the future of Stone Court however they are looking at options in discussion with Teignbridge District Council and our Housing Options Manager. No timescale has been given for the completion of these discussions.

In the absence of any other sources of funding the 15 SP funded units and outreach support at Stone Court will be decommissioned as of 31 March 2015.

The units comprise a mix of 13 x one and 2 x two bed flats occupied by families on six month assured shorthold tenancies. The waiting list will close and no referrals will be taken from 30th September 2014. Individual move on plans are being developed for all the affected clients to find alternative accommodation via the private rented sector or social housing through Devon Home Choice. Regular meetings are taking place with the provider and will continue throughout the transition period.

Stakeholders and clients are currently being formally notified of the plans.

4. Risks

Jatis

- The principal risks associated with Jatis are that it is not possible to agree a viable community rehabilitation model with the funding available from Public Health. This would lead to the closure of the Council funded service, and the need for all 25 people to move from their current accommodation in Jatis, and would leave no supported accommodation in Torbay for people recovering from drug and alcohol use.

Colleagues in Public Health and Commissioning are working hard with Jatis to try to agree a viable model for a community rehabilitation service in Torbay.

Alongside this, a transition plan has been put in place to plan for the closure of the service and moving the 25 people out if agreement cannot be reached on the community rehab.

Again, the decommissioning plan and regular transition meetings with Jatis should mitigate this risk as we are making detailed plans for service closure if this situation occurs.

Leonard Stocks

- The principal risk associated with Leonard Stocks is if alternative funding cannot be found and Leonard Stocks closes. The Council's Housing Options service currently relies heavily on Leonard Stocks to house single people to whom the Council has a statutory duty under housing legislation. In addition, Leonard Stocks currently provides the statutory Severe Weather Watch service which provides a roof for the night for street homeless people in the case of severe weather. Provision of both of these statutory services would have a large impact on the Council's Housing Options service.

There would clearly be a huge impact on the street scene in Torbay if there was no hostel provision in Torbay as street homelessness would potentially increase, with the associated impact on community safety and tourism.

- If the Leonard Stocks Centre remains open and funded through alternative means, there is no guarantee that the provider would be willing to take referrals from the Council's Housing Options team, or run the statutory Severe Weather Watch service. The current providers of Leonard Stocks have a very good working relationship with Housing Options, and Commissioning Officers are meeting regularly with the 'Plan B' group to try to ensure that any future service would work with the Council to help it fulfil its statutory duty.

Supported Employment (provided by Pluss)

- The major risk with this service is that alternative funding is not found, and the service closes. It is the opinion of the service manager that many of the 24 people who are currently supported in their paid work, will not be ready to continue with their jobs without any support, and many of them will lose their jobs and return to benefits.

The Commissioning Officer is working with the service to look at any possible alternative options for supporting these people in their work. A decommissioning plan is in place to ensure the smooth closure of the service.

Young Persons Support and Accommodation Service

- The first major risk is that the service will be unable to move sufficient numbers of young people out of the decommissioned units in time. Young people will need to obtain deposits and references to seek accommodation in the private rented sector; or obtain social rented accommodation via Devon Home Choice which currently has a backlog of high banded cases. Some of the young people may refuse to leave their accommodation which will mean that DCH will have to take court action to recover possession of the properties, and some clients may be eligible to apply as homeless to the Council's Housing Options Services and be entitled to temporary accommodation as part of the Council's statutory responsibilities under homelessness legislation.
- The second major risk is the impact of the reduction in capacity on the pipeline of services for young people aged 16 to 17 leaving care and/or at risk of homelessness. The Council has a duty under The Children Act 1989, The Children (Leaving Care) Act 2000, and Leaving Care Guidance 2011 to accommodate eligible, and relevant care leavers; and discretionary authority to support accommodation needs of former relevant care leavers. There are also other case law judgements (like Southwark 2009) which have relevance for homeless 16 & 17 year olds. The significant reduction in overall capacity for young people's accommodation based support services may lead to more young people applying as homeless who may be entitled to temporary accommodation as part of the Council's statutory responsibilities under homelessness legislation.

To mitigate the risks outlined above the Commissioning Officer and Housing Options Manager are meeting with the provider every three weeks to review the transition plan and move on plans for the clients affected.

Integrated Families Service (Stone Court)

- The major risk is that the service will be unable to move sufficient numbers of clients out of the building in time. These families will need to obtain deposits and references to seek accommodation in the private rented sector; or obtain social rented accommodation via Devon Home Choice which currently has a backlog of high banded cases. Some may refuse to leave their accommodation which will mean that DCH will have to take court action to recover possession of the properties, and as these are families with children they will be eligible to apply as homeless to the Council's Housing Options Services and be entitled to temporary accommodation as part of the Council's statutory responsibilities under homelessness legislation.

To mitigate the risk outlined above the Commissioning Officer and Housing Options Manager are meeting with the provider every three weeks to review the decommissioning plan and move on plans for each client.

5. Conclusion

Commissioning Officers are working in two ways with services that are receiving transitional funding: firstly to support them in their efforts to obtain alternative funding, and secondly to plan for closure of services if this does not happen.

Whilst there will undoubtedly be an impact of the closure of these services if alternative funding is not found, Commissioning Officers are working with providers to try to minimise these risks if this should occur.

An evaluation of the impacts of the decommissioning and reduction of Supporting People services in 2014, August 2014

To the Overview and Scrutiny Board on 22 October 2014

1. Introduction and purpose

Budget decisions made for the year 2014/15 and 2015/16 led to the decommissioning and reduction of several Supporting People services (now called support services) in 2014, with more to follow in 2015. This report evaluates impacts so far of the changes that have taken place- on clients, potential clients, referral agencies, other services and stakeholders. This is a first stage report and the evaluation of impacts is ongoing. The purpose of the evaluation, apart from showing effects of the changes, is to investigate need for prevention and early intervention services in order to support opportunities to disinvest in acute or reinvest in self care, early intervention and prevention services across the future Integrated Care Organisation.

The services that were decommissioned or reduced in May 2014 and are the focus of this report are:

- Community Outreach Support Service (COSS) and Social Inclusion Floating Support (SIFS) and brief intervention clinics for people aged 18+- decommissioned May 2014
- Criminal Justice Accommodation Service (CJAS)- 10 units of supported accommodation for offenders- decommissioned May 2014
- Support worker/alarm support in sheltered housing- funding ended in May 2014 but this may be continuing in some cases where funded by other means
- Housing link workers who worked within social care teams- funding ended in May 2014
- Folks @ Home outreach for people aged 55+- reduced by approximately half from May 2014
- Plus supported employment for people with a learning disability/ autistic spectrum condition- no new referrals and funding ends in December 2014

At 3 months since decommissioning and service reduction it is too early to notice any significant impacts. A caveat is that it is not possible to directly attribute trends in statistical data to the decommissioning and service reduction in support services as there are other changes also taking place that will have impacts. These include welfare reform, reduction in funding and resources in other service areas, and new ways of working- changes in assessment of social care need and packages.

2. Qualitative (anecdotal) information

Anecdotal information was gathered mainly by attending team meetings (in July-August) of statutory agencies that refer people to support services. Other information was gathered through email and telephone conversations. Organisations giving views included:

- Health and social care teams

- Community Mental Health Teams
- Team in Torbay hospital
- Probation service
- Torbay Council teams, including Housing Options and Safer Communities
- Agencies related to employment
- Support (formerly called Supporting People) services

2.1 Qualitative data findings

Main points raised are listed below:

- All stated it was **too early** to notice impacts or tell what the longer term impacts would be
- **Teams are spending more time doing work with clients that would previously have been carried out by support services**
 - This costs in resources
 - Teams having to learn about housing issues and gain knowledge but no time to do this
 - They say they do not have specialise expertise or resources of support services so client misses out
 - Without suitable accommodation there is risk of homelessness and reoffending so the required support to attain housing is carried out by the team as it is vital- spending time carrying out support roles which reduces ability to keep people safe
 - Some teams said clients are spending longer on their caseloads- but said other factors such as changes in their service areas could also have caused this
- **Referrals and enquiries made to social care teams and mental health teams requiring support services, particularly from GPs**
 - Most do not meet criteria for services- FACS criteria or mental health services- need low level support and would previously have been directly referred to a support service
 - People are referred to community voluntary services. Concerns that these organisations may not be able to help- for example due to complex needs or requirement for home visits which these organisations may not provide
 - Teams spend time trying to find suitable services for people to replace support services. There is often no suitable service so enquirers frequently return and it is felt they will eventually become referrals
- **Lack of floating support is leaving a gap in service provision which is needed, often there are no suitable services to signpost people to**
 - Teams gave examples of clients they would have referred to floating support if available. Frontline staff felt they were 'batting people away' by telling them there were no services to help them
 - The majority said that they referred to support services but two referrers said they rarely used them

- Other support services are receiving inappropriate referrals for clients who need floating support as no other services available
 - Partnership Commissioning Team receives MP and telephone enquiries for clients with need for floating support services but there are no services to offer
 - Lack of support is not satisfactory to unpaid carers who expect accommodation and support to be available for the people they care for. Carers are taking on more themselves
- **Clients are often referred to social care domiciliary (non personal) care agencies to provide support previously provided by floating support**
 - The services of these agencies are funded by some clients out of disablement benefits, for others it is funded by social care or a mixture of both
 - Use of social care funding instead of a support service is a 'cost shunt'
 - Where clients are funding it themselves they need a financial assessment which impacts on resources
 - One team stated that where clients have to fund services out of benefits, they often feel unable to budget for this and decline the service. This then risks their health worsening in the future. Support services, because of their short term nature, were free to the client so were more likely to be accepted and used
- **Loss of link worker posts impacts on work of the teams**
 - Major impact of loss of link worker posts- expert knowledge, advice and accessibility. Without the posts the pressure is on the teams. Loss of mental health knowledge- mental health a big problem in Torbay
 - Link workers worked on accessing accommodation where timescales were short- teams are not of housing experts and don't have time to do this
 - Link workers save money to the social care budget- a case could result in approx. 3 months extra residential care without link worker intervention
- **Less housing solutions are available- less supported accommodation or support to attain/maintain housing**
 - Loss of support services has led to delays in housing resolutions. Ex offenders may re-offend if they can't move on from inappropriate accommodation where there are influences from their previous lifestyles or if they can't maintain a tenancy
 - Criminal Justice Accommodation Service (CJAS) is a great loss as it filled a big gap in service type between Leonard Stocks Centre (LSC) and ROSW. CJAS was suitable for younger more vulnerable Probation clients. Without it clients can be in unsuitable accommodation or become of no fixed abode which increases risk
 - Cumulative impact of losing previous support services as well as more recent services. Lack of supported accommodation will be compounded when the contract for ROSW ends in March 2015.
- **Increase in risk and crisis**
 - It is too early yet for an increase in people going into crisis
 - Concern about lack of services in the community to prevent people going into crisis and to alert services to safeguarding issues. Support services prevented safeguarding issues

- When prioritising case loads, managing risk is prioritised and housing support comes lower down which increases the likelihood of the housing issue becoming a crisis situation
- Probation service- loss of partnerships to work with to manage risk
- Support services receiving referrals with higher need and carrying out more 'fire fighting role'
- **Impacts on other service areas**
 - Increase in rough sleeping- also due to the warmer weather and a general increase in homelessness
 - Loss of support to people in emergency temporary accommodation could mean increased length of stay and extra cost
 - A team in Torbay hospital noticed cases where loss of support services mean clients are struggling to cope with medical difficulties or engage with treatment or therapies, saying this will mean more appointments with medical and health professionals
 - Care Bill- focuses on prevention. It was felt that loss of services, without accessible alternative prevention services, will make it harder to fulfil this obligation
- **Impacts compounded by changes to/reduction of services in other areas**
 - Most teams said they had been reduced themselves/had minimal resources so less able to take on work previously carried out by support services
 - A team said that there was more pressure to move clients on from other service provision so need to find independent accommodation more quickly although the team more stretched- something which support services would have done. Risk of these clients becoming unwell again and going into crisis again
 - A team talked of new team members having less housing knowledge- so combined effect of less support services and less housing knowledge within the team
- **Loss of supported employment**
 - Many referrals by parents/carers or self referrals so harder to measure impacts
 - An agency said it is a useful support contract which gets people into the community. Impact will be on individual families and clients who currently get the support
 - Another agency said that alternative options for their younger clients who are school leavers are more about education and employability than paid employment. Other options are specialist provision outside of Torbay but these are not long term or about finding sustainable jobs
 - Need team around the client offering intensive support to link up with appropriate employers in the local area- which Pluss provides
 - One agency said they had not noticed an impact and use Department of Work and Pensions contracts such as Workchoice and Access to Work
- **Teams and those consulted voiced concerns about the services due to lose funding in 2015**
 - Mental health teams are very concerned about ROSW ending. It was said that this is the only type of supported accommodation between residential care and LSC

- Teams are very concerned about the potential loss of LSC and Jatis, particularly Housing Options and the Probation Service
- Concern about proposals to withdraw funding for street wardens, compounding loss of services such as LSC and Jatis

3. Quantitative (statistical) data

This includes monitoring that was identified in the Equality Impact Assessments completed for each service as part of the budget process- where this data was found to be available. It also includes other data considered relevant by those consulted with. Data was requested quarterly from 1 April 2014, with reports requested for 2012/13 and 2013/14 for comparison purposes. As explained previously, it will not be possible to directly attribute trends in figures to the ending/reducing of support services as there are other changes taking place that will also impact on these figures.

3.1. Adult Social Care data

Fig1. Residential and nursing care	2012/13				2013/14				2014/15
	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1
Number of permanent social care admissions to residential care- by primary care group									
Physical disability	24	29	43	23	20	29	30	30	28
Mental health	21	21	36	35	32	24	16	26	19
Learning disability	Under 5	Under 5	Under 5	Under 5	0	Under 5	0	Under 5	Under 5
Substance misuse and other vulnerable people*	Under 5	7	Under 5	Under 5	5	6	6	Under 5	Under 5
Total	46	58	81	62	57	62	52	59	53
Permanent admissions to residential and nursing care homes, per 100,000 population	38.7	48.8	68.1	52.2	53.6	58.3	48.9	55.5	49.8**

Source: Torbay and Southern Devon Health and Care NHS Trust

* Numbers can be skewed by poor reporting

** 2014/15 population is set as 2013/14 until 2014/15 population is published

Numbers and rates of admissions to care have fluctuated over the quarters but remain similar overall.

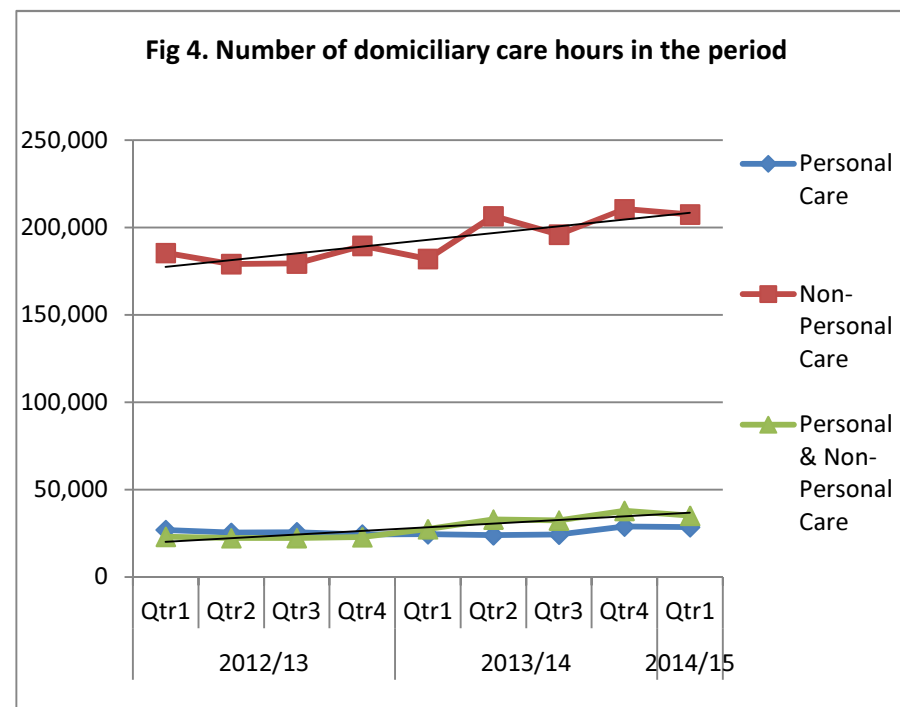
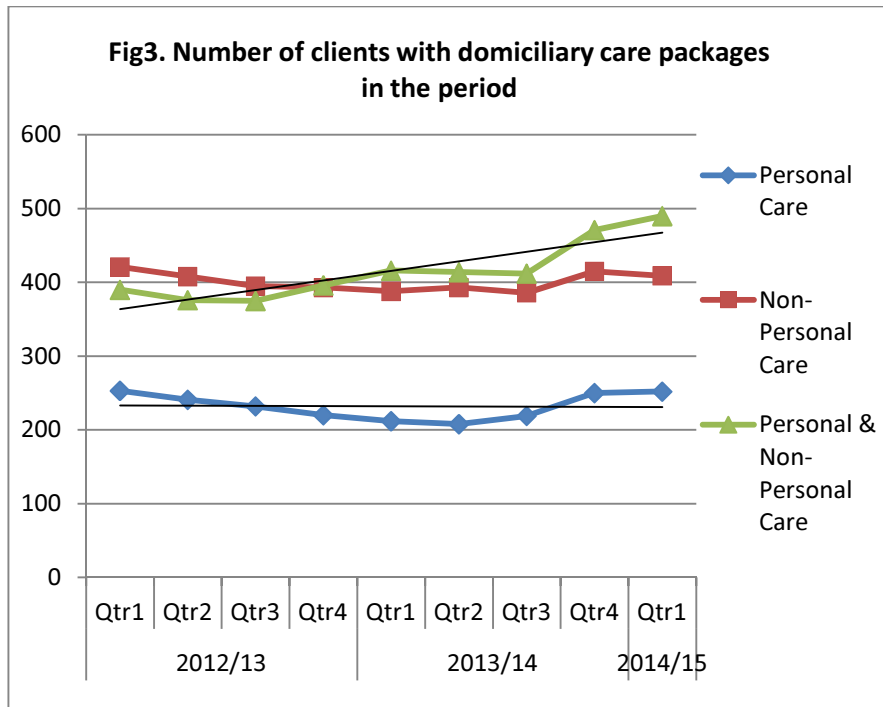
Fig2. Care services

	2012/13				2013/14				2014/15
	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1
Number of statutory care assessments of new clients	583	591	620	581	616	606	531	582	543
Number of people with short break vouchers and number of short break vouchers in the quarter- by carer age									
18-64	20	12	15	14	16	9	17	15	12
65+	24	31	25	25	35	33	25	29	32
Total	44	43	40	39	51	42	42	44	44
Number of clients with domiciliary care packages in the quarter- by personal and non-personal care (displayed in chart form Fig3 overleaf)									
Personal Care	253	241	232	220	212	208	219	250	252
Non-Personal Care	421	408	395	393	388	393	386	415	409
Personal and Non-Personal Care	390	376	375	396	416	414	412	471	490
Number of domiciliary care hours in quarter- by personal and non-personal care (displayed in chart form Fig4 overleaf)									
Personal Care	26,910	25,290	25,595	24,362	24,447	23,847	24,256	28,861	28,471
Non-Personal Care	185,369	179,076	179,315	189,506	181,975	206,431	195,885	210,472	207,427
Personal and Non-Personal Care	22,965	22,173	22,305	22,725	27,315	32,923	32,313	37,853	35,010
Number referred to Reablement services	0	25	41	46	49	39	36	31	29
Number of face to face visits by health visitors in period	7,757	6,479	5,649	3688*	7,559	7,647	7,448	5379*	4,590*
Number referred to Community learning Disability team	21	29	27	36	26	25	27	20	23

Source: Torbay and Southern Devon Health and Care NHS Trust

* Quarter 4 figures typically under reported due to late data entry. Could be effected by late data entry

Number of people receiving short break vouchers has remained similar over the quarters. Domiciliary care package figures are shown in chart form overleaf. Referrals to reablement services have seen a gradual decrease in the last year. Number of visits by health visitors has fluctuated over the period but the last 2 quarters could be affected by late data entry. The number of people referred to the Community Learning Disability Team has fluctuated



Source: Torbay and Southern Devon Health and Care NHS Trust

Fig3 shows that the number of clients receiving a package of personal and non personal care combined has increased over the period with a higher number of clients receiving this combined package than just personal care or non personal care packages. In Fig4 the number of hours provided for non personal care has shown an increase in trend and far more hours are provided than for personal care or personal and non personal care combined.

Fig5. Adult Social Care Outcomes Framework indicators

	2012/13	2013/14	2014/15 (Qtr1)
ASC-1H Proportion of adults in contact with secondary mental health services in settled accommodation	77%	66%	65%
ASC-1E Proportion of adults with a learning disability in paid employment	5.1%	4.4%	4.4%
ASC-1F Proportion of adults in contact with secondary mental health services in paid employment	5.5%	2.5%	1.8%

Source: Torbay and Southern Devon Health and Care NHS Trust

All 3 indicators in Fig5 have shown a decrease in achievement over the period

3.2 Leaving Care data

Southwark Assessment data (16-17 year olds presenting as Southwark cases)

Fig6. Southwark assessments by academic year (1 July - 31 July)	2010	2011	2012	2013	2014
Number of Southwark Criteria cases presenting	48	33	27	16	12
Initial Assessments completed	36	19	10	7	7
Southwark Independent Youth Support Service/Core Assessments completed	34	14	8	6	1
Total Southwark Criteria cases accepted	27	11	5	3	1

Source: Children's Services, Torbay Council

N.B. 2014: 5 cases are going through the process currently

The number of Southwark cases presenting has reduced over the years as has the number accepted. The proportion accepted remained at approximately a fifth of those presenting in 2012 and 2013.

3.3 Housing Services data

Fig7. Number of households placed in temporary accommodation by Torbay Council, as at 31 March of each year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Number of Households living in temporary accommodation	183	164	107	43	43	36	57

Source: Housing Options Team, Torbay Council

This has increased since 2010/11 believed to be due to a general increase in homelessness. This backs up anecdotal data on an increase in rough sleeping

Fig8. Number of applicants accepted as homeless

	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Number of applicants accepted as homeless	109	106	109	58	57	75	56

Source: Housing Options Team, Torbay Council

Homeless acceptances increased in 2012/13 but reduced in 2013/14 to the levels of previous years

Fig9. Emergency placements

	Apr 13	May 13	Jun 13	Jul 13	Aug 13	Sep 13	Oct 13	Nov 13	Dec 13	Jan 14	Feb 14	Mar 14	Apr 14	May 14	Jun 14	Jul 14
Number of clients seen by Emergency Duty Officer	74	71	66	81	67	78	86	74	51	90	84	93	83	72	68	95
Number of placements into emergency accommodation under Section 188 duty	26	23	22	30	21	31	23	32	22	35	36	33	26	29	26	33
% of placements of those seen	35.1	32.4	33.3	37.0	31.3	39.7	26.7	43.2	43.1	38.9	42.9	35.5	31.3	40.3	38.2	34.7

Source: Housing Options Team, Torbay Council

The number of clients seen has increased over time. The number placed has increased since April 2014.

Fig10. Number of prevention cases

	2009/10	2010/11	2011/12	2012/13	2013/14
Number of detailed homeless prevention cases	370	557	511	612	702

Source: Housing Options Team, Torbay Council

Number of prevention cases has gradually increased over the years

3.4 Connections data

Fig11. Clients signposted to an external agency by an Advisor or by Triage at Torbay Connections offices

	2012/13				2013/14				2014/15
	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1
Clients signposted to external advice agency by advisor (by telephone or in person)	294	316	264	287	265	291	197	86	251
Clients redirected to any external agency by Triage (not necessarily advice agency but could be)	41	114	127	45	56	65	45	40	51

Source: Torbay Council

Clients who come to the office in person are directed through Triage first and only go to an advisor if it is a more complex enquiry. Telephone enquiries go straight to an advisor

Numbers signposted to advice agencies have fluctuated over the period. Loss of support services could lead to an increase in demand at Connections offices

3.5 Safer Communities data

Fig12. Crime and Anti Social Behaviour

	2012/13				2013/14				2014/15
	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1	Qtr2	Qtr3	Qtr4	Qtr1
Anti social behaviour incidents	1509	1631	1192	997	1285	1647	1021	1022	Not available yet
Crime incidents	2550	2596	2343	2044	2397	2806	2352	2239	Not available yet

Source: Torbay Council

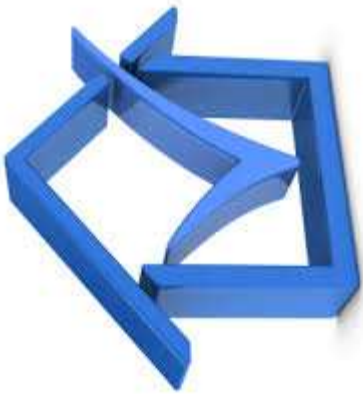
Figures have fluctuated over the period.

4. Conclusion

It is too early for impacts of the loss/reduction of services to show, particularly in quantitative data. There are gaps to be filled in quantitative data collected.

Qualitative data gained from agencies that referred people to the support service affected show impacts:

- Teams are spending more time doing work with clients that would previously have been carried out by support services
- Social care and mental health teams are receiving referrals and enquiries requiring support services, particularly from GPs, often with no suitable services to signpost people to
- Clients are often referred to social care domiciliary (non personal) care agencies to provide support previously provided by floating support
- Major impact of loss of link worker posts- expert knowledge, advice and accessibility.
- Less housing solutions are available- less supported accommodation or support to attain/maintain housing
- Concern about lack of services in the community to prevent people going into crisis and to alert services to safeguarding issues. Support services prevented safeguarding issues
- Other agencies are impacted by service loss/reduction, compounded by the fact they are also experiencing funding reductions and working on minimal resources



**My Home is
my Life**

2014-2018

Good quality housing underpins other life chances and wellbeing

Torbay's Housing
Partnership Strategy
Draft

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Priority Theme Deliverable Outcomes

Bridge the Gap Outcomes

- * Provide a mix of house types and tenures to match the local need.
- * Make best use of existing social housing stock and empty homes. Working with private landlords including private retirement schemes to make best use and build successful mixed communities
- * Improve the standard of new affordable housing to ensure homes cost less to heat, maintain and minimize the impact on the environment.
- * Improve standards in the Private Rented Sector to encourage choice in the market

Help when and where it's needed Outcomes

- * Closer working with partners and the voluntary sector – achieving, increased choice, self help and access to advice (especially financial) and early intervention across agencies and communities
- * Improve housing offer to meet a range of local needs and aspirations.
- * Local support for those most vulnerable (specifically to mitigate the impacts of Welfare reform)
- * Housing that is part of an integrated approach to health, social care and support keeping people healthy and independent as they age and making sure they have the best start in life.
- * Long term placements for adults and children into residential and nursing care are reduced. Ensure more people with learning disabilities and those with poor mental health are able to live independently and older people are enabled to remain independent in their own home

Healthy Home, Healthy You, Healthy Bay Outcomes

- * Good quality homes with high energy efficiency, safety, minimum standards and good Landlords
- * Improve and maintain independence and inclusion, effective support for disabled, older people and vulnerable groups.
- * Ensure housing is designed and maintained to minimise exposure to both indoor and outdoor pollutants, including damp, mould, combustion, CO, Particulates, noise, asbestos
- * Reduce injuries in home - especially falls in the elderly; and accidents among children
- * Design healthy homes to encourage physical activity e.g walk/cycle/play/garden etc. and access to healthy food and lifestyles.

My Home is my Life - TORBAY'S Housing Partnership Strategy

2014 – 2018

Foreword, Cllr Thomas and Housing Partnership

1- Introduction

This is Torbay Council's new Housing Strategy for 2014/15 to 2017/18. It has come at a time when the national economy has suffered a sustained period of uncertainty affecting housing supply and demand in many different ways for the past six years.

It is called "My Home is my Life" because good quality housing underpins other life chances and wellbeing. It is recognised as a key determinant of good health. It is not just about bricks and mortar, it is about the communities in which people live, their hopes for themselves and each other. Good housing influences life chances, education, work opportunities, good health and freedom from fear of crime.

The strategy addresses these challenges and takes new opportunities to set ambitious plans to recognise our local pressures, encourage community resilience, build as much housing that offers affordable choice, tackle homelessness through new housing options and strengthen our role in the private housing sector over the next three/ four years.

The return of the responsibility to improve the health and wellbeing of local people to local authorities has brought with it a renewed emphasis to tackle the 'causes of the causes' of poor health. Councils have an influence over the day-to-day conditions in which people live, so are well placed to make the most of a move away from the medical model of health based on clinical treatment to a social model based on health promotion, protection and prevention. There are key policy areas – the social determinants of health - where action is likely to be most effective in reducing health inequalities. Action on the supply, provision and maintenance of housing is one of these key areas.

It ranges from the “bricks and mortar” of the home itself, through to the condition of the interior of the property, services for those who are homeless and in priority need, through to regulating the social landlords and private landlords sectors to ensure that properties are appropriately managed and the tenants are not placed at any undue risk of harm. For some clients properties can be adapted to enable them to live independently in their own home for longer. Thermal insulation is also a key issue to enable people to be able to keep their homes warmer for longer and reduce their fuel poverty issues.

At the same time, a range of supporting/specialist housing and support related strategies have come to the end of their term and funding. Therefore, we have taken an innovative and forward thinking approach to developing this new Housing Strategy with our Partners. In this way we will make best use of existing and new housing, making sure people have homes for life when appropriate with access to the right type of housing, support and care at the right time. The Housing Strategy will contribute to the Health and Well being Strategy and Torbay and Southern Devon’s aims to reduce bed based care and promote independence and self management of conditions in the community with housing forming part of an integrated approach to health and social care.

We have not had a current Strategy for a couple of years and have therefore produced an Over-arching Strategy which identifies four key priority themes which contain, outcomes and action plans. The action plans will be reviewed on an annual basis, monitored by the Torbay Housing Partnership. The over-arching document is intended to show how the Council and partners will prioritise and tackle housing need, promote new housing options and improve housing conditions across all tenures encompassing housing topics that specifically cover:

- Living Environment
- The successful Housing market
- Right housing at the right time
- Specialist housing needs for those needing care and support (including Older People, as well as those with learning disabilities and other long term conditions)

Torbay Context/ Need

The development of the Housing Strategy 2014 – 2018 has been informed by a range of needs information, specific links can be found at Appendix 1. It is recognised that certain market assessment information has not been updated recently, however we do have a recent JSNA joint strategic Needs Assessment and a Market Position Statement <http://www.torbay.gov.uk/index/yourservices/adults/marketpositionstatement.htm> which have been adopted by Health and Well Being Board.

We recognise the need to update this MPS with current Children's and Housing position information and requirements. The knowledge of our partners is also a valuable source in informing activity that supports our communities and more vulnerable groups. It is important to ensure on – going dialogue with colleagues across the council partners and beyond.

The purpose of this strategy is to provide a framework for joint commissioning, and partnership working, achieving the Housing Priorities and outcomes, and contribute towards delivery of the council's Health and Well Being Strategy. The strategy will be informed by a range of commissioning strategies for vulnerable people including, learning disability, dementia and mental health, Children's Commissioning plan, Children and Young Peoples Plan, and Child Poverty strategy.

The importance of the housing market for Torbay's economic wellbeing means that this strategy will contribute to economic growth, recognise the need to tackle poverty. Children in poverty have lower standards of living that have an impact on their lives. Children in the poorest households are often living in a home in poor repair. Many of these are often damp, and children are at greater risk of long-term respiratory problems, such as asthma. Other health problems, such as diabetes and obesity, are more common among poor children. It will also promote decent standards, safe long term housing tenure and stability for those that need it most. We need to recognise that there will be a continued shortage of homes that are affordable for low – income families (particularly younger) households.

Our understanding of the current housing market is limited as the latest housing condition survey dates to 2011. The economic challenges facing Torbay are understood however the need to develop the housing market to stimulate and sustain economic growth has not previously been clearly articulated. There is a continued pressure on the ageing privately rented housing sector, with a distinct lack of investment in

providing good standard tenanted properties. This limits the quality of life and the opportunities for tenants in Torbay and increases the gap in inequalities.

The strategy reflects the council's role in discharging a range of statutory duties such as those relating to homelessness, private sector housing, responsibility for public health and social care and the safeguarding of vulnerable children and adults.

Housing by tenure

Source: *Torbay Private Sector House Condition Survey 2006/2008/2009/2011*

Tenure	Dwellings 2011	Percent 2011	Torbay 2009	Torbay 2008	Torbay 2006	EHCS 2008
Owner Occupied	44,870	70.1%	71.8%	71.8%	72.0%	68%
Privately rented	13,950	21.8%	19.6%	19.4%	19.7%	14%
Housing Association (RSL)	5,160	8.1%	8.6%	8.8%	8.3%	8%
Local Authority*	0	0.0%	0.0%	0.0%	0.0%	10%
Total	63,980	100%	100%	100%	100%	100%

Torbay Housing partnership input -

In Torbay? What does our Neighbourhood support/ activities look like that help local people, in particular the more vulnerable, to feel more involved and in control of their lives which in turn helps them to be healthier and more resilient to external pressures.

Action – this needs to be an agenda item to discuss at Partnership Forum, on presentation of draft priorities.LDs recommissioning of day opps may fit well here as well as different approach to residential rehab and need for shared accommodation?

Link to social isolation in older people

Access to timely financial advice

Resident led approach through community development and empowerment

Priority Themes

Theme

Bridge the Gap - Increase choice, quality and affordability - Private sector and Affordable housing

Good quality, decent homes provide an opportunity for stable family life. They underpin economic growth and help create thriving, sustainable communities. However, for some getting on to the housing ladder is very challenging. Demand outstrips supply, the availability of mortgage financing is limited and the quality of housing varies hugely across Torbay. For the young, the difficulties of 'staying local' can disrupt the traditional family networks upon which strong communities are based. For families, uncertainty over housing can undermine the contribution they make to our economy through work and active citizenship. For Torbay's increasing elderly population homes that meet their changing needs are growing.

With an ageing population in Torbay there is a clear direction of travel for people to remain in their own homes longer not only to improve their quality of life but also to reduce the pressure on the public purse. National policy changes are also reshaping the needs of our population. In order to meet the increased pressures placed on local authorities in the wake of welfare reforms there is a need for an innovative and flexible approach to the provision of temporary accommodation

The age and quality of the housing stock in Torbay means that it is poorly insulated and generally inefficient, leading to poor living conditions and an increase in fuel poverty. 71.4 % of the Private Rented Sector receives Housing Benefit. This adds pressure to statutory agencies and adds further pressure on the local housing market.

It will be an on – going challenge to manage expectations – we can't house everyone in affordable housing

Outcomes

1. Provide a mix of house types and tenures to match the local need.
2. Make best use of existing social housing stock and empty homes. Working with private landlords including private retirement schemes to make best use and build successful mixed communities
3. Improve the standard of new affordable housing to ensure homes cost less to heat, maintain and minimize the impact on the environment.
4. Improve standards in the Private Rented Sector to encourage choice in the market

Year	Number of Lettings per Annum Social Housing	Waiting List Figures	Number of New affordable Homes Delivered
2013/14	457	3195	195
2012/13	303	3066	35
2011/12	371	3425	35
2010/11	344	3966	127
2009/10	371	2482	117
2008/09	326	6493	119
2007/08	397	5221	149
2006/07	317	3995	144
2005/06	237	4611	135

Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risks/ Dependencies
1	Reassess overall delivery target and targets around mix of size, type and location based on thorough needs analysis	Design reporting and ongoing monitoring tool. Collate information from Commissioning unit	Housing Commissioner JS Exec Head Community Safety FH ,Partnership Commissioning Unit	April 2015	Information is key to setting housing delivery targets.
1	Ensure understanding of current and future housing needs is kept up to date and is fit for purpose	Analyse and provide data from Torbay's Housing Register to inform needs data including demand and availability of specialist accommodation and to ensure new housing meets the aspirations of home seekers. Review current housing market data. Review census data as it becomes available Explore opportunities for commissioning research, including joint commissioning with other LAs	Housing Commissioner JS Exec Head Community Safety FH ,Partnership Commissioning Unit		

<p>1,</p> <p>Prepare brief for delivery of new housing development at Hatchcombe.</p>	<p>Liaise and engage with SP and Care trust to establish specification</p>	<p>Housing and planning Manager LM</p>	<p>Ensure specification is future proofed and minimises any revenue contribution.</p>
<p>1</p> <p>Continue to maximise delivery through planning gain and S106 agreements.</p>	<p>Officer time – requires policy reviews</p>	<p>Housing and planning Manager LM</p>	<p>This delivery route is entirely dependent on market conditions – risk to delivery</p>
<p>1,3,</p> <p>Identify land owned by Torbay Council for the delivery of affordable housing.</p>	<p>Land review, requires Council approval</p>	<p>Housing and planning Manager LM</p>	<p>Conflict between delivering affordable housing and maximising the capital return for the Council.</p>
<p>2,4</p> <p>Look at ways in which Empty homes can be targeted for affordable housing.</p>	<p>Continue to work with Private Sector property owners to create bespoke solutions.</p>	<p>Exec Head Community Safety FH Housing and planning Manager LM</p>	<p>This work is often Labour intensive and can often be more expensive than traditional delivery routes, However there are additional benefits – Private Sector renewal. .</p>
<p>1,2,3,4</p> <p>Consider ways in which we can make better use of what we already have. Review allocation policy to increase priority of those downsizing</p>	<p>Consultation with wider Devon Las and DHC. Review annual lettings plan annually from Sept</p>	<p>Housing Commissioner JS</p>	<p>May end up with different arrangement than the rest of Devon.</p>
<p>3</p> <p>Continue to monitor the performance of the properties at</p>	<p>Plymouth University currently provide the data. Office required to</p>	<p>Housing and planning Manager LM</p>	<p>Resistance from developers and potentially RPs as the new specification will carry additional</p>

<p>Beechfield. Roll out most effective components on new housing developments to aid fuel poverty.</p>	<p>amend legal specification documents</p>	<p>costs.</p>
<p>1,3, Review and assess the merits of Council House Building programme</p>	<p>Significant inter departmental review including legal and finance</p>	<p>Housing and planning Manager LM</p>
<p>1,3, Ensure robust planning policy exists to drive and maximise new affordable housing and improve quality.</p>	<p>New affordable housing SPD. Include tapered approach which will generate an additional income stream to assist the delivery of affordable housing</p>	<p>Housing and planning Manager LM Resistance from developers.</p>
<p>Detailed housing needs and domestic market assessment including conditions, tenure, gaps, etc.</p>	<p>External body to be commissioned</p>	<p>Housing Commissioner JS Mar 2016</p>
<p>Develop innovative approaches to work with partners to reduce hazards in the privately rented sector.</p>	<p>Housing Standards Team</p>	<p>Executive Head Community Safety FH Ongoing</p>
<p>Explore alternative options to meet the</p>		<p>Housing Commissioner</p>

identified needs of the Bay e.g. equity release schemes, procuring different types of temporary accommodation, role of the community sector

Develop partnerships with the energy providers and other private sector organisations to reduce fuel poverty in Torbay

Executive Head
Community
Safety

Housing Partnership

Choice and affordability??
Housing Partnership contribution discussion
Enabling the development of high quality and sustainable affordable housing in places where people want to live responding to local need and supporting the economy. Enabling people to make informed choices about their housing circumstances and enabling them to meet their own housing

needs.
Improving the condition and usage of existing housing across all tenures taking into account social and environmental factors that impact on quality of life.

Theme

Help when and where it's needed – create a quality approach to housing advice that offers early intervention and prevention – to both clients and Landlords that deals with the problems before they become a crisis. Sub strategy, Homeless Prevention action plan, housing as part of an integrated health and social care system

The links between housing, health and wellbeing are well-documented. Local authorities working in partnership with health, community voluntary sector organisations and criminal justice agencies have a key role to play in making sure housing and the nature of the Local area maximise the health and wellbeing of more vulnerable people including, the elderly, people with learning disabilities and other health problems.

As a pioneer site for integrated care across Torbay and South Devon, creation of an Integrated Care Organisation will build on successful integration of health and social care services for older people at a local level. Housing will be fully integrated into a joined-up health and social care system with a single budget aimed at providing better care with the following priorities:

- Inequalities across children and young people's care will be reduced
- Mental health will be 'mainstreamed' as part of overall wellbeing and health
- Frail older people – structural pathway problems and patient experience improved
- Seven-day services equally available for all, through a 'broad front door'
- Community resilience and enhanced social fabric will form the basis for health and wellbeing

Prevention and early intervention sit at the centre of this approach alongside enabling people to remain independent for as long as possible in their own homes.

While spend on residential and nursing care is the largest area of spend in the adult social care budget demand for traditional accommodation based care is in decline. Fewer people are entering residential care and those who do so tend to enter at an older age and stay for a shorter period.

Torbay's market position statement sets out a vision for the health and social care residential market for adults based on reducing and avoiding reliance on bed based care through a more co-ordinated approach to accommodation based care by:

- Continued reduction in long term placements into residential care
- Focus on short term reablement, rehabilitation, recovery, respite and crisis
- Development of extra care housing
- Later admission to long term nursing care

Torbay and Southern Devon Learning Disability operational commissioning strategy (2014) contains local implementation plans for a wider learning disability health and care strategy spanning Torbay, Devon and Plymouth councils as well as North, East and West Devon and South Devon and Torbay Clinical Commissioning Groups (CCG). The strategy plans to develop:

- Extra care and sheltered housing models to provide independent accommodation and support for people with learning disabilities and opportunities for people to remain living with older carers with support needs.
- An accommodation and Flatmate service including, maintaining a vetted 'flatmate' list for people with a learning disability who need accommodation and those who would like to share.

The three Devon Local authorities and two CCGs have also produced a mental health strategy (2013-2016). 'A good home' is cited as one of the foundations of good mental health and wellbeing. A crisis house has been developed in Torbay to reduce and avoid hospital admissions and local implementation plans are in development with people who use services, their carers, community voluntary sector organisations and commissioners.

To make sure accommodation based services and pathways enables families, children and young people to have the best start in life a review of placements and services is underway

We will aim to target preventative measures more effectively, based on an evidenced housing offer and local need in order to reduce the pressure on statutory services.

The emerging integrated care organisations provides new opportunities to join up the operational activities across the care giving economy e.g. facilitating links with housing at discharge from hospital.

Fuel costs are rising faster than income rates, thereby increasing the pressure on individuals and families to meet their housing costs. This can in turn add demand pressures on statutory services e.g. the provision of temporary accommodation, the take up of cheap, low standard rented properties, etc.

Our ageing population and those with complex needs place demands on care organisations if they are unable to live independently in their own home. Mechanisms need to be implemented to increase residents' ability to either maintain their tenancy or own homes for longer.

Outcomes

5. Closer working with partners and the voluntary sector – achieving, increased choice, self help and access to advice (especially financial) and early intervention across agencies and communities
6. Improve housing offer to meet a range of local needs and aspirations.
7. Local support for those most vulnerable (specifically to mitigate the impacts of Welfare reform)
8. Housing that is part of an integrated approach to health, social care and support keeping people healthy and independent as they age and making sure they have the best start in life.
9. Long term placements for adults and children into residential and nursing care are reduced. Ensure more people with learning disabilities and those with poor mental health are able to live independently and older people are enabled to remain independent in their own home.

Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risk/ Dependencies
5, 6, 7, 8, 9	Completion of new Homeless strategy includes temporary accommodation commissioning plan.	Housing Options Service Manager and Partners	Exec Head Community Safety FH Housing Commissioner JS	April – June 2015	
5, 6, 7, 8, 9	Co production and partnership delivery of a new approach/model for Information and Advice. Includes development of Children's Community Hub	Information and advice Steering group, and Children Hub Steering group	Housing Commissioner JS and Partnership	April 2016	Delays from a co – production model, full engagement from key partners.
5, 6, 7, 8	Explore co location of Housing Options service at community access points/ hubs	Housing Options Team and partners	Exec Head Community Safety FH		
5, 6, 7, 8	Explore/ Develop service pathway for Non Statutory Single Homeless	Identify funding opps/ grants.	Exec Head Community Safety FH		
5, 6, 7, 8	Explore alternative options to meet the identified needs of the Bay e.g. equity release schemes,		Housing Commissioner JS		

<p>procuring different types of temporary accommodation, role of the community sector</p>	<p>Information and advice co production model and partners</p> <p>Housing Commissioner</p> <p>March 2016</p>
<p>5,6,7,8</p> <p>Work with partners to raise the profile of an individual's housing needs at key moments in the individual's life, and enable them to remain in their own homes for longer e.g. hospital discharge</p>	<p>Executive Head Community Safety</p>
<p>5,6,7,8,9</p> <p>Work with partners to develop means of supporting tenants to maintain their tenancies e.g. support with mental wellbeing, credit unions, etc.</p> <p>Work with housing associations and other housing providers to ensure that resources are prioritised to those most in need</p>	<p>Torbay Housing Partnership</p> <p>Exec Head Community Safety FH Housing Commissioner JS</p>
<p>8,9</p> <p>Development of extra care housing For older people and younger people</p>	

including those with learning disabilities, poor mental health and acquired brain injury

Flatmate scheme for people with LDs

6,9

Families young people and children placement and pathway review

Children's Commissioning and Sufficiency Plan

Housing Commissioner JS

Children's Services and Peninsula Framework

5,6,7,8,9

Theme

Healthy Home, Healthy You, Healthy Bay – improve Health through quality housing in communities people want to live.

There is a compelling need to identify sustainable channels in communities to build resilience and increase community cohesion. Whilst we have started to change the landscape in Torbay, much more needs to be done.

There are also a variety of hidden harms within our communities which have a direct and generational impact on individual families. For example, the impact of domestic abuse reaches out further than the criminal justice system and affects a family's entire life, including finance, health, wellbeing, education, etc. Providing a holistic service to survivors of domestic abuse will enable them to enjoy a healthier life, this includes the living in good standard, safe accommodation, across all housing sectors.

The integrated care organisation (ICO) provides new opportunities to join up the operational activities across the care giving economy e.g. facilitating links with housing at discharge from hospital.

In the future we need to ensure that equipment provision, Home Improvement Agency Service and Disabled Facilities grants are more joined up in their commissioning aspirations and future provision.

Housing is an important social determinant of health. The availability, quality and tenure of housing, along with more specific factors such as damp, inadequate heating, indoor pollutants and noise all have an impact on the health of its occupants. Overall the Building Research Establishment (BRE) has calculated that poor housing costs the NHS at least £600 million per year. A range of specific housing-related factors are known to adversely affect health:

- Agents that affect the quality of the indoor environment such as indoor pollutants (e.g. asbestos, carbon monoxide, incomplete combustion, radon, lead, moulds and volatile organic chemicals)
- Cold and damp, temperature or warmth, fuel poverty
- Housing design /type or layout (which in turn can affect accessibility and usability of housing), infestation, hazardous internal structures or fixtures
- Environmental factors including noise, external air pollution, services, drainage
- Factors that relate more to the broader social and behavioural environment such as: overcrowding, sleep deprivation, neighbourhood quality, infrastructure deprivation / inaccessibility (i.e. lack of availability and accessibility of health services, parks, stores selling healthy foods at affordable prices), neighbourhood safety, and social cohesion
- Factors that relate to the broader macro-policy environment such as housing allocation, lack of housing (homelessness, whether without a home or housed in temporary accommodation), housing tenure, (including ownership) housing investment, and urban planning.

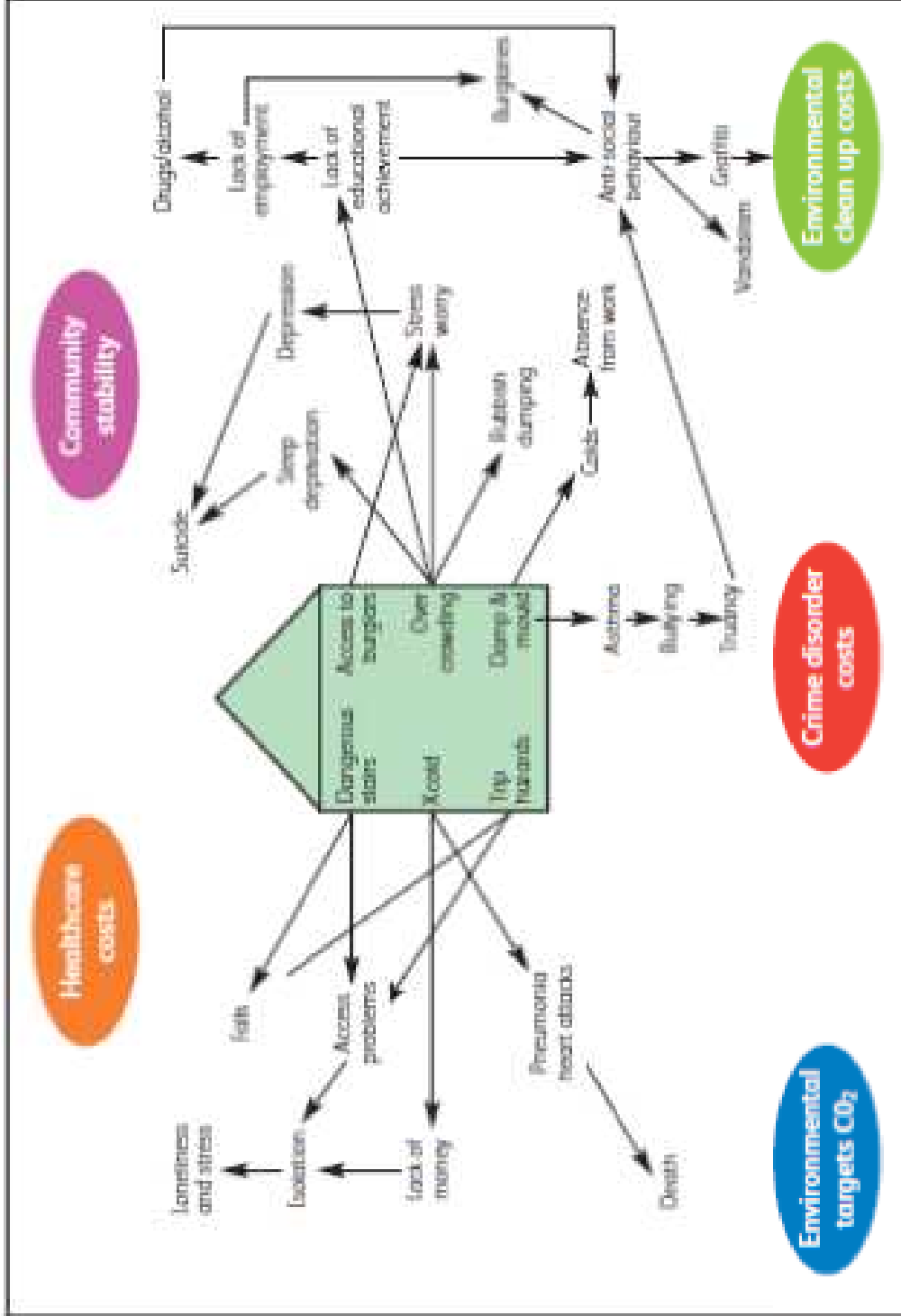
There are a range of health conditions arising from these factors, including cardiovascular disease, depression and anxiety; nausea and diarrhoea; infections; allergic symptoms; hypothermia. 45% of accidents occur in the home and accidents are in the top 10 causes of death for all ages.

Unintentional injuries in and around the home are a leading cause of preventable death for children under five years and are a major cause of ill health and serious disability. Analysis shows that each year in the UK approximately 60 children and young people died, 450,000 attended accident and emergency (A&E) and 40,000 were admitted to hospital as an emergency.

Cold homes are linked to increased risk of cardiovascular, respiratory and rheumatoid diseases, as well as hypothermia and poorer mental health. There were an estimated 36,450 excess winter deaths attributable to all causes in England and Wales in 2008/093.

Torbay has some specific housing factors that lead to poor health. Those without a home are expected to experience negative health outcomes. In Torbay the numbers accepted as being homeless and in priority need in Torbay is 1.2 per 1,000 households (2012/13).

The condition of Torbay's dwelling stock could be described as worse than the national average. Over half of the areas in Torbay are in the top 20% (quintile) of England value (2011).



most deprived for housing in poor conditions in England (2010). Torbay has a relatively low social housing stock. Figures for April 2011 suggest the social housing stock in Torbay to be 7.9%, compared to 18% nationally and 13.6% regionally. The percentage of households that experience fuel poverty based on the "Low income, high cost" methodology is 11.4%, significantly worse than the England value (2011).

The Joint Strategic Needs Assessment found that some groups of people are notably worse off in terms of health and care inequalities. We will contribute to tackling these disparities by developing a better understanding of our communities and ensuring that housing services, delivered through our partnerships with local communities and specialist agencies, promote and support inclusion and are accessible to an increasingly diverse population.

The local authority has a commitment to developing supported living and for many people with learning difficulties or poor mental health this means giving them greater choice and control over where they live. In addition, the growing number of older people will create increased demand for support to live independently at home and for extra care and sheltered housing. We will meet these needs by remodelling existing provision and encouraging the development of suitable affordable housing options.

Outcomes

10. Good quality homes with high energy efficiency, safety, minimum standards and good Landlords
11. Improve and maintain independence and inclusion, effective support for disabled, older people and vulnerable groups.
12. Ensure housing is designed and maintained to minimise exposure to both indoor and outdoor pollutants, including damp, mould, combustion, CO, Particulates, noise, asbestos
13. Reduce injuries in home - especially falls in the elderly; and accidents among children
14. Design healthy homes to encourage physical activity e.g. walk/ cycle/play/garden etc. and access to healthy food and lifestyles

Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risks/ Dependencies
13,	Reduce unintentional injuries in and around the home among children under five years to bring down the number of children admitted to hospital from injuries.	PHE report (2014) actions	Public Health Children's Lead and Early Years service Torbay Housing partnership		
10, 12	Consider use of external and housing renewal funding to make homes more energy efficient and tackle Fuel Poverty, and target to people and areas in greatest need	Partners	Exec Head Community Safety FH		
10, 12, 13	Use powers and strategic influence to reduce non Decent Homes to a minimum, prioritising the removal of category 1 health and safety hazards, exposure to pollutants, and tackling overcrowding.		Exec Head Community Safety		
10, 11, 12, 13, 14	Target assistance to low income and vulnerable households to reduce health and safety risks in their homes including excess winter deaths and falls.	Housing partners			
14	Design homes and residential areas to encourage physical activity and access to walking, cycling, play, open spaces, gardens	Housing partners, planners			
11,	Work with the Community Development		Housing and Adult		

Trust to reduce social isolation in Torbay	Commissioners
<p>11</p> <p>Work with partners to identify support mechanisms for victims of domestic abuse</p>	<p>Exec Head Community Safety FH</p>
<p>10,11,12,13,14</p> <p>Maximise the opportunities of joint commissioning arrangements to improve the wide determinants of health and reduce inequalities across commissioned and directly delivered services.</p>	<p>Joint Commissioning Group</p>
<p>11,13</p> <p>Work with partners to promote independent living especially within the more vulnerable communities e.g. time banking, disabled facilities adaptations</p>	<p>Housing Partners , Community Development Trust</p>
<p>11,13</p> <p>Reduce the number of preventable accidents in the home through targeted support e.g. handypersons scheme; child accident prevention</p>	<p>Housing Partners CCG</p>

4 Partnership Delivery

Re focus of Torbay Housing Partnership and membership

Action/ agree TOR

5 Resources

Including Community investment – is this now included in action plans??

Gaps

Risk assessment, EIA

Welfare reform/report findings

Appendix 1

Links to other Strategies/ docs

Action what other strategies/ plans/ policies exist in Torbay
(Insert link to economic strategy and CP recommendations, LDP)



2011 09 15 Torbay
Update.pdf

<http://www.torbay.gov.uk/index/yourservices/planning/strategicplanning/shmatorbayupdate.pdf>

<http://www.torbay.gov.uk/index/yourservices/planning/strategicplanning/hmamainreport.pdf>

<http://www.torbay.gov.uk/index/yourservices/planning/strategicplanning/hmaexecutivesummary.pdf>

<http://www.torbay.gov.uk/housingrequirementreport.pdf>

The Local Plan Topic Paper below summarises the evidence of need/demand for housing (including 2012 based (published May 2014) population projections)



24TorbayLocalPlan
nTechnicalPape...

Appendix 2

Key national policy changes since the last strategy

Localism Act 2011 - aims to decentralise power to the lowest practicable level whether that is the local authority, parish or neighbourhood.

National housing strategy: *Laying the Foundations: a housing strategy for England* was published in November 2011. It sets out a series of changes to the housing system, some of which were already underway when the strategy was published. The strategy aims to increase housing supply (including bringing empty homes back into use), get the housing market moving and boost the economy. It supports choice and quality for tenants, provides support for vulnerable people, and improved environmental standards and design quality.

Funding of new affordable housing - grant available for affordable housing development has been halved in comparison with what was available prior to 2011 and a new revenue-based funding model introduced. Funding is now generally only available for housing that will be let at an Affordable Rent for which social housing providers are able to charge rents of up to 80% of the market rent compared to a more typical 50-60 per cent under the old funding regime. The additional income generated must be used to deliver new affordable homes **Action section .Needs updating**

National Planning Policy Framework (NPPF) - was published in spring 2012 and sets out a presumption in favour of sustainable development. Neighbourhood Development Plans and Community Right to Build enable local people to have more involvement and control over development in their area. Changes to the planning obligations system (section 106 agreements) mean that strategic infrastructure is now funded by a Community Infrastructure Levy (CIL) on developers. At present, affordable housing continues to be developed through section 106 planning agreements. Planning Policy for Travelers Sites came into force at the same time as the NPPF and requires the council to set pitch targets for Gypsies and Travelers and plot targets for travelling Show people.

Welfare Reform – the Welfare Reform Act (2012) aims to make work pay. It introduces Universal Credit, a single benefit for people of working age which replaced existing benefits such as Income Support from October 2013. In September 2013 all welfare benefits were capped at the average household earned income. The cap will not reflect variations in income and rental costs across the country. Any money over and above the cap will be reduced from the housing costs element therefore some households may be at risk of falling into arrears because their housing award is insufficient to meet their rent. There have also been significant changes to housing benefit aimed at

reducing the housing benefit budget.

Regulation of social housing – a new Regulatory Framework was introduced in April 2012 which sets out standards that housing providers must meet with intervention only taking place in cases of ‘serious detriment’ to tenants such as health and safety; loss of home, unlawful discrimination, loss of legal rights.

Health and social care reforms – the Health & Social Care Act abolishes Primary Care Trusts (PCTs) and transfers their commissioning responsibilities to Clinical Commissioning Groups (CCGs). The South Devon and Torbay CCG is made up of? GP practices. Local authorities (top tier) were required to establish Health & Wellbeing Boards to promote more joined-up commissioning of health and social care and public health services

Care bill care funding reform- Dilnot, personal health and care budgets

Making every contact count published by the government in August 2012. It sets out the government’s commitment to ensuring that early intervention ensures that people are helped to either remain in their home or find somewhere else to live.

Poor quality housing

The quality of housing has a significant impact on health and wellbeing together with the quality of the physical environment and neighbourhoods. The Building Research Establishment (BRE) has calculated that the effects of poor housing costs the NHS at least £600m per year³⁵. For example, poor quality housing is associated with an increased risk of cardiovascular diseases, respiratory diseases and depression and anxiety. In addition to the physical ill-health effects of fuel poverty, a study showed that people in fuel poverty were more than four times more likely to suffer anxiety or depression than people who could pay their fuel bills easily.³⁶

Environment and neighbourhoods

Neighbourhoods and the wider physical environment are just as important to an individual’s health and wellbeing as the bricks and mortar. There is wide body of evidence that demonstrates living close to areas of green space can improve both physical and mental health. Opportunities for social contact, development of social networks and participation in the local community are also associated with positive health outcomes such as a reduced risk of depression and reduced morbidity and mortality.

REPORT to Overview and Scrutiny Committee October 22, 2014-10-03

Affecting all the wards of Torbay

SECURING THE FUTURE OF THE LEONARD STOCKS CENTRE And other services

HISTORY OF PROJECT

In the 1980s there was a visible homeless crisis on the streets of Torquay with numerous rough sleepers and related deaths. The hostel in Factory Row first opened in 1991 when local churches came together to convert a former warehouse into a living space. It provided a very basic shelter, a single dormitory with 12 beds. Women could not be accommodated. Generous giving allowed the Torbay Churches Homeless Trust to purchase additional property in Factory Row to provide move-on accommodation and this created the opportunity for a total rebuild of Factory Row to create the flagship hostel we see today. It is purpose-built and cost just short of £3million, which was largely funded through the Homes and Communities Agency and their approved development programme. Since 2008, three Christian charities have run the renamed Leonard Stocks Centre – the Langley House Trust, Chapter 1 and Shekinah.

WHAT THE HOSTEL PROVIDES:

- 24 beds for men and women with local connections in single rooms. It has 99 per cent occupancy and aims at a rapid throughput, in 2013 accommodating 140 people.
- Crisis accommodation during severe weather (during the winter of 2013 up to nine people were sleeping in the lounges and corridors a night)
- A medical room staffed by GPs who provide regular clinics
- Outreach services to those living on the streets who cannot use the hostel for various reasons.
- Working with other homeless services such as ROSW and JATIS in a collaborative partnership to find specific support for mental health and addiction conditions and for move-on accommodation.
- These partner services are key in providing the flow through for Leonard Stocks which would quickly become blocked. These services are also due to lose their funding from April 2015, removing a further 95 bedspaces from the community. In the last 12 months these services have supported around 200 people.
- A continuing focus for local giving and volunteering (Christmas and Harvest Festival are especially busy)

CURRENT SITUATION

For years the hostel's primary funding has come through Torbay Council's Supporting People. Although this has been steadily reduced the current funding is £289,750 – just enough to keep the hostel safely staffed.

This ends in April and there is no identified alternative funding. Redundancy notices will have to be issued to staff in December and the hostel will close within weeks.

IMPACT OF CLOSURE (detailed in Appendix 1)

- Immediately 24 people will either have to be accommodated in council funded B&Bs or return to rough sleeping
- Highly vulnerable men and women will fall prey to violence, exploitation and be at greater risk of being drawn back into drug and alcohol abuse.
- Those with mental health problems will be at greater risk of self-harm and chaotic deterioration, unmedicated and “off the radar”
- Increase in anti-social behaviour, such as begging. There will be a visible increase in rough sleeping in public places creating conflict and distress.
- Unregulated night shelters and soup kitchens may pop up attracting rough sleepers from other areas.
- People may die on the streets. This happened in the 1980s in Torbay before the hostel opened and happened in Totnes in 2012.
- All of this need will have to be met by other services such as police custody, A&E. doctors' surgeries and adult social services all of which cost a lot more than staffing the hostel (at £14.58 /hour of support provided) as well as the additional income the providers bring into the services through educational, training and support into work provision which enables people to become contributors to their communities.
- If the hostel closes, 25 years of expertise and goodwill will be lost together with community giving and volunteering (the Friends of Factory Row raise thousands of pounds a year for the Leonard Stocks Centre).

PLAN B

THE charities involved in running the hostel and partner services understand that in the face of severe central Government-imposed cuts a different way of funding the hostel needs to be found. For the last 4 months Shekinah, Chapter 1 and Langley House Trust having been working together to try and save the hostel and partner services from closure by creating a new model.

The design of the building allows us to divide the hostel in two. We hope to continue to provide 12 beds for rough sleepers (men and women) with complex needs in one half, reducing staffing to 3 staff during the day and maybe just 1 at night. The annual

cost of this provision is estimated at £190,000. This part of the hostel would be able provide Severe Weather Emergency accommodation.

Funded by:

A charity appeal by the Friends of Factory Row: target £95,000

Matched support from Torbay Council: £95,000

THE other half of the hostel would provide a further 12 beds. There are a number of options for this space which are currently being explored. One proposal is that trained volunteers could support a core staff team of housing officers.

Funded by:

Intensive housing management (100% of this can be claimed back by Housing Benefit from Central Government for vulnerable client groups who are accommodated with a Registered Provider).

On-going charitable giving through the Friends of Factory Row and other sources

We are also exploring ways of keeping our partner services going as part of our (Plan B) strategy including grant applications as they are key to ensuring the hostel works effectively and maintains its excellent record of keeping people off the streets of Torbay.

CONCLUSION

The Leonard Stocks Centre is a flagship hostel, a centre of expertise, which saves lives and prevents wide-scale homelessness and anti-social behaviour on the streets of Torbay. It is a “cheap” option compared to the fall-out on other public services should the hostel close.

It is “home-grown”, the culmination of 25 years of giving and support by the people of Torbay, a project which the community has taken to its heart. It benefits from donations and volunteer input.

It is unlikely the hostel can continue without funding from Torbay Council.

RECOMMENDATION:

We ask the Overview and Scrutiny Committee to propose match funding for the Friends of Factory Row appeal.

NP 07.10.14

Agenda Item 6

Appendix 5

APPENDIX A For Overview and Scrutiny Committee 22.10.14

Impact of cuts measurement August 2014

The Leonard Stocks Centre is part of the budget cut proposals for 2015-16, this document outlines the relationships between the services provided and some of the potential consequences of cutting those services. This document is intended to clarify the impact of the cuts and identify some of the potential indicators of impact.

LSC fulfils a broad range of requirements in Torbay, these were roughly categorised as:

Facilities / Structure:

- safe building
- 24 beds (include 3 rooms equipped for those with disabilities)
- Room to accommodate people under the Severe Weather Emergency P?

Services:

- Needs assessment
- Ongoing support
- Health surgeries
- Ancillary activities inc. Employability
- Rough sleeper count
- Informal accommodation

Link:

- Neutral place to meet clients
- Stability
- Flexibility
- Intelligence for partner agencies
- Structure for clients

The consequences of removing any of the above assets are varied: from a loss of effectiveness in interventions to avoidable death.

Table 1: consequences of cuts

Asset	Consequence	Comments	Measure
Facilities	Increase in anti-social behaviour at low and high level	If people have nowhere to go, the amount of rough sleeping is likely to increase, this will come with associated behaviours such as urinating in doorways, begging, etc.	ASB in Torquay town centre
	Increase in stray dog costs	It is difficult to place people with dogs, it is likely that dogs will go stray more often, without the funds to pay for them	Cost of kennelling
	Increased referrals to adult safeguarding board	If a homeless person has no place to stay, they are more likely to be referred to the Adult SB	No. of referrals to Adult SB
	Increased demand on HMO accommodation	The supply of privately rented accommodation in Torbay will not match the demand, it is likely that	Benefits entitlement

Asset	Consequence	Comments	Measure
		there will be a greater demand for cheap rented accommodation	
	Increased no. of rough sleepers on the streets of Torbay	24 beds can currently be allocated to rough sleepers	No. rough sleepers
	Increased pressure on spot purchase of B&B	24 people will not be able to stay at LSC, when contracted accommodation is full there will be extra pressure on spot purchases	B&B budgets
	Increased pressure on temporary accommodation	24 people will not be able to stay at LSC, therefore they may place more pressure on the temporary accommodation budgets	TA budgets
	Increased pressure on alternative accommodation	There are limited places available for people with disabilities, therefore spot purchase of alternative accommodation may increase Under SWEP duty, there will be an increase in costs to house those during sever weather	B&B budgets
	Increased risk to the community and clients	The ability to house clients with high risk will be reduced, resulting potential assaults or self harm incidents in the community	No. clients presenting who cannot be found suitable accommodation
	Failure to house people during periods of severe weather	This is something required by law – LSC provides the flexibility to house people in such situations	No. nights provided under SWEP
	Severe Weather Emergency Protocol service is fully run by LSC as part of the services they provide	In 2013-14 90 people were given accommodation during severe weather – requiring a level of administration. This will need to be picked up by another party, at a cost	Cost of administering statutory function
	It is currently possible to reclaim housing benefit for people who are given shelter during a SWEP period	Loss of income	Housing benefit income
	Impact on the quality of life of residents and tourism	An increase in rough sleepers and associated behaviours will negatively impact the quality of life of residents and visitors to the Bay	
	Avoidable death of a member of the public / client	Clients with high / complex needs may spend one too many nights on the streets, leading to death	Serious Case Review (cost of £20-25k)
	Staff morale will be affected	Staff are passionate about doing their jobs well and helping people; their empowerment to help others will be affected	
	Client engagement with services	As part of staying at LSC clients are required to fulfil specific conditions,	

Asset	Consequence	Comments	Measure
		including engagement with services	
	There will be nowhere for health checks to take place	LSC provides a facility for health checks to take place (see services)	
	There will be nowhere for clients to look after their basic needs for cleanliness, toilets, etc.	LSC provides shower facilities for people on the street	
	24 people with potential priority needs will not be housed	There is a statutory duty to house people with statutory needs, leading to a failure	
	The building will be empty	Large asset in Torquay town not utilised	
Services	Avoidable death of a member of the public / client	Clients with high / complex needs may spend one too many nights on the streets, leading to death	Serious Case Review (cost of £20-25k)
	Inability to deliver positive intervention in line with requirements of ASB legislation	LSC provides a focal point for positive interventions e.g. employability, therefore applications for ASB orders are likely to be turned down if we are unable to evidence such interventions	Cases where positive interventions cannot be implemented
	Increase in neglect / substance misuse	As clients' needs go without being assessed, interventions to support them out of self-neglect / substance misuse will not be in place	No. cases with complex needs coming through
	Increase in "revolving door"	As clients' needs go unidentified their ability to maintain tenancies is likely to be affected, meaning that they are more likely to come through time and time again	No. repeat cases
	It is currently possible to reclaim housing benefit for people who are housed by LSC	Loss of income	Housing benefit income
	Increased re-offending, recall to prison and pressure on criminal justice system	As clients' needs are unidentified and unsupported their offending is likely to increase, particularly if they have come to Torbay from prison	No. recalls to prison for cohort
	Increase reliance on out of hours service for health	The health surgery held at the LSC diverts clients away from the traditional NHS services	Increase reliance on OOH services
	Increased pressure on A&E services	The health surgery held at the LSC diverts clients away from the traditional NHS services	Increased admissions to A&E
	Increased cost of carrying out the rough sleeper count	The count takes place weekly, this is done by LSC directly	6 hours per week to carry out the count
	The count is a	Not carrying out the count will result	Statutory service

Asset	Consequence	Comments	Measure
	statutory duty	in a statutory failure	provided
	Increase in anti-social behaviour at low and high level	If people have nowhere to go, the amount of rough sleeping is likely to increase, this will come with associated behaviours such as urinating in doorways, begging, etc.	ASB in Torquay town centre
	Access to services out of hours will be reduced	Voluntary sector rely on LSC to assist clients out of hours, this is likely to stop	No. people who cannot be helped out of hours
	Increased no. vulnerable people during the night time economy – e.g. harbour	As the centre is closed, there is nowhere for vulnerable people to go to at night	No. people who cannot be helped out of hours
	Increased pressure on housing options service	As more people need accommodation, the workload of the team will increase	No. cases presenting
	Increased in the use of custody	As clients seek a place to stay, it is likely that they will offend in order to be arrested for the night	
	Increase in the use of Mental Health Act powers	It is possible that the police will use their powers under the act to deal with issues arising	
	Reduced ability to be proactive	The LSC provides a central point of information for all agencies, enabling services to be proactive in how they manage cases	
	Reduced prevention of communicable diseases	The health checks provide identification of and measures to prevent the spread of communicable diseases	
	Increased demand on partner agencies	The ripple effects of not having appropriate housing and support will be felt by partners e.g. police, health service, criminal justice, etc.	
	Reduction in the effectiveness of interventions	As clients' needs are unidentified, the effectiveness of interventions will be reduced	
	ASB interventions will take longer to be resolved	As positive interventions and needs assessment are not in place, cases of ASB will not be managed as effectively and the community will suffer longer	No. cases which can no longer be effectively managed
	Compromised court order processes	As interventions cannot be put in place to support offenders, court processes may be affected, leading to greater costs	
	Increase in the "kill with Kindness" syndrome	As services are no longer provided formally, alternative services may be appearing without professional expertise	
Links	Increase in the reactive work	As clients go through the cycle, the housing options team will need to	No. of homeless applications

Asset	Consequence	Comments	Measure
	required	respond more frequently to homelessness applications	
	Increased demand on partner agencies	The ripple effects of not having appropriate housing and support will be felt by partners e.g. police, health service, criminal justice, etc.	
	Increase in safeguarding issues	As clients' needs are unidentified, issues may escalate to a safeguarding level without services being able to intervene early	
	Compromised access to information re. Missing persons / crime investigations	LSC currently assist the police in certain investigations	
	Reduced engagement of client with services	LSC require clients to fulfil certain requirements as part of the provision of accommodation, incentivising engagement	
	Greater distrust between clients and agencies	The LSC can act as a guarantor for agencies, resulting in better engagement	