



NOTICE OF MEETING

**Adult Social Care and Housing Overview & Scrutiny Panel
Wednesday 19 October 2016, 7.30 pm
Council Chamber, Fourth Floor, Easthampstead House, Bracknell**

**To: ADULT SOCIAL CARE AND HOUSING OVERVIEW & SCRUTINY
PANEL**

Councillor Harrison (Chairman), Councillor Allen (Vice-Chairman), Councillors Mrs Angell, Finch, Finnie, Mrs McKenzie, Ms Merry, Peacey and Mrs Temperton

cc: Substitute Members of the Panel

Councillors Brossard, Ms Hayes, Mrs Mattick, Thompson and One Vacancy

ALISON SANDERS
Director of Corporate Services

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Wednesday 19 October 2016, 7.30 pm
Council Chamber, Fourth Floor, Easthampstead House,
Bracknell

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AGENDA

Page No

1. **APOLOGIES FOR ABSENCE/SUBSTITUTE MEMBERS**

To receive apologies for absence and to note the attendance of any substitute Members.

2. **MINUTES AND MATTERS ARISING**

To approve as a correct record the minutes of the meeting of the Adult Social Care and Housing Overview and Scrutiny Panel meeting held on 25 May 2016.

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3. **DECLARATIONS OF INTEREST AND PARTY WHIP**

Members are requested to declare any disclosable pecuniary or affected interest, including the existence and nature of the Party Whip, in respect of any matter to be considered at this meeting.

Any Member with a Disclosable Pecuniary Interest or an Affected Interest in a matter should withdraw from the meeting when the matter is under consideration and should notify the Democratic Services Officer in attendance that they are withdrawing as they have such an interest. If the Interest is not entered on the register of Members interests the Monitoring Officer must be notified of the interest within 28 days.

4. **URGENT ITEMS OF BUSINESS**

Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.

5. **PUBLIC PARTICIPATION**

To receive submissions from members of the public which have been submitted in advance in accordance with the Council's Public Participation Scheme for Overview and Scrutiny.

PERFORMANCE MONITORING

6. QUARTERLY SERVICE REPORT (QSR)

To consider the latest trends, priorities and pressures in terms of departmental performance as reported in the QSR for the first quarter of 2016/17 (April to June 2016) relating to Adult Social Care and Housing. An overview of the second quarter of 2016/17 will also be provided.

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Panel members are asked to give advance notice to the Overview and Scrutiny Team of any questions relating to the QSR where possible.

OVERVIEW AND POLICY DEVELOPMENT

7. DRAFT HOUSING STRATEGY 2016-21

The draft Housing Strategy 2016-21 is attached for consideration prior to its approval by the Executive.

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8. CHANGES TO THE LOCAL COUNCIL TAX DISCOUNT SCHEME

To consider a proposal to revise the local Council Tax Discount Scheme.

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9. DOMICILIARY SUPPORT OPTIONS

To receive a briefing in respect of the Procurement Plan for the Domiciliary Support Service.

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10. UPDATE ON CARE HOMES

To receive an oral update in respect of care home capacity and quality in the Borough.

11. VISION FOR THE FUTURE OF HEALTH AND ADULT SOCIAL CARE

To receive a presentation in respect of a vision for the future of health and adult social care.

HOLDING THE EXECUTIVE TO ACCOUNT

12. EXECUTIVE KEY AND NON-KEY DECISIONS

To consider scheduled Executive Key and Non-Key Decisions relating to Adult Social Care and Housing.

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DATE OF NEXT MEETING

The next meeting of the Adult Social Care and Housing Overview and Scrutiny Panel has been scheduled for Tuesday 17 January 2017.

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**ADULT SOCIAL CARE AND HOUSING
OVERVIEW & SCRUTINY PANEL
25 MAY 2016
7.30 - 8.55 PM**



Present:

Councillors Harrison (Chairman), Allen (Vice-Chairman), Mrs Angell, Finch, Mrs McKenzie, Ms Merry, Peacey and Mrs Temperton

Executive Members:

Councillor D Birch

Apologies for absence were received from:

Councillor Finnie

1. Election of Chairman

RESOLVED that Councillor Harrison be elected Chairman of the Adult Social Care and Housing Overview and Scrutiny Panel for the municipal year 2016/17.

2. Appointment of Vice-Chairman

RESOLVED that Councillor Allen be elected Vice-Chairman of the Adult Social Care and Housing Overview and Scrutiny Panel for the municipal year 2016/17.

3. Minutes and Matters Arising

The minutes of the 19 January 2016 Panel meeting were approved as a correct record, and signed by the Chairman.

4. Declarations of Interest and Party Whip

There were no declarations of interest relating to any items on the agenda, nor any indication that Members would be participating whilst under the party whip.

5. Urgent Items of Business

There were no urgent items of business.

6. Public Participation

There were no submissions from members of the public in accordance with the Council's Public Participation Scheme for Overview and Scrutiny.

7. Quarterly Service Report (QSR)

The Panel received the Adult Social Care, Health and Housing Quarterly Service Report (QSR) for the Quarter 4 of the year 2015-16, relating to the period 1 January to 31 March 2016. Officers also gave a presentation on progress since the publication of the QSR.

The Chief Officer: Older People and Long Term Conditions reported that:

- A tender had been awarded to The Ark for provision of service for unpaid carers. This new service was to be called Signal 4 Bracknell Forest, and would work to raise the profile of unpaid carers, and identify hidden carers.
- The Emergency Duty Service had developed a new service model which had gone out to consultation with the other Berkshire Local Authorities.
- Work with the Clinical Commissioning Group and Local Trust was ongoing to develop preventative and self-care methods.

The Chief Officer: Commissioning and Resources on behalf of Chief Officer: Adults and Joint Commissioning reported that:

- The Helping You Stay Independent guide had been published and was being distributed through social workers, libraries and public meetings.
- It was also reported that the current Mental Health provider had not been delivering as hoped, and that a re-procurement process would be beneficial. It was hoped that the Recovery College model could be followed, which aided recovery of those with mental health needs by focussing on their strengths and promoting achievable recovery goals.
- It had been decided that the Safeguarding Adult Partnership Board needed an Independent Chair, and there was now a Chair in post.
- 7 people with Learning Disabilities were living in the Santa Catalina flats following their development. It was hoped that as the new residents settled in, their needs and associated service costs would become apparent.

For Commissioning and Resources, it was reported that:

- A replacement for the Resource Allocation System was being investigated, as the system had been developed 8 years ago and other more robust, national models were available.
- The LAS Citizen Portal was in development, and it was hoped that the portal would go live in October.

The Chief Officer: Housing, informed the Panel that:

- Four properties had been bought and let out by Downshire Homes. Fifteen further properties were in the process of being bought.
- The draft Housing Strategy was due to be presented to the Executive in July before going out to consultation. The allocation policy changes were also due to go to the Executive.
- A new Council Tax reduction scheme based on income bands was in development, and it was hoped that the new scheme would be simpler.
- Forest Care had applied to the Care Quality Commissioner for registration of care provision.
- Amber House was in the process of being purchased, which would provide 200 units of affordable housing.

In response to Members' questions, the following points were raised:

- There had been complications with ensuring compliance with the Information Governance Statement of Compliance (IGSOC) regarding the transfer of information, and how NHS data was received onto Bracknell Forest Council networks.
- Concerns were raised around performance against indicator OF2c.2 relating to Delayed Transfers of Care. Members reported concern from GPs regarding early discharge from hospitals putting an increased pressure on community services, as patient information from the hospitals was not forthcoming. Officers responded to comment that if the community team did not believe a

discharged patient was physically fit, their discharge could be challenged with the hospital. The issue was reported to be regularly raised at Community Resilience groups.

- There were 9 households in Bed and Breakfast accommodation at the time of the meeting, and this was the lowest number since 2013. Officers reported that families facing homelessness could be assisted financially and with finding a suitable property, but that the Council could not assist in finding a suitable guarantor.
- Increasing focus on prevention and self-care was hoped to slow the pressures of an increasing population in the borough. It was commented that the Local Plan had not taken these community pressures into account in the past, and that talks with developers regarding community provision for the frail and elderly would need to start early.
- There was no underlying problem to result in 6 performance measures out of 22 appearing as Red, and as an example it was noted that for Of1E Adults with Learning Disabilities in Paid Employment, 17.1% was a good outcome compared with national statistics despite being marked as Red in the report.
- Bracknell Forest along with Surrey and Hampshire County Councils had been working with Frimley Park Hospital to agree a hospital discharge pathway, and a record was kept of known Bracknell Forest residents in hospital. It was noted that the location of the hospital was irrelevant to the nature and quality of care residents received on return to the borough.
- It was queried whether the Recovery College was modelled on SLAM (South London and Maudsley)'s example, and officers offered to find out.

8. **Annual Complaints Reports 2015/16 for Adult Social Care and for Housing**

The Panel considered the Annual Complaints report 2015-16 for Adult Social Care and for Housing.

There had been more compliments than complaints received over the reporting period, although the number of both had declined. There had been no apparent reason for the decline, but it was noted that a decline in number of complaints meant that the service was missing opportunities to improve. There had been 19 complaints within the reporting period.

In response to Members' questions, the following points were noted:

- An inaccuracy was raised regarding the outcome of complaints and the different numbers of complaints upheld, partially upheld and not upheld in report sections entitled 'Executive Summary' and 'Outcomes from Complaints'.
- It was queried why the report stated that nineteen complaints had been received and the QSR for Quarter 4 stated eighteen complaints. Officers explained that an issue had been received in March, and this had become a complaint in April after the QSR had been published. Clarification would be provided in response to a further query regarding the number of upheld complaints.
- There was no reason given for the small increase in Autistic Spectrum Disorder (ASD) and Communications complaints.
- The issues behind complaints were often resolved as a result of learning from the complaint. As an example, it was reported that there had been problems regarding the complicated invoice received by people paying for care. Work had been done to simplify the invoice, but due to the complicated nature of the financial arrangements it was anticipated that complaints may still be received.

- A Member training session on the Council's provision for people with ASD over the age of 18 including provision of housing was requested.

9. **Housing Allocation Policy**

The Panel considered the proposed changes to the Council's Housing Allocation Policy which were currently subject to consultation.

There were four proposals to be considered, which were:

1. An increase from one to four years for the residency requirement for the housing register.
2. The ability to discharge the homes duty to the private rented sector, if a suitable property was refused by the household on the housing register.
3. The maintenance of a family's housing need if children were removed by social care from their families, as preparation for their return to the family home. This proposal followed advice from Chief Officer: Children's Social Care.
4. The implementation of Right to Move guidance from the Government which allowed customers to move areas for employment purposes. The guidance suggested that 1% of lettings should be put aside each year, amounting to 3 lettings for Right to Move customers per year.

In response to Members' questions, the following points were raised:

- The increase to four years for residency requirement was in line with a government suggestion that benefits be restricted to European Union workers living in the country over four years.
- It was reported that customers were tested on whether they had made themselves intentionally homeless. Although there was the risk of an increase in intentional homelessness when changes were made to residency requirements, intentional homelessness would not be rewarded.
- Statutory guidance on housing suitability did not take into account location of schools attended by the household, unless a child had imminent exams.
- The timings of proposed changes were subject to approval from the Executive.
- There was no housing provision for those who worked but did not live in the borough.
- Consultation would take place through the Council's Consultation portal, and the Consultation would be advertised on the frontpage of the BFC My Choice website for existing housing users. It was also reported that the housing providers in the borough would be contacted for their thoughts on the proposed changes. The consultation would be extended and would continue past the 6 June 2016.

10. **Heathlands Residential Home Update**

The Panel received an update on the Heathlands Residential Home closure.

There had been eleven residents of Heathlands Residential Home who had needed to move in February and March 2016. All residents had been notified of the closure and given choices for their relocation. Of the eleven residents, one had already planned to move to cater for their complex needs and had died shortly after the move, and one resident had died before the move took place. Both deaths had been expected and were not resultant of the moving process. The relocated residents would continue to be monitored over twelve months following the move.

There had been fifty-two staff at Heathlands at its closure, and all had taken up the offer of an interview to examine their skills audit. Most staff had either retired, changed career or transferred to private residential homes, but one had found work at Waymead, and two had gone to the Bridgewell Centre.

Building access and security of the Home was being monitored by Forest Care.

11. Next Review Topic / Working Group

The Panel discussed its next review topic with reference to the Overview and Scrutiny Work Programme 2016/17. Although Members had previously expressed an interest in reviewing local housing supply, this topic was no longer included in the Work Programme. Examining the provision of accommodation for older people in the Borough was also a topic of interest. As the Executive's approval was being sought to hold a consultation in respect of the draft Housing Strategy 2016-2021 in July, it was suggested that this be the first topic for a Working Group to review. As the Strategy covered all aspects of housing in the Borough, a Working Group could subsequently turn its attention to one of the strands flowing from it, such as accommodation for older people.

Members who volunteered for the next Working Group were Councillors Peacey, Finch, Mrs Angell, Mrs McKenzie and Mrs Temperton.

12. Executive Key and Non-Key Decisions

The Panel received and noted the scheduled Key and Non-Key Executive Decisions relating to Adult Social Care and Housing.

One of the scheduled decisions related to the Safeguarding Adults Partnership Board Annual Report which the Panel would consider at its next meeting. It was suggested that the Independent Chair of the Partnership Board be invited to attend on that occasion to present the report.

CHAIRMAN

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QUARTERLY SERVICE REPORT

ADULT SOCIAL CARE, HEALTH & HOUSING

Q1 2016 - 17
April - June 2016

Executive Member:
Councillor Dale Birch

Director:
Gill Vickers






Date completed:

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Key

Actions

	Action is on schedule		Action has been completed
	Action may fall behind schedule		Action is no longer applicable
	Action is behind schedule	-	Not yet updated

Performance indicators

	On, above or within 5% of target
	Between 5% and 10% of target
	More than 10% from target

Section 1: Where we are now

Director's overview

There was significant activity within the Department in quarter 1 with both ongoing projects and decisions being made both by the Executive and by the Director.

In April, a decision was made to award the contract for the Falls Prevention Advisory Service, commencing in July 2016. This will ensure that Bracknell Forest residents aged 65 and over can access an upstream, preventative falls service that can be individually tailored to the needs of the person in order to achieve reduced future risk of harm, reduced future risk of hospital admission, and reduced future need for specialist support.

In May, Adult Social Care and Housing Overview & Scrutiny Panel considered the Annual Complaints report 2015-16 for Adult Social Care and for Housing. There were more compliments than complaints received over the reporting period, although the number of both had declined. The issues behind complaints were often resolved as a result of learning from the complaint although the fall in complaints may lessen the Departments opportunities to learn in this way.

In June, a decision was made by the Executive to award the contract for the Support with Confidence Service commencing in October. This will ensure that a choice of support arrangements is available to individuals purchasing their own care through individual budgets, direct payments or through their own funds. Personalised assessment and support and direct payments will be the key focus for the department and the market and community assets will need to be developed to provide much wider choice.

The Department will be taking a paper to the Executive in July seeking endorsement of its plan to re-commission the Drugs Alcohol Action team services, in order for a new contract to be in place from the beginning of the next financial year.

The final assurance rating for the Bracknell Forest 2016 Better Care Fund (BCF) submission is expected shortly from NHS England. The provisional rating provided in April 2016 was "Assured", which was the highest rating from a possible range of "Assured; Assured with Support or Not Assured". Nationally there has been a delay in NHS England completing the verification process for submissions.

The BCF schemes continue to be closely monitored each month through the Better Care Fund Steering Group, with further scrutiny provided through the Programme Board. There will also be a review of the BCF schemes to ensure they are delivering our key strategic objectives and to identify any opportunities to join our initiatives with those of the other East Berkshire Authorities

Significant work has been undertaken to ensure safety and to improve Clinical Care at the Bracknell Urgent Care Centre. There is now a stable, multi skilled staff team in place and they have instilled a learning and development culture. Communications and governance have been improved and a new mechanism to report issues via the intranet sends alerts to managers to alert them of any significant issues at anytime. There has been large stakeholder engagement to enable these changes to take place.

In the first quarter, the Council purchased four properties for its temporary to permanent programme and 6 properties were purchased for Downshire Homes Ltd (DHL). Further purchases for DHL will take place early in quarter 2 and the Council will continue to investigate property acquisition, such as leasing, in order to increase the amount of accommodation available as temporary homes for homeless households.

Work for the Public Health team in quarter 1 has focused significantly on commissioning, including the completion of procurement processes for Health Visiting and mental health support for young people. The Health Visiting procurement will support a skill mix approach (as part of our workforce development planning) in order to help address the national and local recruitment issues. At the same time, the team have further extended the Back to Fitness Programme, which forms part of the Year of Self care. Back to Fitness is a community initiative that brings residents together to support each other in getting more active. As well as giving people new confidence in relation to physical activity, the project also aims to increase social contact and benefit participants' mental well-being.

Highlights and remedial action

Good performance

Delivery against the actions in the Service Plan is looking strong. Of the 45 actions, 8 have been completed either on schedule or ahead of schedule (Blue), 36 are on target (Green), and 1 may be delayed (Amber).

Of the 8 actions completed, 5 were completed ahead of schedule and 3 were completed according to schedule.

Waymead Short Term Care were recently awarded an overall good rating in a recent report by the Care Quality Commission inspectors.

Areas for improvement

Actions

Action 1.7.01 (Implement savings as identified for 2016-17) is currently amber. Savings of £1.3m are required from social care budgets. Work is ongoing to review care packages where it is identified that needs have changed or where there are new ways of providing support.

Indicators

Indicator L178 (The number of household nights in non self contained accommodation) is currently red. The higher level of household nights in non-self contained accommodation in first quarter is a consequence of delay in completion of Downshire Homes property purchase. It was hoped all purchases would be complete by end of June that has proved not to be the case.

Indicator L179 (The percentage of homeless or potentially homeless customers who the council helped to keep their home or find another one) is currently red. There has been an increase in homeless presentations and the ability to prevent homelessness by helping customers find an alternative home in the private rented sector remains challenging.

Indicator L278 (The percentage of adult social care records in the Adult Social Care system that contain the person's NHS number is currently amber. The NHS Number batch file is ready for transfer. The outcome of first pass to review the success rate of matching is now awaited.

Audits and Risks

Every quarter the department reviews its risks in the light of events. In the last quarter two risks have increased. The first is the likelihood of a provider failing, or ceasing to trade, with concerns having been raised in respect of two care homes in the area, one of which has subsequently closed. The Council is actively working with those providers to gauge the likelihood of ceasing to trade, and putting in place contingency arrangements in the event that they do cease to trade. The second risk is in the Department's Resource Allocation System not being robust enough to enable the savings that are required to be made being made in a sustainable way. The Department will be exploring alternative models over the summer to address this.

Budget position*Revenue Budget*

The greatest challenge for the department is identifying savings from existing adult social care packages through a process of review and 'right-sizing'. This process is in progress but the target is £1.3 million and so will be a significant challenge. There is also a particular challenge in the Community Team for Mental Health: Older Adults, where the full year effect of rising residential and nursing placements is placing a significant pressure on the budget.

A further potential pressure in Adult Social Care is the requirement to move residents due to provider failure to meet the Care Quality Commission's requirements. The Council currently supports 20 residents where this is the case at an average weekly cost of £596. Given that new placements are usually in the region of £800, this could have an adverse impact of approximately £0.2 million.

Capital Budget

As at Month 2 we are reporting outturn to budget, except for the £0.4 million for Dennis Pilcher House which will no longer proceed so the budget will be returned to Corporate. As this scheme is no longer proceeding, this has also freed up the Community Capacity Capital Grant which had been earmarked for the scheme. A key task for the department is to explore how this grant can now be used for the Older People Accommodation Strategy, possibly to help ease market pressures on unit prices referred to above under the revenue budget.

Section 2: Strategic Themes













Value for money








Action	Due Date	Status	Comments
1.2 The cost, quality and delivery mechanism of all services will be reviewed by 2019			
1.2.03 Review the contract arrangements for Clement House support service	31/05/2016		Monthly monitoring and data collection continues which will feed into future options. The current provider has an extension of contract until September 2016 with a further 6 months if required.
1.2.04 Review and retender the housing related support contract for single homeless people	31/03/2017		A project Plan for the retendering of the housing related support contract for single homeless people is in place. A Procurement Plan will be in place with the required authorisations by 1 March 2017
1.3 We charge appropriately for services and seek opportunities to generate additional income			
1.3.02 Revise local council tax reduction scheme to be based on income bands	30/11/2016		Modelling options on income band scheme to take place on 28/07/16, with a view to report to September Executive
1.7 Spending is within budget			
1.7.01 Implement savings as identified for 2016-17	31/03/2017		Savings of £1.3m are required from social care budgets. Work is ongoing to review care packages where it is identified that needs have changed or where there are new ways of providing support.
1.7.06 Agree financial plans with the CCG to submit to the Department of Health in respect of the Better Care Fund	31/04/2016		The 2016/17 Better Care Fund Plan has been agreed with the CCG and submitted and accepted by the Department of Health.










People live active & healthy lifestyles

Action	Due Date	Status	Comments
4.3 Comprehensive Public Health programmes aimed at adults and young people, including smoking cessation, weight management and sexual health in place			
4.3.01 Enhance the emotional health and wellbeing of children and young people through the commissioning of online counselling, structured sessions in schools and interactive social media projects	31/03/2017		Contract for online counselling extended until Sept 2016 and procurement of new service from 1st October in process. Completed delivery of 22 anti-stigma sessions to 494 primary and secondary pupils (started in Q4). Social Media work: completion of anti-stigma guide for parents and animations of primary school stories.
4.3.02 Develop a web-based self-care guide for adults and older people focusing on smoking, Falls Prevention Programme, a Strength & Balance Programme and Befriending Services	31/03/2017		The action has been completed.
4.3.03 Improve health outcomes for children and young people through the commissioning of school nursing, health visiting and targeted programmes on health related behaviour	31/03/2017		The recommissioning of the health visiting service has commenced to ensure continuity of service from 1st January 2017 until 31 March 2018. This will align the health visiting contract with the school nursing contract, which will allow time for local discussions around future public health services for 0 - 19 years and opportunities for integration. Decommissioned Family Nurse Partnership (targeted) service due to lack of cost effectiveness.
4.4 Personal choices available to allow people to live at home are increased			
4.4.01 Review current provision and undertake tenders for the Advocacy service	31/10/2016		Interviews for the advocacy tender held, all tenders evaluated, a preferred supplier has been identified and the award of contract is going through the formal awards process.
4.4.02 Review current provision and undertake tenders for the Support with Confidence service	31/10/2016		The existing provider was awarded the contract and performance will be monitored on an ongoing basis.
4.4.03 Review current provision and undertake tenders for Intermediate Care Clinical service	31/12/2016		Strategic discussions are ongoing.
4.4.04 Review current provision and undertake tenders for the Local Healthwatch	31/04/2017		Current provision has been reviewed and a recommendation will be made to the executive member on future options.
4.4.05 Register Forestcare with the Care Quality Commission to provide emergency personal care	30/06/2016		Application has now gone off to CQC. We expect to hear back within 3 months.
4.4.06 Promote the use of mobile lifeline technology through Forestcare	31/03/2017		Forestcare have been to several shows/ talks this quarter. We have also distributed leaflets across the borough.
4.4.07 Work with partners to implement Carers Commissioning Strategy, in line with the requirements of the Care Act	31/03/2017		The Joint Commissioning Strategy for Carers has been completed and published. The Carers Issues Strategy Group will continue to work on the implementation of the action plan.



Action	Due Date	Status	Comments
4.4.08 Implement new ways of working that promote independence and wellbeing by transferring and integrating the short term and long term care teams to provide a co-ordinated response to individuals	31/03/2017		The Community Team for Older People and Long Term Conditions is now one integrated team.
4.4.12 Forestcare responder service to be extended to provide emergency personal care	30/06/2016		The service has submitted its registration paperwork to the Care Quality Commission. Once we are approved we will be in a position to extend the responder service.
4.5 Preventative activities such as falls prevention are increased			
4.5.01 Develop Falls Risk assessment service to be provided by Forestcare	31/07/2016		This development work is ongoing.
4.5.02 Develop a department wide approach to prevention including primary care engagement, reablement and intermediate care	30/06/2016		The Better Care Fund steering group financially supports and monitors initiatives aimed at prevention, including increased capacity within the Community intermediate Care Services which aims to promote independence and right size on-going packages of care. The group has GP and CCG engagement. Helping You Stay Independent Guide 2016/17 has been published.
4.6 Integration of council and health services care pathways for long term conditions is increased			
4.6.01 Review the model of providing DAAT services and implement any improvement identified	31/03/2017		Review has been completed and we will be going out to procure the new model of service delivery in August
4.6.02 Review the effectiveness of the Breaking Free online element of the DAAT service by monitoring the number of people accessing the service in this way and the outcomes achieved	31/03/2017		The number of people using Breaking Free online has increased. 17 people are currently registered on the system and 82% of them have completed extended brief intervention.
4.6.03 Deliver a self-care programme raising awareness of self-care and self-management of long-term conditions and managing the use of A&E services	31/03/2017		During the first quarter of 2016/17 the following campaigns and projects have been carried out on behalf of the Bracknell Forest Prevention and Self-Care Board: • Helping You Stay Independent Guide 2016/17 • Choose Better Campaign • Re:hydrate Campaign In May 2016, the National Self Care Forum chose Bracknell Forest as joint winners of the first National Self Care Week Award.
4.6.04 Develop and publish an Older People's Strategy	31/03/2017		The strategy is on target to be completed. The needs analysis is currently being undertaken.
4.6.05 Host a peer review of the operational effectiveness of the Health and Wellbeing Board	31/03/2019		Health and Wellbeing Peer Review Completed
4.6.06 Contribute to the development of the outcomes set by the three Urgent Care Boards and support the delivery of services which promote independence, reduce delayed transfers of care and develop	31/03/2017		Task groups have been created to deliver the priorities agreed at the three Urgent Care Boards now referred to as System Resilience Groups. BFC have representation on all groups to ensure a Bracknell focus on schemes and plans being delivered. Progress on the outcomes of each group will be reported in the next quarter.





Action	Due Date	Status	Comments
hospital avoidance schemes			
4.6.07 Work with the Acute Trust and review the out of hours intermediate care services so that delays for people in hospital awaiting social care are minimised	31/03/2017		Work is ongoing to minimise delays of people waiting in hospital who are ready to be discharged.
4.6.08 Further develop the integrated care teams with the Clinical Commissioning Group and Bracknell Healthcare Foundation Trust to support people with complex care needs	31/03/2017		The cluster groups continue to meet to promote independence and prevention for people with a long term condition.
4.6.09 Review the implemented winter pressures plans	31/03/2017		Work will commence in August 2016.
4.7 Accessibility and availability of mental health services for young people and adults is improved			
4.7.01 Develop a strategy for providing information and advice on how carers and people in the community who may need support, can maximise their independence	31/03/2017		Carers are being supported by Signal for Bracknell Forest who provide information advice and signposting for carers. The service launched on 1 April 2016. The intake function with the Community Team for Older People and Long Term Conditions provides entry and access for information and advice.
4.7.03 Expand and enhance the Early Intervention in Psychosis service for Mental Health, making access and assessment quicker	31/03/2017		An Early Intervention in Psychosis service has been set up that will give people access to a NICE concordant service. One of the targets for this service is that people will be assessed and commenced onto appropriate treatment within 2 weeks of referral. They will also have access to Cognitive Behavioural Therapy and Family Interventions.
4.7.04 Deliver a new service model in the Community Team for Mental Health for Older Adults to ensure a smoother journey through care, support and treatment based upon everyone having a single identified Support Co-ordinator	31/03/2017		The implementation of the new service model continues and people now have an allocated worker.
4.7.05 Undertake a review of the Mental Health Service and implement the findings	31/12/2016		The review relates to the rapid improvement event (RIE) to provide assurance that the new ways of working are safe and effective, giving opportunity to adjust as required. There is currently an ATM from Time Square seconded across to mental health services at Church Hill House to assist with this process which ensures synergy of processes across adult social care.

Ind Ref	Short Description	Previous Figure Q4 2015/16	Current figure Q1 2016/17	Current Target	Current Status
OF1c.1a	Proportion of people using social care who receive self directed support (Quarterly)	100.0%	100.0%	98.0%	
OF1c.1b	Proportion of carers who receive self directed support (Quarterly)	100.0%	100.0%	98.0%	
OF1c.2a	Proportion of people using social care who receive direct payments (Quarterly)	22.7%	21.9%	No target set	
OF1c.2b	Proportion of carers who receive direct payments (Quarterly)	100.0%	100.0%	No target set	
L030	Number of lifelines installed (Quarterly)	204	199	200	
L031	Percentage of lifeline calls handled in 60 seconds (Quarterly)	97.46%	98.46%	97.50%	
L217	Smoking quit success rate (Quarterly)	80.9%	Figures expected in Q2	60.0%	
L218	Uptake of specialist weight management treatment programme (Quarterly)	173	245	100	
L277	Number of people receiving Falls Risks Assessments (Quarterly)	67	77	40	
L278	Percentage of adult social care records in the Adult Social Care IT System that contain the person's NHS number (Quarterly)	New for 2016/17	78.0%	85.0%	
L279	Number of young people who actively engage with KOOTH (Quarterly)	135	Figures expected in Q2	115	
L280	Percentage of young people who receive a response from KOOTH within 24 hours (Quarterly)	100%	Figures expected in Q2	95.0%	




A clean, green, growing and sustainable place

Action	Due Date	Status	Comments
5.2 The right levels and types of housing are both approved and delivered			
5.2.01 Procure 31 units of accommodation to provide homes for care leavers, homeless households and people with learning disabilities	31/03/2017		10 properties have been procured during the first quarter
5.2.04 Establish Downshire Homes as a viable company providing homes for rent for homeless families	31/03/2017		Downshire Homes Ltd has been established as a company, and 4 homeless households are living in properties purchased by Downshire Homes Ltd.











Ind Ref	Short Description	Previous Figure Q4 2015/16	Current figure Q1 2016/17	Current Target	Current Status
NI155	Number of affordable homes delivered (gross) (Quarterly)	9	8	10	
NI181	Time taken in number of days to process Housing Benefit or Council Tax Benefit new claims and change events (Quarterly)	4	9	9	
L178	Number of household nights in non self contained accommodation (Quarterly)	1,455	1,019	793	
L179	The percentage of homeless or potentially homeless customers who the council helped to keep their home or find another one (Quarterly)	71.0%	79.0%	88.0%	




Strong, safe, supportive and self-reliant communities

Action	Due Date	Status	Comments
6.4 Safeguarding structures to safeguard children and vulnerable adults are well-established			
6.4.02 Lead the Bracknell Forest Safeguarding Adults Partnership Board's development plan taking into account the board's statutory footing	31/03/2017		A new safeguarding adult partnership board strategic plan (2016-2019) has been formulated and this has been approved at the June Partnership Board meeting. In addition a sub group and task and finish group structure has been approved by the board. In addition to the Board's strategic plan, partner organisation's individual development plans have been collated for inclusion in the Annual report which will be progressed during the next quarter.

Section 3: Operational Priorities

Action	Due Date	Status	Comments
7.1.01 Embed the new structure of the Older People & Long Term Conditions service, following the Workforce Development project	31/03/2019		Action has been completed.
7.1.02 Develop the Adult Safeguarding Programme following the appointment of an independent chair and business support for the board to enhance capacity all round	01/04/2019		The Adult Safeguarding programme will include a review and update of the current safeguarding audit process to ensure Care Act compliancy; best practice and that the person remains at the centre of the safeguarding procedures.
7.1.03 Enhance the Intermediate Care at home service in order to facilitate less reliance in future on bed based services and allow more people to go directly home	02/04/2019		Future service development is in the service modelling phase with options.
7.1.04 Implement Homeless Strategy Action Plan	31/03/2017		There are a number of actions in the Homeless Strategy Action Plan to be completed during 2016/17. The actions for the first quarter have been completed.
7.1.05 Enter into new partnership agreement with Department of Work & Pensions to support households moving onto Universal Credit	30/04/2016		Partnership agreement signed for 2016/17.
7.1.06 Commission and maintain a triage of high value health improvement services	03/04/2019		Year of Self Care (YOSC) and all subsequent health improvement services are functional and delivering at or above expectations.
7.1.07 Commission a range of effective health improvement services aimed at improving outcomes such as smoking, obesity and physical activity	03/04/2019		All commissioned health improvement services are currently active and performing at or above target. This includes but is not limited to; smoking cessation (smoking), Weight Management (Obesity) & Back to Fitness (Physical activity)
7.1.08 Recover overpayment of housing benefit for those people no longer in receipt of benefit, to be achieved via attachment of earnings	31/05/2017		Policy implemented to recover overpaid housing benefit via attachment of earnings.
7.1.09 Develop the Electronic Time Monitoring System (ETMS) by introducing new modules that will allow family members to track home care visits in real time, and provide key quality information on providers' performance	31/03/2017		Testing on the family portal continues with a live date of the end of July. The Provider Quality Portal is now live as at the end of June.
7.1.10 Use monthly budget monitoring reports to identify and address any emerging overspends promptly	31/03/2019		Budget monitoring is on track

Housing - Benefits - Quarterly					
Ind Ref	Short Description	Previous Figure Q4 2015/16	Current Figure Q1 2016/17	Current Target	Current Status
L033	Percentage of customers receiving the correct amount of benefit (Sample basis) (Quarterly)	97.9%	96.9%	98.0%	
Public Health - Quarterly					
L215	Delivery of NHS Health Checks (Quarterly)	770	Awaiting data	400	

Section 4: People

Staffing levels

	Establishment Posts	Staffing Full Time	Staffing Part Time	Total Posts FTE	Vacant Posts	Vacancy Rate
DMT / PAs	13	11	2	12	0	0
Older People & Long Term Conditions	141	83	58	115.39	18	11.32
Adults & Joint Commissioning	103	72	31	90.86	20	16.26
Performance & Resources	27	20	7	22.55	0	0
Housing	70	47	23	58.52	2	2.78
Public Health Shared	10	7	3	8.42	1	9.09
Public Health Local	5	5	0	5	1	16.67
Department Totals	369	245	124	312.74	42	10.22

Staff Turnover

For the quarter ending	30 June 2016	3.73%
For the last four quarters	1 July – 2015 – 30 June 2016	14.07%

Comparator data	
Total voluntary turnover for BFC, 2014/15:	13.4%
Average UK voluntary turnover 2014:	12.8%
Average Local Government England voluntary turnover 2014:	12.7%

Source: XPerHR Staff Turnover Rates and Cost Survey 2014 and LGA Workforce Survey 2013/14

Comments:

The last quarter has seen the closure of Heathlands and the Public Health Resources team, bringing about a number of redundancies.

A Council-wide vacancy management protocol is now in place to help reduce the need for redundancies. The vacancy panel reviews all vacancies on a weekly basis to determine whether they can be filled by those “at risk” of redundancy, whether the vacancy will be advertised internally or externally. All ASCHH vacancies are considered by the Panel prior to being advertised.

Staff sickness

Section	Total staff	Number of days sickness	Quarter 1 average per employee	2016/17 annual average per employee
DMT / PAs	13	4	0.31	1.23
Older People & Long Term Conditions	141	321	2.28	9.11
Adults & Joint Commissioning	103	314	3.05	12.19
Performance & Resources	27	15	0.56	2.22
Housing	70	145	2.07	8.29
Public Health Shared	5	5	1	4.00
Public Health Local	5	5	1	4.00
Department Totals (Q1)	369	817	2.21	
Totals (16/17)	369	4087		17.04

Comparator data	All employees, average days sickness absence per employee
Bracknell Forest Council 14/15	5.2 days
All local government employers 2014	7.9 days
All South East Employers 2014	N/A

Source: Chartered Institute of Personnel and Development Absence Management survey 2014

Comments:

Older People and Long Term Conditions

There were four cases of Long Term Sickness during Q1. Out of these cases, two cases have now returned to work. Two cases are still to return, these are being monitored by Occupational Health.

Adults & Joint Commissioning

There were three cases of Long Term Sickness during Q1. Out of these cases, two cases have now returned to work. One case is still to return, this cases is being monitored by Occupational Health.

Housing

There has been one case of Long Term Sickness during Q1, they are yet to return and currently being monitored by Occupational Health.

Section 5: Complaints and Compliments

Compliments Received

17 compliments were received by the Department during the quarter, which were distributed as follows:

Adult Social Care Compliments

6 compliments were received in Adult Social Care. 4 were for the Community Team for Older People and People with Long Term Conditions, 1 was for the Autism Team and 1 was for the Mental Health Team.

Housing Compliments

11 compliments were received by Housing. 6 were received by Forestcare and 5 by Housing.

Complaints Received

There were a total of 7 complaints received in the Department during the quarter, 2 in Housing and 5 in Adult Social Care. No complaints were received by Public Health.

Adult Social Care Statutory Complaints

5 complaints were received this quarter in Adult Social Care and all were dealt with using the statutory procedures. No complaints were dealt with using corporate procedures.

Stage	New complaints activity in Q1	Complaints activity year to date	Outcome of total complaints activity year to date
Statutory Procedure	5	5	2 complaints were partially upheld 1 complaint was not upheld 2 were ongoing within timescales.
Local Government Ombudsman	0	0	-

Nature of complaints, actions taken and lessons learnt:

Of the 5 complaints, 2 were about learning disabilities services, 2 were about older people and long term conditions services and 1 was about mental health services. 3 complaints were about the standard of service provided (lack of appropriate or timely support and the inaccuracy of a review), 1 was about access to services (in this case transition services) and 1 was about decisions made in relation to moving an individual.

There was a learning point about the need for care managers to demonstrate appropriate sensitivity in certain situations, and also to discuss appropriate recommendations with carers. Workers will also be reminded to ensure that all previous evidence is considered prior to making recommendations.

There has been a decrease in the number of compliments due to the decommissioning of the Heathlands Residential Home which contributed significantly to previous quarters' compliments.

There are regular meetings within Adult Social Care so that learning from complaints is disseminated and acted on. The data is collated and as the year progresses and is reported annually within the Complaints Report for Adult Social Care.

Corporate Complaints

2 complaints were received in Housing this quarter for the Welfare and Housing Service.

The following table excludes Stage 1 complaints and those complaints which are dealt with through separate appeals processes. It should also be noted that complaints which move through the different stages are recorded separately at each stage.

Stage	New complaints activity in Q1	Complaints activity year to date	Outcome of total complaints activity year to date
Stage 2	2	2	1 partially upheld; 1 complaint is ongoing within timescales.
Stage 3	0	0	-
Stage 4	0	0	-
Local Government Ombudsman	0	0	-

Nature of complaints, actions taken and lessons learnt:

Of the 2 complaints, 1 concerned the nature of advice provided in relation to assessing housing benefit and one referred to the time taken to assess an application for medical priority in relation to a housing application. The first case was partially upheld although further investigation has revealed there may be evidence of fraud. The second case was not responded at time of writing but initial investigation highlighted that management of the request had fallen down and the customer was not kept informed of progress or responded to in a timely manner. The solution to this is to ensure caseworkers manage the medical priority requests rather than it being undertaken separately and thus customers not informed of progress.

Annex A: Financial information

ADULT SOCIAL CARE HEALTH & HOUSING BUDGET MONITORING - MAY 2016							
	Original Cash Budget	Virements & Budget C/fwds	Current approved cash budget	Spend to date %age	Department's Projected Outturn	Variance Over / (Under) Spend	Movement This month
	£000	£000	£000	%	£000	£000	£000
Director	(338)	169	(169)	16%	(169)	0	0
	(338)	169	(169)		(169)	0	0
Adult Social Care							
Community Mental Health Team	1,974	3	1,977	10%	2,217	240	240
Community Mental Health Team for Older Adults	3,695	177	3,872	27%	4,772	900	900
Internal Services: Glenfield	201	1	202	15%	202	0	0
Community Team for People with Learning Disabilities	13,431	4	13,435	11%	12,648	(787)	(787)
Internal Services: Waymead	761	5	766	12%	766	0	0
Older People and Long Term Conditions	6,419	662	7,081	15%	7,556	475	475
Assistive Equipment and Technology	343	0	343	21%	343	0	0
Internal Services: Heathlands	636	(15)	621	9%	621	0	0
Community, Response & Reablement	1,778	(790)	988	30%	865	(123)	(123)
Emergency Duty Service	58	6	64	654%	64	0	0
Safeguarding	254	1	255	18%	311	56	56
	29,550	54	29,604		30,365	761	761
Housing							
Housing Options	170	2	172	72%	146	(26)	(26)
Housing Strategy	224	2	226	-8%	169	(57)	(57)
Housing Management Services	(40)	0	(40)	3%	(55)	(15)	(15)
Supporting People	952	32	984	7%	854	(130)	(130)
Housing Benefits Administration	612	(1)	611	-6%	611	0	0
Housing Benefits Payments	108	2	110	17%	110	0	0
Other Housing	18	0	18	4%	18	0	0
Forestcare	31	4	35	-325%	35	0	0
	2,075	41	2,116		1,888	(228)	(228)
Commissioning & Resources							
Drug & Alcohol Action Team	3	2	5	17%	5	0	0
Joint Commissioning	562	3	565	20%	565	0	0
Information Technology Team	279	1	280	28%	280	0	0
Property	73	0	73	287%	73	0	0
Performance & Complaints	183	2	185	12%	148	(37)	(37)
Finance & Appointeeships	562	3	565	14%	531	(34)	(34)
Human Resources Team	192	1	193	15%	193	0	0
	1,854	12	1,866		1,795	-71	(71)
Public Health							
Bracknell Forest Local Team	(18)	2	(16)	7%	(16)	0	0
	(18)	2	(16)		(16)	0	0
TOTAL ASCHH	33,123	278	33,401		33,863	462	462
Memorandum item:							
Devolved Staffing Budget			14,037	17%	14,037	0	0
Non Cash Budgets							
Capital Charges	368	0	368		368	0	0
IAS19 Adjustments	1,194	0	1,194		1,194	0	0
Recharges	2,865	0	2,865		2,865	0	0
	4,427	0	4,427		4,427	0	0

Capital Budget

Cost Centre Description	Budget £'000	Expenditure to Date £'000	Estimated Outturn £'000	Carry forward to 2016/17 £'000	(Under) / Over Spend £'000	Current Status
HOUSING						
Enabling more affordable housing	2,340.5	691.3	2,340.5	0.0	0.0	Purchased three properties in 16/17, two more in progress
Help to buy a home (cash incentive scheme)	240.0	2.0	240.0	0.0	0.0	Four cases to complete at £60k each
BFC My Home Buy	347.5	157.1	347.5	0.0	0.0	One property has been completed.
Waymead flats	580.0	1.1	580.0	0.0	0.0	Complete.
Downshire Homes	6,466.0	1,205.0	6,466.0	0.0	0.0	Four properties purchased to date
Tenterton Guest House	65.0	3.0	65.0	0.0	0.0	For works on roof
TOTAL HOUSING	10,039.0	2,059.5	10,039.0	0.0	0.0	
Percentages		20.5%	100.0%		0.0%	
ADULT SOCIAL CARE						
Care housing grant	15.4	0.0	15.4	0.0	0.0	
Community capacity grant	506.9	0.0	506.9	0.0	0.0	Monies to be spent on Bridgewell / Santa Catalina
Older person accommodation strategy	400.0	0.0	0.0	0.0	400.0	Budget to be returned to Corporate
Improving information for social care	39.2	0.0	39.2	0.0	0.0	Integrating health and social care IT
IT systems replacement	208.4	0.0	208.4	0.0	0.0	Plans for budget need to be determined
TOTAL ADULT SOCIAL CARE	1,169.9	0.0	769.9	0.0	400.0	
Percentages		0.0%	65.8%		34.2%	
TOTAL CAPITAL PROGRAMME	11,208.9	2,059.5	10,808.9	0.0	400.0	
Percentages		18.4%	96.4%		3.6%	

Annex B: Annual indicators not reported this quarter

Council Plan indicators

Ind. Ref.	Short Description	Quarter due
4. People live active and healthy lifestyles		
OF1e	The number of adults with learning disabilities in paid employment as a % of adults with learning disabilities who receive a long-term service	Q2
OF1f	The number of adults with a mental health problem in paid employment a % of adults in contact with secondary mental health services	Q2

**TO: ADULT SOCIAL CARE OVERVIEW AND SCRUTINY PANEL
19th OCTOBER 2016**

**HOUSING STRATEGY CONSULTATION
Director of Adult Social Care, Health and Housing**

1 PURPOSE OF REPORT

- 1.1 To offer the Overview and Scrutiny Panel an opportunity to discuss the proposed elements of the Council's Housing Strategy as part of the overall consultation process.

2 RECOMMENDATION

- 2.1 **That the panel considers the draft Housing Strategy document and provide comments.**

3 REASONS FOR RECOMMENDATION

- 3.1 At its meeting on the 27th September 2016 the Executive agreed the draft Housing Strategy statement at Appendix A as a basis for consultation so as to formulate the Council's Housing Strategy.

4 SUPPORTING INFORMATION

- 4.1 The Housing Strategy report to Executive is attached at Appendix A.
- 4.2 Consultation will take place through a variety of mechanisms over the next six months so as to develop the Council's Housing Strategy. The consultation will be via the Council's consultation portal, focus groups and meetings in the community as well as consultation with key stakeholders such as developers, investors and registered providers.

Contact for further information

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TO: EXECUTIVE
27TH SEPTEMBER 2016

DRAFT HOUSING STRATEGY
Director of Adult Social Care, Health and Housing

1 PURPOSE OF REPORT

- 1.1 To ask Executive to consider the draft Housing Strategy report as the basis for developing the Council's Housing Strategy Statement via consultation.

2 RECOMMENDATION

That Executive agrees:

- 2.1 To the draft Housing Strategy as at Appendix A providing the basis of consultation to develop the Housing Strategy Statement.**

3 REASONS FOR RECOMMENDATION

- 3.1 Local Authorities have a statutory obligation under Section 8 of the Housing Act 1985 to periodically undertake reviews of housing needs in the Districts and to develop strategies to address those needs.
- 3.2 The Council's Annual Plan 2015 to 2019 has set six strategic objectives. The Housing Strategy will directly support the objective to support a strong and resilient economy as well as strong, safe, supportive and self reliant communities.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 There is no alternative than to develop a Housing Strategy statement.

5 SUPPORTING INFORMATION

- 5.1 The Council's previous Housing Strategy statement ran from 2009 to 2014. There has been significant legislation recently such as the Housing and Planning Act which will have a major impact on the development of the Housing Strategy.
- 5.2 Appendix A includes the draft Housing Strategy which it is proposed as a basis for consultation to develop the Housing Strategy Statement. The report proposes the following main points as the basis of Council intervention in the housing market place:-
- Visioning for Bracknell Forest 2036 by supporting the communities of Bracknell Forest to think through where, their children and their grandchildren and parents will live.
 - Taking the debate about future economic growth, health and social care, and housing affordability to the community to inform about options and requirements to secure and or keep a home in Bracknell Forest.

- Undertaking a review of the Council assets or development vehicles, land and property and the scope for prudential borrowing to formulate a strategy for their blended deployment in promoting, incentivising, triggering and enhancing the scale and pace of residential and mixed use development in line with the recommendations of the Housing and Finance Institute.
- Exploring the scope for enlarging the role of Downshire Homes in line with the recommendations of the Housing and Finance Institute to widen the Council's direct involvement in the local housing market and lead new initiatives subject to the Downshire Homes Board agreement.
- Engaging and marshalling the resources of registered providers around the formulation of a Bracknell Social Housing Community Charter which establishes a long term strategic relationship and commitment to the maintenance of a sustainable stock of affordable homes for rent and the stewardship of social investment schemes to support sustainable tenancies.
- Mobilising registered providers to promote, animate and sustain a programme of support for self build housing and to sponsor custom build, co-housing, cooperative and mutual home ownership initiatives targeted on private and social housing tenants and emerging households in the local community.
- Engaging and marshalling the resources of private landlords and lettings agents in the borough around the formulation of an National Landlord Association (NLA) led review which aims to provide assurance and stability to both landlords and tenants in the PRS marketplace, extending rental periods and landlords' indemnification and facilitating discharge of duty into the private rented sector.
- Engaging with Pension Funds and Insurance Companies proposing investing in private rented portfolios and off site construction to offer opportunities for large scale demonstration projects to establish Bracknell as a beacon authority in hosting and promoting this approach.
- Undertaking with service providers, an impact assessment of the welfare benefits, workplace pension and living wage reforms on the ongoing availability, viability and cost of current and future local domiciliary care services.
- Establishing a Bracknell Forest Extra Care and Retirement Village Developers Forum to actively develop a market for these older people's housing developments.

5.3 It is recommended that the report at Appendix A is used as a basis for consultation with stakeholders so as to develop the Council's Housing Strategy.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1 The relevant legal issues are addressed within the body of the report.

Borough Treasurer

6.2 The draft strategy for consultation contains no direct financial implications for the Council. The costs of the consultation will be met from existing resources.

Chief Officer planning and Transportation

6.3 The comments of the Chief Officer: Planning and Transportation are included in the draft Housing Strategy report.

Equalities Impact Assessment

- 6.4 This report proposes a draft strategy to be offered for consultation. It will be necessary to undertake an equality impact assessment once the strategy proposals are formalised. An equality screening record is included at Appendix B.

Strategic Risk Management Issues

- 6.5 There are no strategic risks stemming from this report. However, failure to develop a housing strategy that can effectively intervene in the housing market to address the identified needs would generate risk for the Council.

7 CONSULTATION

- 7.1 Consultation will take place with the Council's existing partnership groups such as registered provider groups, and the Older Persons Partnership. It will also take place with key stakeholders such as residential developers. In addition consultation will take place with the wider community. Consultation methods will include meetings as well as the Council's consultation portal. It will be necessary to undertake pro-active consultation with the local community so as to manage future housing aspirations as well as develop an on going dialogue for the life of the strategy.

Contact for further information

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Housing Strategy report for Bracknell Forest

2016 - 2036

DRAFT

BRACKNELL FOREST HOUSING STRATEGY 2016-2036

Contents

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DRAFT

1.0 Executive Summary

1.1 This Housing Strategy report seeks to align the Council's housing and housing-related existing and emerging planning policies with the six strategic themes which underpin the Council Plan 2015 – 2019 albeit within a national policy framework.

1.2 The four strategic priorities identified in the Council's 2009-2014 Housing Strategy were:

- supporting a vibrant housing market;
- providing affordable housing;
- providing the right homes for vulnerable people;
- contributing to sustainable communities

and remain central to the Council's thinking notwithstanding the major national policy changes introduced since that strategy was approved.

1.3. However the pursuit of these priorities has had to be substantially reinterpreted within the new policy context substantially introduced by the Localism Act 2011 and the National Planning Policy Framework introduced in 2012, as well as the Housing and Planning Act recently obtaining Royal Assent.

1.4. The Comprehensive Local Plan and Neighbourhood Planning processes currently in train and emerging changes in national legislation policy and guidance have and will set the context in which these national policy changes and the longer term implications of the recently completed Berkshire and South Bucks Strategic Housing Market Assessment 2013 – 2036 will be analysed and interpreted by Bracknell and its neighbouring local authorities.

1.3 The national context demands a proactive strategy. In particular such proactive intervention might include:

- Visioning for Bracknell Forest 2036 by supporting the communities of Bracknell Forest to think through where, their children and their grandchildren and parents will live.
- Taking the debate about future economic growth, health and social care, and housing affordability to the community to inform about options and requirements to secure and or keep a home in Bracknell Forest
- Undertaking a review of the council assets or development vehicles, land and property and the scope for prudential borrowing to formulate a strategy for their blended deployment in promoting, incentivising, triggering and enhancing the scale and pace of residential and mixed use development in line with the recommendations of the Housing and Finance Institute.
- Exploring the scope for enlarging the role of Downshire Homes in line with the recommendations of the Housing and Finance Institute to widen the Council's direct involvement in the local housing market and lead new initiatives subject to the Downshire Homes board approval.
- Engaging and marshalling the resources of registered providers around the formulation of a Bracknell Social Housing Community Charter which establishes a long term strategic relationship and commitment to the maintenance of a sustainable stock of affordable homes for rent and the stewardship of social investment schemes to support sustainable tenancies.

- Mobilising registered providers to promote, animate and sustain a programme of support for self build housing and to sponsor custom build, co-housing, cooperative and mutual home ownership initiatives targeted on private and social housing tenants and emerging households in the local community.
 - Engaging and marshalling the resources of private landlords and lettings agents in the borough around the formulation of an National Landlord Association (NLA) led review which aims to provide assurance and stability to both landlords and tenants in the PRS marketplace, extending rental periods and landlords' indemnification and facilitating discharge of duty into the private rented sector.
 - Engaging with Pension Funds and Insurance Companies proposing investing in private rented portfolios and off site construction to offer opportunities for large scale demonstration projects to establish Bracknell as a beacon authority in hosting and promoting this approach.
 - Undertaking with service providers, an impact assessment of the welfare benefits, workplace pension and living wage reforms on the ongoing availability, viability and cost of current and future local domiciliary care services.
 - Establishing a Bracknell Forest Extra Care and Retirement Village Developers Forum to actively develop a market for these older people's housing developments.
- 1.4 Such an approach provides a framework for a process within which local tactical responses to the unfolding outcomes of government policy innovation can be engaged and addressed as well as setting the direction of travel against which policy responses at a neighbourhood, borough and sub regional scale can be formulated.
- 1.5 This strategy proposes that the prevailing and ongoing uncertainties and challenges will be best addressed by the Council adopting a stronger and more proactive role in influencing the local housing market in order to protect and promote local economic growth by maximising the speed, quantum and sustainability of housing supply and optimising the value of council assets and the leverage they can deliver.

2.0 Unfolding National Policy Context

2.1 Since the adoption of the 2009-2014 Housing Strategy there have been significant national policy changes impacting upon the Council, its house builder and housing association partners and its residents.

2.2 The White Paper 'Laying the Foundations, a Housing Strategy for England', (published November 2011) provided the framework for the previous government policy on housing. The focus was on tackling housing shortage, boosting the economy, creating jobs and giving people the opportunity to get onto the housing ladder. The strategy led to the introduction of:

- New equity loan scheme aimed at first time buyers called 'Help to Buy'. This scheme enabled buyers with a 5% deposit and the capacity to raise a 75% (loan to value) mortgage to access the remaining 20% as an interest free loan for five years; the ceiling on the value of the property was set at £600,000.
- Subsequently Help to Buy ISAs have added further support by way of tax incentives to expand access to home ownership.
- Increased cash incentives for right to buy applicants from £16,000 to £75,000 thereby enabling many more social housing tenants to be able to buy their own homes.

2.3 In addition the Build to Rent programme was initiated providing loans to developers wanting to build private rented sector homes together with reforms to Council Housing Revenue Accounts and facilitation of real estate investment funds.

2.4 The Localism Act 2011, updated in May 2015, introduced:

- New freedoms and flexibilities for local government
- New rights and powers for communities and individuals
- Reform to make the planning system more democratic and more effective
- Reform to ensure that decisions about housing are taken locally including:
 - Neighbourhood Planning
 - Community Right to Build and to Reclaim Land
 - Community Right to Challenge
 - Enabling Councils to establish their own allocation policies for social housing;
 - Discharging the homelessness duty into the private rented sector.

2.5 The National Planning Policy Framework introduced in March 2012 established the presumption in favour of sustainable development and replaced most of the previous suite of planning policy guidance and policy statements focussing on three key roles for the planning system:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible

local services that reflect the community's needs and support its health, social and cultural well-being; and

- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy

2.6 Specifically the NPPF required local planning authorities:

- to prepare a Strategic Housing Market Assessment to ascertain housing needs going forward;
- to prepare a Strategic Housing Land Availability Assessment to establish the availability, suitability and viability of land for housing development
- to provide a 5 year land supply to achieve the strategic requirement
- to produce a Housing Implementation Strategy and a Housing Trajectory to inform delivery

2.7 In 2012 the Welfare Reform Act introduced a wide range of reforms designed to make the benefits and tax credits system fairer, simpler and more affordable, improving financial incentives to encourage work, reduce poverty, worklessness and welfare dependency, and reduce levels of fraud and error. It introduced the Personal Independence Payment to progressively replace Disability Living Allowance; reassessed Employment Support Allowance claimants; introduced a cap on the amount working age benefits claimants can receive and the JSA Claimants Commitment.

2.8 Notwithstanding the benefits to be realized from these reforms, the ongoing process of implementing capped Universal Credit to be paid directly to the tenant, the introduction of Housing Benefit property size criteria, the setting of the Local Housing Allowance at the 30th percentile of market rents, and increasing the single room rate age threshold from 25 to 35 have increased local housing pressures on councils, landlords and tenants alike.

2.9 As part of the Government's approach to addressing the national deficit, in 2011 the DCLG through the Homes and Communities Agency changed its approach to grants for social housing developments requiring developers and housing associations to build units at lower levels of subsidy and let at a new 'affordable rent level' of 80% of market rent levels in the area. The model was based on the view that developers and housing associations could raise capital from investors and, on the basis of sharing benefits and risks, guarantee a return on investment and generate surplus for the development of further stock. At the same time the Homes and Communities Agency introduced new funding support for the development of private rented homes through the Build to Rent Programme with a target to build 10,000 new homes by 2015.

2.10 The 2011 Build to Rent programme promoting institutionally backed purpose built private renting was given further shape and focus in 2012 with the publication of the Montague report which recommended that Local Authorities use the planning system to encourage and facilitate Private rented sector (PRS) developments. Central Government was to release land holdings for PRS and was to provide targeted incentives to stimulate rapid development of new business models from a range of promoters:- public sector landowners, registered providers, or private sector house-builders.

- 2.11 More recently the Housing and Planning Act proposes 20% discount “Starter Homes” that will have to be provided on qualifying sites for the Council to be able to provide a planning consent. The concern is that this will displace the supply of new affordable rented homes and despite 20% discounts will still be out of reach for the majority of people in need of an affordable home. The average household income for those households purchasing shared ownership homes in Bracknell Forest was £ 38,000 in 2015/16 and 60% of those purchases were to local people. Such household income levels would require substantial deposits if they are to be able to take advantage of a starter home.
- 2.12 The Housing and Planning Act has significant implications for housing deliverability, affordability, regulation and enforcement and whilst many of the proposals will require secondary legislation the summary below outlines some of the key themes and ambitions.
- Providing a statutory framework for the delivery of Starter Homes and for self-build and custom house building, for tackling rogue landlords and recycling abandoned homes.
 - Extending Right to Buy discount levels to housing association tenants with cross funding from the sale of vacant high value local authority housing to fund replacement.
 - Deregulating Housing Associations and requiring tenants in social housing on higher incomes of over £30k (£40k in London) to pay market rents and simplifying the assessment of housing and accommodation needs of the community,
 - Introducing a more stringent ‘fit and proper’ person test for landlords, requiring Tenancy Deposit Scheme data to be shared with local authorities and amending the Estate Agents Act 1977 to allow the Secretary of State to appoint the regulating authority, and some leasehold enfranchisement reforms.
 - Making proposals to simplify and speed up the Neighbourhood Planning process and taking further intervention powers if Local Plans are not effectively delivered and devolving further powers to the Mayor of London
 - Requiring local authorities to hold a register of various types of land, with the intention of creating a register of brownfield land to facilitate unlocking land to build new homes; and giving housing sites identified in the brownfield register, local and neighbourhood plans planning permission in principle, and providing an opportunity for applicants to obtain permission in principle for small scale housing sites
 - Levelling up the enabling power to attach conditions to development orders for physical works so that they are consistent with those for change of use
 - Extending the planning performance regime to apply to smaller applications; and putting the economic benefits of proposals for development before local authority planning committees.
 - Allowing developers who wish to include housing within major infrastructure projects to apply for consent under the nationally significant infrastructure planning regime
 - Creating a faster and more efficient process for establishing Urban Development Areas and Corporations whilst ensuring that those with an interest locally are properly consulted at an early stage and improving the compulsory purchase regime, so it is clearer, fairer and faster.
- 2.13 This last proposal is intended to complement the further development of “Garden Settlements” as recently outlined in the “Locally led Garden Villages Towns and Cities” White Paper (March 2016) which states:

“We are proposing to strengthen national planning policy to provide a more supportive approach for new settlements. We are committing to legislate to update the New Towns Act 1981 to ensure we have a statutory vehicle well-equipped to support the delivery of new garden cities, towns and villages for the 21st century.”

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3.0 Current Challenges

- 3.1 Recently, the Berkshire Functional Economic Market Area Study and the Strategic Housing Market Assessment have joined the accumulating evidence base that is underpinning the development of the Bracknell Comprehensive Local Plan and joined the raft of other documents which have emerged across the Thames Valley in the past couple of years and which are influencing the spatial, social, economic and environmental shape of the sub region 20 and more years into the future.
- 3.2 In 2014, the Oxfordshire Strategic Housing Market Assessment (SHMA) was published and concluded that over 100,000 new homes are needed in Oxfordshire between 2011 and 2031. This was followed in 2015 by the publication of the Central Bucks Housing and Economic Development Needs Assessment (HEDNA) which identifies a need for 43,000 homes in the central Buckinghamshire area between 2013 and 2033. These projections have now been joined by the Berkshire SHMA showing a need for 112,000 homes between 2013 and 2036.
- 3.3 The result is a 'policy off' local authority identified housing need over a 25 year period in the above central Thames Valley area of over 250,000 homes. It is even possible that following scrutiny of the evidence base and application of any policy drivers this figure could increase further. Bracknell forest along with the rest of the Thames Valley authorities is in the midst of Local Plan preparation, alongside which the Borough is trying to shape a coherent and deliverable local housing strategy against a background of rising homelessness, an increasing shortage of affordable housing to rent or buy and an over 65 population projected to more than double by 2036.
- 3.4 Many of the local authorities currently undertaking consultations have, like Bracknell, a number of constraints, especially Green Belt and Areas of Outstanding Natural Beauty. Whilst 'constrained' authorities may look to the adjoining councils to assist in meeting this need, the significant level of housing need may mean that the few 'unconstrained' authorities simply cannot take all of the unmet need of the others.
- 3.5 The increase in density impacts on dwelling typology and intensifies the use of service infrastructure. It can score positively on environmental sustainability however and provide a more convenient setting for combating social isolation. It is however, unlikely to achieve all the quality outcomes that Bracknell has come to expect unless it is promoted within a dynamic programme of master planning, design coding and de-risking such has ben achieved in the town centre. Such an approach is resource intensive and probably outwith the council's future financial capabilities. Nonetheless if such densification requirements are applied to current council owned land – typically establishing 100+dph as the norm, the value added to the council's asset base could be significant.
- 3.6 Moreover where such landholdings were exploited through a development partnership, the upside to the council could be realised over the medium to longer term providing a buffer against the austerity driven volatility in the public finances. Clearly the typology implications suggest more terraced housing and flatted developments; a more "urban" massing and articulation albeit within the prevailing green envelope.
- 3.7 Acceleration in the development of "retirement villages" and "extra care" schemes, developments which are currently heavily oversubscribed by downsizing, mortgage free older home owners, will bring larger low density suburban semis and detached

properties into the market place, meeting that demand and fuelling even more older person housing in turn as Bracknell's over 75 age cohort doubles as we enter the 2030s. Commuted sums could enable existing 4 bed and larger homes to be purchased for large households out of this vacated stock given the dearth of such new build provision by registered providers and avoiding the new build premium associated with build for sale.

- 3.8 Delivering more value per hectare generally will enable some value capture to cross subsidise affordable housing though this will be easier to engineer within institutionally driven private rented developments rather than homes for sale. Shared ownership or discount market sale with appropriate covenants delivered by registered providers and/or equity held by the council would be more likely to deliver durable long term affordability measured against lowest quartile household incomes. Local employer participation in such development projects as land contributor, enabler, investor or simply end leaseholder would also help to dampen the ratio of housing costs against local incomes.
- 3.9 All of this requires a long term view and sufficient certainty to strike deals, not within the timescale of the typical house builder, nor the municipal or national government election cycle, but within a time horizon more familiar to insurance companies and pension funds if it is to be deliverable. However over the past twenty years local authority housing strategies have generally embraced a 3 to 5 year timescale and have concentrated on engaging the backlog of unmet need for affordable housing by bidding for resources from Central Government and coordinating the efforts of registered providers to deliver new homes and provide sustainable tenancies.
- 3.10 Such strategies were promoted and pursued in the belief that the gap between supply and the demand for affordable housing would be progressively narrowed, that homelessness would be largely eliminated and that emerging households could expect to access decent, secure and affordable homes in which to become active and productive citizens. However the post recession landscape has seen a fundamental shift in housing market conditions nationally, particularly in relation to confidence and credit availability; the growth in owner occupation has stalled and the renaissance in private renting has faltered.
- 3.11 Housing costs in Bracknell and neighbouring areas for both purchasing and renting are generally high reflecting the buoyancy of the local economy and proximity to London. Affordability pressures are also significant as the affordability of median and lower quartile market housing is on average around nine times the equivalent earnings. Coupled with constraints on access to mortgage finance, such a ratio is likely to preclude many from entering the property market without a significant deposit.
- 3.12 This has contributed to a significant shift in the tenure profile in Bracknell and neighbouring areas with a notable reduction in the number of homeowners with a mortgage or loan and a similarly significant growth in the private rented sector together with increased levels of concealed households, people living in shared and overcrowded households and a significant rise in homelessness largely arising from private rented sector churn.
- 3.13 However a range of initiatives aimed at increasing access to affordable owner occupation and stabilising the private rented sector initiated by both the previous and the current government have mitigated these negative outcomes to some extent. Nonetheless the fact remains that so long as the economic vibrancy of the Thames

Valley Berkshire LEP area continues, the gap between what increasing numbers of local people can afford and the cost of housing to buy or rent will widen.

- 3.14 Given these challenges, re-engineering the local housing market to enable local needs to be better served in the long term is not a task likely to be completed within a 3 to 5 year timescale. On the other hand, the opportunity of formulating the Bracknell Comprehensive Local Plan and associated Policies Map covering the period to 2036, coterminous with the SHMA policy horizon, provides the basis for framing a long term vision for the housing market and formulating a 20 year housing strategy for achieving it.

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4.0 Local Context and Background

Bracknell Forest Profile

- 4.1 Bracknell Forest lies 28 miles west of London, at the heart of the economically buoyant Thames Valley and is already a premier business location within Berkshire. The local economy is of above average size and productivity compares well with the county and nationally but the aspiration is to make the local economy even more successful for the benefit of all within the borough.
- 4.2 Good access links, a well educated labour force and the quality of the environment are key attractors to the companies that have and continue to locate here, including a number of multi-national organisations. Because of its popularity, the borough has experienced pressures on housing, infrastructure services and environmental assets including sites designated as being important for nature conservation at an international, national and local level.
- 4.3 The borough's estimated midyear 2016 population is 119,700 and is projected to rise to 138,000 by midyear 2036. The population is relatively young (median age 38.4 years) and whilst only 14% of the population (16,900) is aged 65 or over, compared to 17.7% nationally, this is expected to grow to 21% (29,600) by 2036 when borough population is expected to be 138,000. More particularly the growth in the over 85 cohort is expected to rise from 2,100 currently, to 5,300 by 2036 and then up to 10,500 by 2061 with significant implications for health, housing and social care going forward.
- 4.4 Currently the health of people in Bracknell Forest is generally better than the England average. Life expectancy is increasing and is currently 81.3 years for men and 84.2 years for women, which is higher than the England average which is 79.3 years and 83.0 years respectively. Smoking related deaths (261 per 100,000 population) and early deaths from heart disease (36.8 per 100,000) and strokes (66.4 per 100,000) are below national levels.
- 4.5 Bracknell Forest covers 109sq km of central Berkshire and includes the former New Town of Bracknell, together with Sandhurst town and the villages of Crowthorne and Binfield, along with a number of smaller settlements including Warfield and Winkfield. Close to London, the area has easy access to the motorway network (M3, M4, M40 and M25), Heathrow, and direct train links into London. The north and east of the borough form part of the Metropolitan Green Belt, whilst land south of Bracknell and east of Crowthorne is internationally important for nature conservation.
- 4.6 Before its new town designation in 1949, Bracknell was a small settlement of around 5,000 people. Bracknell Forest was earmarked for development as a 'new town' to alleviate the housing crisis after World War II. Bracknell New Town was designed on the neighbourhood principle with a primary school, shops, church, community centre and public house at the heart of each of the nine neighbourhoods. The original New Town development planned for a population of 25,000. However in 1961 the planned population was increased to 60,000 leading to major new development in and around the town centre which up until recently has largely reflected the legacy of New Town development though the commercial core is currently benefitting from major investment. The £240m town centre regeneration programme, called The Lexicon Bracknell, is well under way and due to open in Spring 2017. This will create a centre

which provides a vibrant economic, social and cultural heart to the borough bringing a high-quality mix of shops, restaurants and entertainment within vibrant public spaces.

- 4.7 Between 1949 and 1982 approximately 18,000 homes were built by both the Bracknell Development Corporation and private developers creating a somewhat different age profile to the housing stock to both that for England as a whole and the South East. Bracknell Forest consequently has a very low proportion of pre-1944 dwellings compared both to England and the South East whereas the proportion of dwellings built after 1964 is significantly higher than both national and regional averages.
- 4.8 Similarly, as a result of the extensive building programme of the Bracknell Development Corporation, Bracknell Forest initially benefited from a large social housing stock relative to other Boroughs in the south east although this has declined significantly since 1981 as a result of Right to Buy sales. Bracknell Forest now has approximately 48,280 properties within the Borough with 73% of these being owner occupied.
- 4.9 The average house price has remained well above the national average for many years. Prices continue to rise, reaching £ 334k in Q3 2015, up from £236k in Q3 2009 when the previous housing strategy was published. Average prices for flats and terraced houses over the same period have risen from £158k and £187k to £194k and £273k respectively. Finding acceptable locations for new housing and providing appropriate infrastructure continue to be major challenges for partners and residents.
- 4.10 The Council's Core Strategy Development Plan Document requires approximately 11,000 net new dwellings between 2006 and 2026 to be built at a rate which should have delivered 5,148 homes by 2015. However only 3,178 were completed in that period, a significant shortfall attributable to a number of factors including issues associated with the Thames Basin Heaths Special Protection Area, the economic downturn, the shortage of available sites and the longer lead in and implementation timescales associated with larger strategic sites.
- 4.11 The 2011 Census showed that 84.9% of the population was 'White British' and 15.1% of the population was BME and 'white other'. The proportion of school pupils from Minority Ethnic Groups has increased steadily from 10.8% in 2005 to 19.5% in 2015. 11.3% of pupils in Bracknell Forest schools have English as an Additional Language (EAL). There are 84 known first languages other than English spoken in Bracknell schools, although many of these in very small numbers.
- 4.12 The Council has undertaken research to understand the increasing diversity amongst faiths and beliefs across the borough. Census 2011 data showed that whilst Christianity (64.8%) remains the majority religion in the borough, Hindus are the largest religious minority group at 1.7% of the local population, followed by Muslims at 1.2%, Buddhists at 0.8% and Sikhs at 0.4%. Despite the steady change in the composition of the population, the area is generally a cohesive community where people get on well together.
- 4.13 Bracknell Forest is one of the least deprived areas of the country (ranked 287 out of 326 local authorities in England on the Index of Multiple Deprivation 2015). Property prices and levels of car ownership are significantly higher than the national average. However, these headline figures mask significant pockets of deprivation. For instance, 8 out of 19 wards in the borough have free school meal eligibility of over 10%. The borough rate is 8.5% compared to 15.2% nationally (Source: School Census January 2015). 9.3% per cent of 0-15 year olds in the borough are living in

poverty, compared to a national average of 19.0% and a South East average of 12.8%.

- 4.14 Bracknell Forest has 31 primary phase schools, 6 secondary schools (including 1 academy), 1 special school and 1 Pupil Referral Unit. Educational attainment of children and young people has improved significantly in recent years. Overall results are consistently in line with or above the national averages.
- 4.15 GCSE results nationally have decreased significantly following a range of changes to curriculum, assessment and examinations. The proportion of young people obtaining 5 or more GCSE grades A* - C including English and mathematics was 56.2% in 2014/15, just below the national average of 56.3%. The proportion of young people achieving the other main measure of attainment at Key Stage 4 (5 or more GCSE grades A* - C) is at 68% above the national results of 66%.
- 4.16 The number of people claiming Job Seekers' Allowance has fallen from a peak of 2.5% in March 2010, to 0.8% in August 2015. The figure remains lower than both the national and South East averages (1.7% and 1.0% respectively).
- 4.17 In March 2014, the estimated proportion of young people aged 16-18 in Bracknell Forest who were not in education, employment or training (NEET) was 4.5% (representing around 160 young people). This remains a key priority for the area.
- 4.18 The overall number of crimes in Bracknell Forest was 4,921 in 2014/15 - a reduction of 41% since 2008/09. Anti-social behaviour fell by 23% in 2014/15. In particular, personal anti-social behaviour is down 17.7%, Nuisance anti-social behaviour is down 19.1% and Environmental anti-social behaviour is down 27.5%.

5.0 Local Outcomes and Way Forward

- 5.1 The previous housing strategy had four strategic priorities and the outcomes and proposals in connection with those priorities are summarised below:

Priority 1 - Supporting a Vibrant Housing Market

- 5.2 The Council's Core Strategy Development Plan Document adopted in February 2008 required approximately 11,000 new dwellings between 2006 and 2026 to be built at a rate which should have delivered 5,148 homes by 2015.
- 5.3 Though significant allocated sites have recently come forward, disappointingly only 3,178 were completed by 2015, a significant shortfall attributable to a number of factors including issues associated with the Thames Basin Heaths Special Protection Area, the economic downturn, the shortage of available sites and the longer lead in and implementation timescales associated with larger strategic sites.

Net Completions

Monitoring period	No. of Dwellings planned (net)	No. of Dwellings delivered (net)
Completions 2006/07	572	131
Completions 2007/08	572	501
Completions 2008/09	572	467
Completions 2009/10	572	325
Completions 2010/11	572	410
Completions 2011/12	572	264
Completions 2012/13	572	390
Completions 2013/14	572	314
Completions 2014/15	572	376
Total completions to date	5,148	3,178

- 5.4 Moreover as at 1st April 2016 the Council is unable to demonstrate a 5 year housing land supply as required in Para 47 of the national Planning Policy Framework published in March 2012, the HLS now being 3.59 years.
- 5.5 Going forward however the latest Authority Monitoring Report noted a significant increase in the number of newly permitted dwellings (2,615) due in large measure to the approval of a number of strategic sites. The Council has also produced a number of planning briefs to provide additional guidance where sites are in multiple ownerships or are subject to landscape and heritage constraints with a view to enabling development.
- 5.6 However the pace of exploitation of the available opportunities has continued to lag behind expectations as set out in the Council's Core Strategy and feedback from both commercial housing developers and registered providers have pointed to a number of difficulties which have contributed to this outcome from their viewpoint.
- 5.7 Whilst the feedback has included the usual raft of issues associated with planning processes, some Bracknell Forest –specific issues have been identified which have contributed to the Borough's low "hit rate" against its Housing Trajectory. This is of particular concern as going forward it will influence the Borough's relative attractiveness to residential developers as a place to do business and further

undermine performance against plans especially if the prevailing wider policy uncertainties impact upon market confidence.

- 5.8 For the Council to recover the position on housing supply it is suggested that it will need to project and position itself at the top of the league table of local councils that developers like to do business with. That is not to relax any of those policies or practices that protect design quality, sustainable principles or functionally efficient infrastructure, in some kind of race to the bottom in housing standards; but rather to align the Council's approach with the ambitions of the best developers to create desirable homes in great places by becoming more proactive in the development process.
- 5.9 More employment of community-led master planning approaches at the outset to secure stakeholder engagement to drive popular proposals for the delivery of quality development will not eliminate dissent - but if such approaches are framed within a long term vision for the borough in which communities are invited to take responsibility for the economic and social well being of the next and future generations they should help create the momentum the Council needs to ramp up the pace of supply.
- 5.10 The issues of policy and practice which have been cited as impediments to securing shovel-ready sites in Bracknell in particular are the pace of section 106, section 278 and section 38 determinations. In addition there is a view that the current residential car parking requirements, particularly in proximity to public transport hubs are inconsistent with sustainability principles and are reducing land value and its efficient utilisation.
- 5.11 A further sustainability observation relates to the densities at which new residential development is currently being delivered which could be substantially increased with the attendant increased dwelling yield if this was more actively pursued at pre application stage within an "open source" stakeholder engagement framework.
- 5.12 Whether such perceived impediments to the achievement of housing trajectory supply targets are either significant or susceptible to remediation requires investigation but it is clear that defence of the status quo is unlikely to bring the step change in delivery performance which the achievement of current and future Core Strategy targets and LEP aspirations requires.

Priority 2 – Providing affordable housing

- 5.13 Since the inception of the 2009 – 2014 housing strategy there have been 2,079 net completions of which 613 (29%) have been affordable. Whilst the Council has sought to maximise affordable housing in connection with relevant residential planning applications, increasingly discussions around viability have impacted upon the proportion of affordable housing able to be secured.

YEAR	Affordable housing completions (net)	Housing Completions (net)	Affordable as a %
2006/07	29	131	22.1
2007/08	192	501	38.3
2008/09	197	467	42.2
2009/10	152	325	46.8
2010/11	113	410	27.6
2011/12	49	264	18.6

2012/13	66	390	16.9
2013/14	115	314	36.6
2014/15	118	376	31.4
Total	1,031	3,178	32%

5.14 The quantum of affordable housing delivered by residential developers is a function of total supply either on or off site or by way of commuted sums and augments the directly funded provision of additional affordable housing by the Council and registered providers through either HCA grant or Council/registered provider resources.

5.15 In particular the Council has made substantial contribution to affordable housing supply since 2011/12 through the investment of over £14m of stock transfer receipts delivering over 300 affordable solutions to meet housing need.

STOCK TRANSFER CAPITAL RECEIPT USE						
Programme	YEAR					
	2011/12	2012/13	2013/14	2014/15	2015/16	ALL YEARS
Enabling More Affordable Homes	19	63	122		200	404
My Homebuy	18	2	1	1	1	26
Council Mortgages	10	2	1	1	0	14
Cash Incentive Scheme	10	1	1		3	15
Temporary to Permanent	5	5	5	3	8	26
Best Use of Affordable Housing	2	0	0	0	0	2
TOTAL OUTPUT	64	73	133	5	212	487
TOTAL SPEND	£4,358k	£2.189k	£3,520k	£1,813k	£2,777	£14,657k

5.16 Registered providers remain the main engine of new and existing affordable supply for local people via BFC My Choice and the current review of the future of the Homes and Communities Agency has once again raised the possibility of housing associations becoming more accountable to local government. Whatever the outcome of that review the change in RP business plans in recent years stimulated by the steady reduction in grant support and upcoming reduction in rent levels suggests a close and continuing engagement to clarify and check the ongoing commitment of RPs to support housing need in Bracknell.

5.17 The breakdown of RP development-starts outside London in the third quarter of 2015 was 3% Social Rent; 13% Affordable Home Ownership; 56% Affordable Rent; and 29% Market Sale. This increasing dependency of RPs on Market Sale to make their business plans stack up is likely to increase. Add to this upcoming Right To Buy losses and increasing disposals of expensive to maintain stock and the Council's need to drive development to increase section 106 funded new supply becomes even more imperative.

- 5.18 In this situation securing the accountability of the Council's RP partners for delivering on stretched targets covering affordable housing delivery, tenancy sustainability, rebalancing under and over occupation, minimising major repairs voids, optimising relet turn round times and levels of investment is essential. RP's role in suppressing avoidable increases in housing demand by inter alia: sustaining existing tenancies through supporting income maximisation for tenants; preventing family break up; and dealing effectively with domestic violence and anti social behaviour is clearly critical.
- 5.19 In addition RP's stock investment strategies should minimise the need for major void works and their day to day management of their rented portfolios should minimise relet void times. In all these areas and in connection with RPs social investment the Council should expect balanced scorecard reporting and aim to encourage all Bracknell RPs to achieve at least "upper quartile" performance. RPs should also be expected to finance adaptations for the benefit of their tenants and not expect to divert Disabled Facilities Grant resources from needy owner occupiers and private tenants.
- 5.20 Beyond the basics of good performance the Council should also expect leading-edge innovation from its RPs or failing that certainly the early introduction of the latest industry initiatives for maximising the range and quantum of affordable housing products for rent and for sale. A typical programme would have three main aims: – to maintain rent levels at traditional social rent levels; (guaranteeing tenants low rents for the first 5 years of their tenancy with a review at year 5 to assess if they have accessed work); to help 1,000 tenants into work within 3 years; and to assist 500 tenants to access home ownership within 3 years. Such programmes additionally offer lifetime tenancies to residents with support needs.
- 5.21 Where RPs are performing well and actively innovating and aligning their resources with the pursuit of the Council's housing policy objectives collaboration including joint ventures should be explored to increase supply or enhance the quality or affordability of schemes by making available investment by way of debt or equity in addition to land, buildings or other assets. Typically, prudential borrowing, commercial lending and HCA grant are blended to invest in acquisition and improvement of problem properties to promote neighbourhood regeneration.
- 5.22 RPs should also be expected to support the Council in promoting, facilitating, driving forward and supporting Self Build; Custom Build; Co-Housing; Mutual Housing; and Co-Operatives. Whilst these arrangements currently make only a small numerical contribution to housing supply they offer opportunities for people currently poorly housed or unfulfilled as social housing tenants to seek more autonomy often in a cooperative setting – meeting their needs and often releasing an affordable property for someone else.
- 5.23 Custom Build, endorsed by the Housing Minister, Brandon Lewis as recently as 4th February this year, offers a route to homeownership for the resourceful, determined or simply desperate. The existence of a register alone is unlikely to secure much activity but RPs and entrepreneurial house-builders can provide the hand-holding required from "site and service" for the bold, to a labouring role alongside trade operatives for the more timid – the sweat equity route to affordable home ownership and of which the government says it is "determined to ensure self build and custom house building grows significantly".
- 5.24 Co-Housing schemes typically comprise 30+ homes, ranging from one bedroom flats to five bedroom houses plus a common house with a kitchen where meals and other

community-based social activities take place. RPs are well placed to raise awareness and develop and mobilise interest in Co-Housing amongst existing tenants as part of their social investment activities. Co-Housing is about individual homeownership in a setting which contributes to the Council’s sustainability strategic theme by reducing the carbon footprint of individual households through collaboration and sharing. Another example of RP innovation is a ‘mutual home ownership scheme’ (MHOS) that helps people on modest incomes get on to the property ladder and is designed to remain permanently affordable for future generations.

- 5.25 All of these initiatives contribute to social cohesion and community resilience, essential building blocks of stable civil society and offer safe environments that are ideal residential settings for the support of vulnerable people and the Borough’s RP partners should be expected to reflect these innovative projects in proposing bespoke initiatives that speak to the Bracknell situation.

Priority 3 - Providing the right homes for vulnerable people

Homelessness

- 5.26 Homelessness pressures have fluctuated since the 2009/14 Housing Strategy was adopted but despite the contribution of a number of agencies and the housing advice, housing options and homeless prevention services delivered by the Council, homeless demand increased significantly from 2013 onwards.
- 5.27 It is unlikely to reduce going forward. In 2014/15 the homeless acceptance rate of 2.25 per 1,000 households in Bracknell was the second highest in Berkshire and above the national average of 1.91 per 1,000 households.

	Applications	Main Causes of Homelessness				Total
		Family eviction	Violent relationship breakdown	Loss of private rented home	Other	
2011/12	139	17	5	40	0	62
2012/13	124	23	5	25	11	64
2013/14	202	29	9	56	14	108
2014/15	226	29	13	56	10	108
2015/16	214	52	16	54	19	141
TOTAL	908	150	48	231	54	483

- 5.28 The table above taken from the Council’s Homelessness Strategy 2015 -2020 summarises homeless demand over the last five years and demonstrates the significant increase from 2013 onwards largely attributable to loss of private rented accommodation which accounted for 38 % of all acceptances in 2015/16.
- 5.29 The table below shows the rise in private sector rents which over the period 2012 to 2015 increased by an average of 6% whilst the Local Housing Allowance for housing benefit purposes only increased by 3%.

Year	Room rent per month		One bed rent per month		Two bed rent per month		Three bed rent per month	
	LHA	MKT	LHA	MKT	LHA	MKT	LHA	MKT
2014/15	341	426	663	735	816	933	961	1143

2013/14	328	418	656	714	808	910	924	1178
2012/13	325	421	650	691	800	878	915	1069

- 5.30 The ongoing rise in private sector rents in part driven by the impact of adverse tax changes on the Buy To Let market is projected to exceed the rise in average incomes which along with the further anticipated reduction in the welfare benefit cap from 2017 suggests ongoing and increasing homeless pressures.
- 5.31 The rise in homelessness combined with a reduction in access to affordable accommodation – from relets and from new supply – has increased the Council's dependency on temporary accommodation which more than doubled from 2012 to 2015 as did the number of households in Bed and Breakfast accommodation with families largely placed outside the borough.
- 5.32 To combat this trend and reduce the rising cost of Bed & Breakfast accommodation the Council set up a Local Housing Company, Downshire Homes, towards the end of 2015 to procure accommodation to provide homes for homeless households, households with learning disabilities and/or autism and care leavers; and an initial portfolio of 20 two and three bedroom properties has already been acquired.
- 5.33 The Borough's registered providers estimate that the welfare benefit changes alone could impact on over 300 households suggesting an urgent need to stabilise the churn in the private rented sector, increase support for better budgeting for households at risk and ramp up the flagging supply of additional affordable homes whilst ensuring an adequate affordable short term provision of decent temporary accommodation. These imperatives are captured within the four key objectives of the Council's draft Homelessness Strategy:
- To deliver good quality advice and prevention services
 - To work in partnership to avoid duplication
 - To meet the need for emergency accommodation and
 - To maximise access to housing
- 5.34 Resources are being deployed along the homeless pathway in pursuit of these objectives aligned with complementary activities to safeguard the local economy; increase job opportunities and disposable incomes; stabilise churn in the private rented sector; support young people leaving care and combat domestic violence.
- 5.35 The direction of travel is to attain the DCLG 10 point Gold Standard for Homelessness Services.
- i. To adopt a corporate commitment to prevent homelessness which has buy-in across all local authority services
 - ii. To actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
 - iii. To offer a Housing Options prevention service to all clients including written advice
 - iv. To adopt a No Second Night Out model or an effective local alternative
 - v. To have housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support
 - vi. To develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord
 - vii. To actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme

- viii. To have a homelessness strategy which sets out a proactive approach to preventing homelessness, reviewed annually to be responsive to emerging needs
- ix. To not place any young person aged 16 or 17 in B&B accommodation
- x. To not place any families in B&B accommodation unless in an emergency and for no longer than six weeks

Older People

- 5.36 The Strategic Housing Market Assessment projections for older persons housing need by broad tenure 2013-2036, including specialist housing were summarized as follows:

	Market	Affordable	Total
NEED	1,340	856	2,196
SUPPLY	339	537	876
NET NEED	1,001	319	1,320

- 5.37 The Housing Learning and Improvement Network's SHOP@ tool for assessing the likely demand for various forms of older persons housing provision in the period 2014 to 2036 provided the details in the table below.
- 5.38 Future need for 2,448 Sheltered, Enhanced Sheltered and Extra Care is at predicted split of 1,490 rent (61%) and 958 (39%) leasehold. However the figures have been accompanied by some significant health warnings.

Category	Current Needs 2014	Supply	Future Needs 2035
Sheltered Housing	900	849	1,800
Rent	540	510	1,080
Lease	360	339	720
Enhanced Sheltered	144	27	288
Rent	144	27	288
Lease	0	0	0
Extra Care	180	0	360
Rent	167	0	122
Lease	13	0	238
Registered Care	792	450	1,584
Residential	468	269	936
Nursing Care	324	181	648
TOTAL	2,016	1,326	4,032

- 5.39 Firstly SHOP@ acknowledges that there is clear evidence that the restrictions on central block funding and the move to personalization at a time of reduced revenue funding will restrict the public sector extra care market. Most extra care growth will therefore be in the leasehold sector going forward.
- 5.40 Secondly the traditional sheltered housing market is unlikely to receive much capital investment for new facilities and many schemes which require regular high maintenance or investment to upgrade facilities will no longer be viable. Again growth will be in the leasehold sector as already evidenced in Bracknell where three Category 2 Sheltered Schemes have already been decommissioned and a flagship Extra Care Scheme developed.

- 5.41 Thirdly the underlying assumptions are based on ONS/POPPI predictions derived from 2001 and 2004 baselines respectively and therefore current local research is required to inform a reliable local strategy.
- 5.42 The Housing LIN recognizes that there will be a significant shift at some future date from the current 61%-39%% market split in favour of rental units to a 67%-33% split in favour of leasehold units, a market shift dependent on the attractiveness of an area to the private sector.
- 5.43 Recent discussions with commissioners have led to a review of the above figures. The following table provides a general framework to consider the future market tenure split for a locality based on its relative affluence/deprivation.
- 5.44 On the basis of these figures it is suggested that Bracknell should be planning for somewhere in the region of a 75% Leasehold – 25% Rental split going forward.

SHOP@ MARKET SPLIT 2035 OPTIONS - DEPRIVATION/AFFLUENCE SPLIT

	Most Deprived		Deprived		Affluent		Most Affluent	
	Rented	Leasehold	Rented	Leasehold	Rented	Leasehold	Rented	Leasehold
Sheltered	75	25	50	50	33	67	20	80
Enhanced Sheltered	80	20	67	33	50	50	20	80
Extra care	75	25	50	50	33	67	20	80

- 5.45 Closer analysis of the extra care figures nationally shows a huge discrepancy in the level of extra care provision within individual authorities. Those authorities that have embraced extra care development have expressed concerns that SHOP@ does not challenge the development of extra care sufficiently and is too reliant on retaining registered care beds. Housing LIN has suggested that it is becoming clear that the extra care commissioning strategy becomes self-fulfilling.
- 5.46 If an authority is fully committed to extra care, for example pump priming some revenue in from the preventative agenda, they will be successful and reduce residential care and placements and sheltered housing need. If extra care is funded from critical and substantial personal budgets only it will struggle in areas of limited leasehold markets and extra care will be lower than expected with residential care remaining high. It seems therefore SHOP@ should offer a matrix of need for authorities promoting an extra care growth strategy and those looking to developers to lead. Developers will naturally support authorities that are actively seeking growth so the current differences in provision of extra care are likely to further increase.
- 5.47 The need for the local authority to be proactive in driving the development of predominantly leasehold extra care provision has emerged as a key finding in a case study which examined a Council’s leadership role, the need for dynamic stakeholder engagement to address behaviour and culture and the process of change management. The study found that the essential prerequisite is to create a vision of the future that all the key players can understand and own.
- 5.48 The three powerful drivers of the change process derive from an understanding that “demographic challenge will outstrip the capacity of existing services; financial

pressures are likely to increase; and the need to radically transform social care services to meet older people's changing expectations". Bracknell's Older Persons Accommodation and Support Strategy implicitly recognises that the current pattern of services is simply not affordable as the basis for meeting the needs of future generations of older people and the recognition that residential care does not provide a home.

- 5.49 Conversely majority leasehold extra care will not only deliver that extended continuum of home ownership central to the Council's housing philosophy but also enable some cross subsidy to support affordable rented provision within the same developments thereby raising the profile of older person as citizen rather than service user.

Priority 4 – contributing to sustainable communities

- 5.50 The three preceding strategic priorities; supporting a vibrant housing market; providing affordable housing; and providing the right homes for vulnerable people; will, if successfully accomplished make a major contribution to the sustainability of the Borough's communities which fundamentally rely upon local economic growth.

The contribution of a vibrant housing market

- 5.51 According the Montague Report 2012, £1m spent on house building supports 12 additional jobs per annum (7 directly and 5 indirectly) and for every pound invested in construction, £2.60 is generated in the supply chain. A simple overview would be to observe that the opportunity cost of failing to meet the Core Strategy target of new supply at an average construction cost of £200k (net of land cost) over the 2007/15 period has been 1970 x £200k or £394m. In jobs the opportunity cost has been 4,728 and in the wider supply chain a cost of over £1bn.
- 5.52 Going forward the value to the economy of achieving the delivery of an additional 635 homes per annum over the next 20 years at current average construction cost of £250k will contribute £3bn or 36,000 jobs and £7.8bn in the wider supply chain. In addition the tax take to the exchequer, the council tax and new homes bonus income and the spending power of additional households will also make a substantial contribution to the local economy directly or indirectly, reinforcing community sustainability.
- 5.53 New supply is only part of the story however as in the owner occupied stock BRE research has found that significant investment occurs within 12 months of resale of an existing home. A combination of DIY and contractor investment in kitchens, bathrooms and window replacement supports an average of £10k on building contracting and materials supply and significant purchases of furniture and soft furnishings are also associated with a change of ownership – the latter often also occurring with a change in tenancy.
- 5.54 Turnover of existing residential stock in Bracknell Forest was running at around 3,000 per annum in the early 2000s but declined rapidly to 1,000 in 2008/9. Sales have now reached 2,000 per annum delivering an estimated contribution to the local economy of £2m.

The contribution of affordable housing

- 5.55 Bracknell Forest Homes remains the premier resource for the ongoing supply of affordable homes and currently owns and manages around 6,000 rented homes, including 400 sheltered housing flats, as well as 1,100 leaseholder properties. Set up in February 2008 following the successful ballot of tenants and leaseholders to transfer homes from Bracknell Forest Council it has been a major contributor to community sustainability.
- 5.56 BFH is a major local employer turning over £37m per annum and providing 240 jobs with a direct and substantial contribution to the local economy. In addition its flagship Extra Care scheme is likely to be a game changer in older persons housing provision with a huge future economic and social benefit to the Borough's communities.
- 5.57 Moreover its top ratings for governance and viability make it a strong partner for the Council in addressing the challenges of the widening gap between incomes and housing costs that lie ahead. However whilst over the next 5 years BFH plans to build an additional 988 homes with 65% for Affordable Rent and 35% Shared Ownership only 248 of these homes are planned to be delivered in Bracknell Forest.
- 5.58 This loss of a potential investment in the Borough is unfortunate and in future the Council should aim to maximise opportunities for BFH's development capacity, derived from its Bracknell based assets, to be beneficially applied for the benefit of the Borough and its communities if at all possible.
- 5.59 A number of other registered providers have delivered affordable homes in the Borough and have significant forward programmes but few are able to make a clear commitment on future delivery unless already near shovel ready implementation.

The contribution of providing the right homes for vulnerable people

- 5.60 The Council contribution to combating homelessness through the Family Intervention Team, the Care Leavers Team, Environmental Health Officers and partners including Look Ahead Housing Association, Berkshire Women's Aid and numerous other agencies has had many successes since the 2009- 2014 Housing Strategy was adopted.
- 5.61 Whilst the current challenges are at present straining the Council's capacity to respond, the new Homeless Strategy, will if adequately resourced provide a strengthened safety net delivered with the professionalism and sensitivity upon which Bracknell's communities have come to rely.
- 5.62 Similarly community sustainability has been a core theme of the Older Persons Accommodation and Support Strategy ensuring that older people have access to the best opportunities and options for securing and remaining safely in the home of their choice.
- 5.63 The extension of Telecare services and their extension to hospital discharge has provided further support to people wishing to live independently. Equity release mortgages provided on a commercial basis are supporting repairs and improvements, augmenting Disabled Facilities Grants for adaptations for older people and for families with disabled children.

In the period 2008/9 – 2014/15 DFG activity was as set out in the table below:

YEAR	Total DFG Apps	DFGs Apps from Older People	Total DFGs Completed	DFGs completed for Older People	Total Grant Approved £	Average Grant £	Average Grant Older People £
2008-2009	38	21	43	NR	286,977	6,674	NR
2009-2010	54	37	82	NR	577692	7816	NR
2010-2011	75	50	67	44	638,643	6050	£6460
2011-2012	92	46	88	43	531282	6724	£5935
2012-2013	85	62	80	60	513108	7205	£4574
2013-2014	96	59	77	79	461983	5999	£4779
2014-2015	66	48	58	50	413240	5655	£4383

- 5.64 As forecast, the Department of Health substantially increased the national allocation for Disabled Facilities Grants through the Better Care Fund and the recently announced allocation for Bracknell Forest is £658,685.
- 5.65 Whilst the Borough's housing stock is relatively young as illustrated by the table below,

Age	Bracknell Forest	South East	England
Pre-1919	6.0%	17.9%	20.8%
1919-1944	4.9%	13.2%	17.7%
1945-1964	18.6%	23.1%	21.2%
Post 1964	70.5%	45.8%	40.3%

it has just under 1,000 mobile homes (park homes) with low standards of thermal efficiency arising from poor insulation and the use of expensive fuels. Following consultation with Mobile Home Park owners and residents to discuss options for resolving this problem some 65 mobile homes are being fitted with external wall insulation under the Green Deal Communities Project. Generally the legacy of post war New Town housing development standards and substantial use of energy efficiency programmes including Warm Front in recent years has meant that over 40% of homes have a SAP rating of 65+ whilst only 0.5% have a SAP rating of less than 35 – reduced from 9% in 2008.

- 5.66 However, modelling using BRE data estimated that 14% of private sector dwellings had a Category 1 HHSRS hazard and 5% of households were living in fuel poverty.
- 5.67 Combating these conditions is a high priority for the Council's Environmental Health Officers as it can lead to ill health and loss of accommodation and homelessness through dampness and mould growth. In addition fuel poverty is associated with hypothermia, falls and excess winter deaths and the Council is exploring the development of a mapping system to enable efficient intervention.

- 5.68 Downshire Homes current raison d'être is to provide temporary accommodation for homeless households to reduce the expenditure otherwise incurred in procuring bed and breakfast accommodation from the commercial sector. There are a range of other opportunities that the Downshire Homes board and Council could consider as set out below.
- 5.69 Having committed to a £6.6m loan to Downshire to acquire a portfolio of some 20 two and three bedroom houses the Council could consider enlarging this resource through further municipal or commercial lending or by way of equity investment to accommodate rising homeless demand for temporary accommodation and accommodation for the most vulnerable including people with learning disabilities and care leavers if such a request was made by the Downshire homes Board.
- 5.70 Another potential opportunity that Downshire Homes could pursue is to procure a portfolio of accommodation for market rent which could act as a hedge against the risk of the financial integrity of the homeless temporary accommodation portfolio being jeopardised by HB/Management Allowance changes downstream. Such a portfolio could include flatted accommodation both furnished and unfurnished available for leasing directly or indirectly to key workers in partnership with local employers.
- 5.71 A strengthened Downshire could enter into a joint venture with one or more developers or registered providers to enhance its ability to deliver market rent housing with the JV benefitting from short term PWLB interest rates on partner or third party land. Such opportunities would obviously be more attractive to prospective partners where the Council put its own land into the equation.
- 5.72 Such de-risking of housing development and rented portfolio management would need to be packaged to deliver a proportion of affordable/sub-market solutions such as to avoid state aid challenges necessitating the adoption of robust legal agreements and business plans. Once a built or acquired tranche of stock was in place and generating a surplus, commercial refinancing would allow recycling of the Council loan to support other projects. Clearly scale and equity contributions would increase the likelihood of affordable refinancing where debt/equity, interest cover and asset cover ratios could be satisfied.
- 5.73 With an appropriate understanding between the Council, Downshire and a private housing developer Downshire could also provide a conduit for section 106 commuted sums and sub-market sale properties within a growing portfolio of mixed market-rented and affordable sale and rent products, optimising the development value of Council owned land in line with the recommended approaches of the Housing and Finance Institute.
- 5.74 The Council could augment its current home ownership initiatives by supporting Downshire's development of new build homes for sale by packaging and targeting its assistance to prospective home buyers vacating social rented accommodation.
- 5.75 Downshire could also collaborate with volume build to rent organisations in providing a platform for innovation in construction such as fast-build off site housing systems, of the kind being promoted by Legal & General.

- 5.76 Downshire's development programme could also provide a laboratory for up-skilling homeless households, developing social capital through volunteering and other strategies for enabling them to acquire the resilience to sustain future tenancies such as the Enterprise Cube "Strive" courses for social tenants to start up their own businesses.
- 5.77 Clearly the careful consideration and prudent professional advice that has informed Downshire's design and development thus far will continue to be required to evaluate and monitor these potential opportunities .unfolding roles and their contribution to the achievement of the Council's long term strategic objectives. It will be for the Downshire Homes board to consider the future business of the Company in the context of its shareholders expectations.

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**TO: ADULT SOCIAL CARE OVERVIEW AND SCRUTINY PANEL
19th OCTOBER 2016**

**LOCAL COUNCIL TAX DISCOUNT SCHEME
Director of Adult Social Care, Health and Housing**

1 PURPOSE OF REPORT

- 1.1 To offer the Overview and Scrutiny Panel an opportunity to discuss the proposed changed model for the Local Council Tax Discount Scheme.

2 RECOMMENDATION

- 2.1 **That the panel considers the proposed model for the Local Council Tax Discount Scheme and provides comments.**

3 REASONS FOR RECOMMENDATION

- 3.1 At its meeting on the 27th September 2016 the Executive agreed the proposed Local Council Tax Discount Scheme at Appendix A as a basis for consultation

4 SUPPORTING INFORMATION

- 4.1 The Local Council Tax Discount Scheme report to Executive is attached at Appendix A.
- 4.2 Consultation will take place via the Council's consultation portal, direct mailshot to customers in receipt of council tax reduction, email to all households on the Council's Abris system and via posters at the Time Square reception office. Consultation will also take place with the precept authorities such as the Parish Council's and Thames Valley Police and Berkshire Fire and Rescue.

Contact for further information

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TO: EXECUTIVE
27 SEPTEMBER 2016

**LOCAL COUNCIL TAX DISCOUNT SCHEME (LCTDS)
Director of Adult Social Care, Health and Housing**

1 PURPOSE OF REPORT

- 1.1 To seek Executive consideration of a new model of the Local Council Tax Benefit Scheme (LCTBS) and as such to agree consultation on the new scheme

2 RECOMMENDATIONS

That the Executive agrees:

- 2.1 **To develop a new LCTDS for working age households which provides a discount on a household's Council Tax based on household income, rather than an assessment of needs.**
- 2.2 **That subject to agreement to the new model a consultation programme takes place so as to inform the LCTDS to be implemented for 2017/18.**

3 REASONS FOR RECOMMENDATIONS

- 3.1 The Council established its Local Council Tax Benefit / Reduction Scheme in 2013/14. In 2015/16 the Council introduced a revision of the Council Tax Discount Scheme but the scheme still reflected the previous national Council Tax Benefit Scheme. The Council's Annual Plan 2015-2019 has set the aim, **"In targeting our services, we will prioritise people and areas with the greatest need, early help and prevention so struggling or vulnerable people can maximise their opportunities to become independent"**. The proposed new Local Council Tax Discount Scheme targets financial support to those who most need it whilst encouraging and rewarding employment and households increasing their earnings as well as simplifying administration.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 It could be decided not to review the LCTDS. However, that would miss the opportunity to support the Council's Annual Plan in targeting the Council's resources to those most in need and encouraging independence and incentivising households seeking better paid employment or income whilst at the same time reducing administration costs of the scheme for the Council.

5 SUPPORTING INFORMATION

- 5.1 The Welfare Reform Act 2012 abolished the national Council Tax Benefit Scheme thus paving the way for localised schemes. The Local Government Finance Act 2012 makes provision for the localisation of Council Tax Support in England by imposing a duty on all billing authorities to make a localised Council Tax Reduction Scheme by the 31 January 2013 and to consult with major precepting authorities and such other persons as it considers likely to have an interest in the scheme about the scheme. The Local Government Finance Act prescribes certain classes or groups who must

receive reductions. This includes classes of eligible pensioners based on the same factors that have determined pensioner eligibility and award under the Council Tax Benefit System. The proposals contained in this report refer to the local scheme that will affect working age households.

5.2 The following table sets out the budget for the LCTBS in 2016/17:

Precepting authority	£'s
Bracknell Forest Borough Council	3,354,669
Thames Valley Police Authority	492,348
Thames Valley Fire Authority	180,670
Parish Councils	216,960
Total	4,244,647

5.3 Any change in the scheme will lead to less or more reductions in Council Tax liability for customers and as such will either reduce or increase the costs of the scheme. The reductions in the costs of the scheme will accrue proportionately to the precepting authorities. For example Bracknell Forest Council provides £ 3,354,669 to the total scheme value of £4,244,647 which equates to 79%. Therefore, any reduction to the cost of the scheme will accrue to the Council on that basis. The same approach will apply to any decisions that will result in increased support and thus increased expenditure.

Proposed changes to scheme

5.4 The following proposals and consequential financial impact is based on modelling the LCTDS caseload as at August 2015. As this is a snapshot of the impact of any changes reflecting the circumstances of customers at the time the changes are implemented. It does not take into account any increase in Council Tax in future years. The Council has to operate a nationally prescribed scheme for pensioners and has no option but to fund any increase in the scheme resulting from an increased Council Tax. For example based on the August 2016 pensioner caseload a 4% increase in Council Tax would lead to a £95,516 increase in the costs of the Local Council Tax Scheme.

5.5 Although the Council has introduced some changes to its Local Council Tax Discount Scheme since 2012 the essence of the scheme is the same as that original national Council Tax Benefit Scheme. Each household has an applicable amount of income they should receive which is the minimum the Government thinks they should have to live on based on their circumstances. If their income equates to that amount they receive a 80% discount on their Council Tax and if their income exceeds their applicable amount then the discount is reduced by 21 pence in the pound until they no longer receive a discount. For example a household of two adults and one child would have an applicable amount of £199.20 per week. If they received income of £250 and their weekly Council Tax liability was £25 they would receive £14.33 Council Tax discount ($£250 - £199.20 = £50.80 \times 0.21 = £10.67$, Council Tax of £25 minus £10.67 = £14.33. It can be argued that this scheme does not incentivise a household increasing their income as for each extra £1 they earn they lose 21 pence in Council Tax discount.

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5.6. The proposed scheme moves away from using an applicable amount reflecting household needs to placing household income into a pre-determined band which will generate a discount on the household Council Tax liability. Thus there is an incentive for a household to increase their household income within the band as they will not lose any of their Council Tax discount. In terms of administration of the scheme it will be easier to explain to households the discount they will be entitled to based on their household income and also households will only receive one Council Tax demand and no revised bills as long as their income remains within the income band. The new scheme aims to incentivise households to increase their household income. However, there are some households who are disabled or who have a disabled member in the household and therefore are not able to work and increase their income and so it is necessary to protect that group and provide them with the highest current discount on their council tax which is 80%.

5.7. The following table sets out the proposed structure of the new scheme.

Band	Discount on Council Tax	Household income band £ per week	Households who would receive higher discount compared to current scheme	Households who would receive lower discount compared to the current scheme
A(household in receipt of disability premium, sever disability premium and enhanced disability premium	80%		48	
1	75	0-80*	4	908
2	70	80-140	61	61
3	60	140-200	46	115
4	50	200-260	81	125
5	40	260-320	61	81
6	30	320-380	28	54
7	20	380-440	11	41
Households no longer receiving a discount				44
Total			340	1429

Band 1 reflects those households who are in receipt of an out of work benefit such as Job Seekers Allowance (JSA), Employment Support Allowance (ESA) or Universal Credit. Thus, their income is based on an assessment of need but the remaining bands reflect households earned income from work minus disregards.

5.8 The calculation of household income remains the same as the current scheme except that carers allowance has been disregarded at £62.10 a week. This disregard of Carers Allowance has been brought in as part of national welfare reform and reflects the fact that households in receipt of carers allowance may have less ability to earn income due to caring responsibility which requires them to care for someone for 35 hours a week.

5.9 Although there are significantly more households who lose discount under the proposed scheme that does not take into account the ability for a household to earn more income without losing discount compared to the old scheme. For example a

Unrestricted

a couple working with three children with an income of £326 a week taken into account under the schemes would have received a discount of £19.75 a week under the old scheme yet would receive a discount of £7.40 under the new scheme as they would be in band 6. However, under the old scheme if the household increased their income by £25.98 a week they would have lost all their discount but in the new scheme they keep the discount of £ 7.40 a week until their income takes them into band 7 by increasing by £54 a week or more. The following table provides some examples of case studies based on the old and new scheme.

Household	Current CTax payment after LCTBS current scheme £ per week	Total income £ per week taken into account for income band after disregarded income	Proposed Income Band	Maximum proposed CTR % of liability	New CTax payment £ per week	+/- Change £ per week from current scheme
All Council Tax liability based on band C liability of £1,283.99 a year						
Single person disabled working and in receipt of disability living allowance. (entitled to a disability premium)	3.69	104.25	A	80%	3.69	0.00
Lone parent receiving Income Support	3.69	244.08	1	75%	4.62	+0.93
Single person working	8.78	97.36	2	70%	5.54	-3.24
Couple working with one child	4.92	131.26	2	70%	7.39	+2.47
Couple working	12.03	148.68	3	60%	9.85	-2.18
Couple working with one child	10.58	202.67	4	50%	12.31	+1.73
Couple working with two children	15.48	316.40	5	40%	14.77	-0.71
Lone parent working receiving £50 a week child maintenance	10.24	279.01	5	40%	11.08	+0.84
Couple working with three children	4.92	326.61	6	30%	17.23	+12.31

- 5.10 If following consultation the Council is minded to adopt the new scheme it will reduce expenditure on Council Tax discounts by £106,321 a year based on the August 2016 caseload and incomes.
- 5.11 There will be reduced administration costs generated from the new scheme in that there will be reduction in Council Tax bills being generated when there is change in household income as long as they remain in the same income band. However, to date the Council's discount scheme has mirrored the previous national benefit

scheme and the majority of Council's have adopted such schemes administered via the Northgate software system. As the Council's scheme becomes unique it will be reliant on the software provider to write bespoke changes to the system rather than sharing costs with Council's who run similar systems. The proposed changes to the system can be contained within existing budgets in 2016/17.

- 5.12 The Council provides a hardship scheme to provide financial assistance for households to help them pay their Council tax if they are faced with an increased liability that was unforeseen due to a change in circumstances or if the scheme changes take them out of the discount scheme.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 6.1 The Council is required under Schedule 1A of the Local Government Finance Act 1992 to consider each year whether to revise its Council Tax Reduction Scheme. Where it chooses to so do it must, before making a scheme:

- Consult any major precepting Authority which has the power to issue a precept to it
- Publish a draft scheme in such manner as it thinks fit; and
- Consult with such other persons as it considers are likely to have an interest in the operation of the scheme.

Such consultation should:

- Be at a time when the proposals are still at a formative stage
- Provide sufficient reasons for any proposal to permit intelligent consideration
- Provide sufficient time for consideration and response
- Ensure that the product of the process is conscientiously taken into account in finalising any statutory proposals.

Any revision to its scheme, or any replacement scheme must be made no later than 31 January 2017.

Borough Treasurer

- 6.2 The relevant financial provisions are contained within the report.

Chief Officer: Customer Services

- 6.3 Whilst it is not expected that there will be a large increase in the net collectible Council Tax debit as a result of changes to the scheme, it could mean that a large number of households, who may already be struggling to meet their liabilities, will receive a reduction in the level of support that they receive. As such these debts are likely to be challenging and resource intensive to collect. It is expected that any reduction in the number of Council Tax bills that are issued will result in a negligible saving.

However, it is positive to see a simplified scheme that may incentivise households to increase their income without the fear of a large loss in support. A scheme with this

kind of design will also allow for a simpler and more streamlined administration process.

Equalities Impact Assessment

- 6.4 A full equalities impact assessment will be undertaken following consultation results.

Strategic Risk Management Issues

- 6.5 It will be necessary for the Council to undertake consultation to ensure the impact of any proposed changes has been considered by the affected groups and that the Council takes into account the views of those affected before making any changes to the scheme.
- 6.6 The proposals identify the reduced cost of the LCTBS but when customers receive less support they will be required to pay the resulting Council Tax liability. The Council's ability to collect the liability will determine the ultimate total cost of the scheme when changes have been made.

7 CONSULTATION

Principal Groups Consulted

- 7.1 The purpose of this report is to seek authority to consult on a range of proposals to review the current LCTBS. Consultation will take place with the following groups:

Precepting authorities
Thames Valley Police
Berkshire Fire and rescue services
Bracknell Town Council
Binfield Parish Council
Warfield Parish Council
Winkfield Parish Council
Crowthorne Parish Council
Sandhurst Town Council

Consultation will take place with customers of the LCTBS
Consultation will take place with the wider community and interested groups such as Citizens Advice Bureau

Method of Consultation

- 7.2 Consultation will take place via meetings, correspondence and the Council's consultation on line portal.

Background Papers

Reports from Northgate modelling software.

Contact for further information

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Chief Officer: Housing
Adult Social Care, Health & Housing
DD: 01344 351688
e-mail: simon.hendey@bracknell-forest.gov.uk

APPENDIX A

Household	Current ctax payment after LCTBS current scheme £ per week	Total income £ taken into account for income band after disregarded income	Proposed Income Band	Maximum proposed CTR % of liability	New ctax payment £ per week	+/- Change £ per week from current scheme
All council tax liability based on band C liability of £ 1283.99 a year						
Single person disabled working and in receipt of disability living allowance. (entitled to a disability premium)	3.69	104.25	A	80%	3.69	0.00
Lone parent receiving Income Support	3.69	244.08	1	75%	4.62	+0.93
Single person working	8.78	97.36	2	70%	5.54	-3.24
Couple working with one child	4.92	131.26	2	70%	7.39	+2.47
Couple working	12.03	148.68	3	60%	9.85	-2.18
Couple working with one child	10.58	202.67	4	50%	12.31	+1.73
Couple working with two children	15.48	316.40	5	40%	14.77	-0.71
Lone parent working receiving £50 a week child maintenance	10.24	279.01	5	40%	11.08	+0.84
Couple working with three children	4.92	326.61	6	30%	17.23	+12.31

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TO: ADULT SOCIAL CARE OVERVIEW & SCRUTINY PANEL
19th October 2016

DOMICILIARY SUPPORT OPTIONS
Chief Officer: Commissioning and Resources

1 PURPOSE OF REPORT

1.1 To advise the Panel on progress made on developing a new model for the provision of Domiciliary Care.

2 RECOMMENDATION(S)

2.1 The Panel is invited to comment on the proposed Domiciliary Care model which represents a change from current practice and requires a number of different elements of a system to change.

3 REASONS FOR RECOMMENDATION(S)

3.1 An Overview

There is a need to ensure domiciliary care is delivered with greater focus on an individual's outcomes, with a significant emphasis on regaining, preserving or achieving an optimal level of independence and promoting community access and integration.

An asset based approach to delivering support by providers through partnering with the voluntary and community sector will be a key factor in nurturing the resources to identify and activate solutions for people with a need.

The health care and social care systems also need to be considered as a whole rather than as parallel, separate systems including CHC and social care. Jointly commissioning services with health also supports better outcomes for individuals.

The new proposed model will ensure that the support and care delivered in people's own homes can:

- Support people to regain or attain independence to an optimum level
- Maximise and maintain people to live independently for as long as possible
- Support people to achieve their identified individual outcomes
- Decrease isolation and improve health and wellbeing.
- Respond to changing needs and demands
- Provide access to paid support where a need is identified
- Improve quality within domiciliary care services
- Develop links and provide access to the local community and voluntary sector organisations
- Provide access to assistive technology to maximise independence.
- Provide value for money and address the containment of costs

There is a need to shape the market such that it is incentivised to offer affordable, sustainable, consistent person-centred support which offers genuine choice and control to empowered individuals by experienced, appropriately and suitably qualified, and paid care staff.

A financial model will be developed to incentivise the change to enable providers to reduce the need for formal paid care and support. The new contracting arrangements, with a focus on outcomes and partnering with the voluntary and community sector will enable providers to work more creatively and flexibly with people to ensure they meet their needs.

3.2 Bracknell Forest Council Position

The current approach to commissioning domiciliary care is unsustainable. Current service provision along with a rise in the older population will result in an increase in the hours of domiciliary care being commissioned. This is both unaffordable and undeliverable given the recruitment difficulties in the sector.

This is evidenced from the Bracknell Forest Joint Strategic Needs Assessment which shows that around 6,000 people aged 65 and over living in the Borough are estimated to be unable to manage at least one or two domestic tasks on their own, with this figure estimated to increase to around 7,000 by 2020.

It is important that a new approach is developed to the way in which care and support is commissioned and delivered so that the growing range and level of need can be met in a more cost effective manner with regard to the availability of resources. That there is a focus on the outcomes achieved as a result of the support delivered, rather than the current arrangement which simply focuses on activity levels (task and time).

The health care and social care systems are currently operating as parallel, separate systems. There is now an opportunity for NHS Continuing Health Care and Social Care, through the introduction of Personal Health Budgets in developing a collaborative integrated approach in providing better outcomes for people with an identified need.

There are risks associated with the move to this new model, but there are greater risks associated with continuing with the existing model. The risks and challenges associated with workforce retention and recruitment, with high levels of staff turnover experienced by many providers and by the regeneration of the town centre requiring 3000 staff from April 2017.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 The alternative option is to maintain the current status quo. However there is no incentive for providers to make links with local communities that could enhance support and enable people to remain living independently within their own home. Furthermore maintaining relationships with 22 providers is time consuming; the volume of work with providers is low in most cases and this has a negative impact on the importance of the relationship the provider has with the commissioner.

A further alternative considered is the introduction of a Lead Provider model, currently in place in Royal Borough Windsor and Maidenhead, where a single provider manages the provision on behalf of the Council, allocating the work and managing other providers to deliver. This option represents significant risks of a lack of flexibility and of having no service at all in the event of the provider failing or red flagged due to concerns.

5 SUPPORTING INFORMATION

5.1 The Care Act 2014

The Care Act 2014 sets out the principle that the core purpose of adult care and support is to help people to achieve their outcomes (what matters to them) and the impact on their wellbeing. There are responsibilities on Councils for “market-shaping”, to stimulate the whole local market, not just the part which the Council purchases from directly. This duty is defined as the “shaping the future direction of the market” through a mix of providers (including small and large, generalist and specialist) and incentivising change to offer affordable person-centred support which offers genuine choice and control. The Care Act also sets out the duties to promote and support local providers within the care and support market.

Bracknell Forest has to improve and invest in the future of the home care force with a link to the wider policy initiatives to ensure a joined up approach and set out a pathway to address current and future needs. This will allow the facilitating of opportunities in how domiciliary need is assessed, planned and delivered to produce the steps necessary to improve the status of caring as a career. Bracknell Forest Council will be taking a proactive collaborative approach with Providers and the NHS in exploring opportunities to reshape the market and increase the level of quality within the local domiciliary market whilst ensuring the requirements of the Care Act 2014 are met.

5.2 The Domiciliary Care Position in Bracknell

There are twenty two approved domiciliary care providers commissioned by Bracknell Forest Council to meet the needs of older people and people with long term conditions who have been assessed as eligible for support funded by adult social care. In 2014/15, they delivered home based care to an average of 400 people each week in the borough; approximately 5,000 hours of domiciliary support is commissioned by Bracknell Forest Council per week.

The current contracts are spot contracts; there are no block or framework agreements to which the council is tied in. All providers work for the one agreed rate £16.71 per hour. The Council stipulates that carers must be paid the equivalent of the Bracknell Forest supplement and for travel time which exceeds the requirement of the Care Act 2014 to pay carers the National Minimum Wage of £15.74/hour (United Kingdom Homecare Association 2015).

There has been a marked upward trend with a doubling of hours of domiciliary support commissioned for the same number of people, leading to a doubling of costs within a 5 year period from £2m to £4m. There is no satisfactory explanation for this increase over and above the reduction in residential placements which does not account for the whole increase.

Traditionally “care to place” is between 200-400 hours per week; in Autumn 2015, this peaked at 700 hours. The in-ability for providers to recruit locally was cited as the issue. Both Bracknell Forest Council and Berkshire Care Association ran web-based and radio campaigns. The situation has improved significantly with the “care to place” in March, April and May 2016 being between 30 and 130 hours per week. Providers are currently reporting that there are no issues with recruitment.

In order to ensure that care packages are right-sized, to prevent increased need and to minimise dependency for support, the Better Care Fund has increased investment

in the Intermediate Care Domiciliary Reablement team for “Social Care Reablement”. The department has also resourced a small team (temporarily) to review existing packages of care to ensure they are not over and above what people need to remain independent.

5.3 **The Domiciliary Care Model (current and future)**

The current service model is a traditional model and based on task and time, with little or no flexibility and therefore tends ‘to do things for people’, rather than support people ‘to do things for themselves’, thus creating dependency. People tend to be regarded as passive recipients of care and support.

Providers are currently disconnected from the care planning process leading to support being allocated on the basis of task, time and availability of provider. This approach does not promote maximising independence.

A move away from “fixing problems” to an asset based approach which focuses on prevention and early intervention and where people are enabled to recognise their strengths and abilities to co-produce solutions to their needs working in partnership with support and service providers. Greater integration between health and social care focussing on outcomes based care; determined by individual service users will be a key part in redefining the offer to be people with an identified need.

Beginning with an assessment of a person’s needs with the person, the practitioner and provider focusing on achieving greater independence where ever possible, will give clear direction in the delivery of the support to be provided. With the provider supporting the person to regain their skills to maximise independence will enable those outcomes to be achieved. With the right support, alternative provision, such as a structured offer from the voluntary and community sector provision could be developed to provide specialist or community care offer. However the aim to identify solutions and resources that are available in their communities will require providers to work with individuals differently to access wider support networks in the community.

A maximising independence approach as part of care provision with people being supported to do as much as possible for themselves as the default position will require a significant cultural change both within the council, the individual with a need and the provider market.

Financial incentives to providers for reducing needs of individuals over time and meeting defined outcomes will be critical not only in obtaining buy-in from providers but in developing and supporting the market.

5.4 **Market Engagement**

In order to obtain the optimum model for future delivery, the Council is looking to co-produce the final model in conjunction with both the Domiciliary Care market, and with the voluntary sector. This approach allows providers and the voluntary sector to help shape the future delivery of service, within the parameters laid out above. There is no perfect outcome based domiciliary care model that can be simply adopted in Bracknell Forest. To this end, a series of workshops with the private and voluntary sectors are taking place through September and October.

Some of the issues to be covered in the series of workshops are:

- Financial model
The extent to which delivering hours, as opposed to delivering outcomes, is rewarded in the price.
- Creating “zones” (if applicable)
Should Bracknell Forest be divided into geographical zones for providers to bid for work within a zone – is this helpful, or unhelpful.
- Employing an asset based approach
How can we commission services that recognise that people, either on their own or as part of a wider network, are capable of contributing to their own care and improving the care of others.
- New relationships with the voluntary sector
How can the domiciliary care providers work with the voluntary sector to deliver outcomes to people, especially in those areas of work for an individual that do not required a CQC registered provider
- Timescales/phases for moving to a new model
Should the Council switch over to its new model from Day 1 of the new contracts, or should it be phased over time,

5.5 Procurement Process

In order to deliver an outcome-based, flexible and sustainable Domiciliary Care model, ongoing engagement and support of providers will be vital. Extensive consultation and dialogue with the market (domiciliary care providers, community and voluntary sector) during the tender preparation through stakeholder and market shaping events will need to be considered.

It is further proposed that the Council will work actively with providers to improve training and development opportunities for care staff including facilitating specialised training in particular areas in order to better meet the specific i.e. behaviours which are challenging and support the sharing of best practice.

There will be a clear expectation for providers to partner with the community and voluntary sector and detail within their tender submission how they will engage, co-ordinate and provide access to the community in a meaningful and active way to people with an identified need.

The proposed tender will reduce the number of providers we work with, thereby providing an opportunity to proactively work with a targeted number of agencies to share best practice and work with them to provide solutions to market issues, such as capacity and workforce. The significant reduction in the number of providers contracted with will need to be appropriately managed

An implication of the proposals is that not all providers currently delivering services for the Council or NHS (Continuing Health Care) will continue to do so in the future. It is anticipated that some staff will be protected by TUPE where the majority of their job is focused on providing a service to people with a need through the Council or NHS. The risk is that some staff may leave the sector to work within the new service industry within Bracknell Town Centre or will not be eligible for TUPE.

UNRESTRICTED

To respond to the issues and challenges the proposal is to establish an integrated framework with a reduced number of providers to:

- assure supply across the Bracknell
- address the viability of the proposed service model
- support sustainability in the market and in the workforce
- enhance quality and focus on outcomes
- develop arrangements which are manageable to run and consistent
- ensure value for money
- work within budget constraints
- categorise risks
- establish interim operational arrangements

There will be inclusion within the scope of the framework agreement for

- 'maintaining' independence' care and support at home
- maximising independence' care and support at home
- associated services funded through NHS Continuing Health Care

The key metrics for this are:

- Reducing the length of inpatient stays
- Reduced re-admissions within 30 days following discharge
- Improving hospital discharges
- People returning to their own homes and being diverted from residential settings

5.6 Procurement Timetable

Proposed Procurement Plan (see attached)

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1 An EIA screening will be undertaken as part of the procurement planning process.

Borough Treasurer

6.2 At this stage there are no financial implications to consider. These will be developed as part of the development of the model.

Equalities Impact Assessment

6.3 Not completed at this stage

Strategic Risk Management Issues

6.4 The Council needs to ensure that there are adequate and suitable resources to meet its obligations under the legislation

Other Officers

6.5 Alison Cronin

7 CONSULTATION

Principle Groups Consulted

7.1 Not completed at this stage

Method of Consultation

7.2 Not completed at this stage

Representations Received

7.3 Not completed at this stage

Background Papers

Appendix 1: Procurement Plan

Contact for further information

Neil Haddock, Chief Officer: Commissioning & Resources

Lynne Lidster
Head of Joint Commissioning
01344 351610

Rifit Hussain-Curtis
Joint Commissioning Manager
01344 351616

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OJEU LIGHT TOUCH ONE STAGE TENDER

Details	Officers Respons	Start Date	Duration	Completed By
Procurement Plan				
Draft Procurement Plan, EIA, PIA & Decision Report	Team		30	
Check whether Light Touch Regime, and if yes obtain CPV code				
Enter Procurement Plan decision on Forward Plan			publish for 28 days	
Final Market Event		08/11/16		
Procurement Plan and Report to CO for comment			5	
Legal, Procurement & Finance comments		10/11/16	5	17/11/16
Service Efficiency Steering Group comments		10/11/16	5	17/11/16
Amendments if required		17/11/16	1	18/11/16
AMT Meeting		n/a		
Papers sent to DMT for consideration		18/11/16		
DMT consideration - could bring forward if comments outside of DMT_{CO}	DMT	22/11/16	1	
Director & Exec Member decision	Member	30/11/16	1	
Call in period		01/12/16	5 working days	07/12/16
Tender Stage				
Draft OJEU Notice to legal				
Place OJEU Notice		08/12/16		
Place Advert SEBP & Contracts Finder (1 day after OJEU placed)		09/12/16		
Tender open period (absolute minimum 10 days)	Team	09/12/16		20/01/17
Complete TRF1 Form (online)		09/01/17	1	
Last questions from tenderers		09/01/17		
Issue final summary		11/01/17		
ITT return date		20/01/17		
Evaluation				
Put Award Decision on Forward Plan		07/12/17		
Take up references and credit checks		23/01/17		
Initial evaluation	Team	20/01/17	5	03/02/17
Presentations	Team	14/02/17	2	15/02/17

Finalise evaluation	Team	15/02/17	1	
Award Stage				
Draft Award Report	Team		5	
Circulate Award Report to CO		20/02/17	5	21/02/17
Circulate Award Report to legal and finance		22/02/17		01/03/17
Finalise Award Report		02/03/17	1	
DMT papers deadline		03/03/17		
DMT meeting	06-Dec	07/03/17		
CMT papers deadline		08/03/17		
CMT meeting	CMT	15/03/17		
PRG/Exec briefing papers deadline		15/03/17		
Portfolio Review Group		21/03/17		
Executive briefing		28/03/17		
Executive deadline		30/03/17		
Agenda publication		03/04/17		
Executive date		11/04/17		
Overview and scrutiny		12/04/17	5 working days	18/04/17
Finalise and Send out Decline/Award Letters		19/04/17		
*Voluntary OJEU Standstill Period		19/04/17	10 calendar days	01/05/17
Complete Notification of Award (Proc1)				
Publish redacted ITT for transparency on public website				
Send out contract				
Signed under seal				
Contract start date		01/09/17		

Specific Services above threshold i.e. LTR, the legal position is unclear, but CCS advises standstill to avoid the risk of ineffectiveness. If it's SOSS and below threshold, not LTR, ar

**TO: ADULT SOCIAL CARE AND HOUSING OVERVIEW AND SCRUTINY PANEL
19 OCTOBER 2016**

**EXECUTIVE KEY AND NON-KEY DECISIONS RELATING TO ADULT SOCIAL CARE
AND HOUSING**

Assistant Chief Executive

1 PURPOSE OF REPORT

- 1.1 This report presents scheduled Executive Key and Non-Key Decisions relating to Adult Social Care and Housing for the Panel's consideration.

2 RECOMMENDATION(S)

- 2.1 **That the Adult Social Care and Housing Overview and Scrutiny Panel considers the scheduled Executive Key and Non-Key Decisions relating to Adult Social Care and Housing appended to this report.**

3 REASONS FOR RECOMMENDATION(S)

- 3.1 To invite the Panel to consider scheduled Executive Key and Non-Key Decisions.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 None.

5 SUPPORTING INFORMATION

- 5.1 Consideration of Executive Key and Non-Key Decisions alerts the Panel to forthcoming Executive decisions and facilitates pre-decision scrutiny.
- 5.2 To achieve accountability and transparency of the decision making process, effective Overview and Scrutiny is essential. Overview and Scrutiny bodies are a key element of Executive arrangements and their roles include both developing and reviewing policy; and holding the Executive to account.
- 5.3 The power to hold the Executive to account is granted under Section 21 of the Local Government Act 2000 which states that Executive arrangements of a local authority must ensure that its Overview and Scrutiny bodies have power to review or scrutinise decisions made, or other action taken, in connection with the discharge of any functions which are the responsibility of the Executive. This includes the 'call in' power to review or scrutinise a decision made but not implemented and to recommend that the decision be reconsidered by the body / person that made it. This power does not relate solely to scrutiny of decisions and should therefore also be utilised to undertake pre-decision scrutiny.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

No advice was sought from the Borough Solicitor, the Borough Treasurer or Other Officers or sought in terms of Equalities Impact Assessment or Strategic Risk Management Issues. Such advice will be sought in respect of each Executive decision item prior to its consideration by the Executive.

7 CONSULTATION

None.

Background Papers

Local Government Act 2000

Contact for further information

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ADULT SOCIAL CARE & HOUSING OVERVIEW & SCRUTINY PANEL**EXECUTIVE WORK PROGRAMME**

REFERENCE:	I062820
TITLE:	Homeless Strategy
PURPOSE OF REPORT:	To consider the Homeless Strategy following consultation.
DECISION MAKER:	Executive Member for Adult Services, Health and Housing
DECISION DATE:	17 Oct 2016
FINANCIAL IMPACT:	Within available resources
CONSULTEES:	Voluntary Organisations Wider Community Homeless customers
CONSULTATION METHOD:	Via Homeless Forum Via Consultation Portal Via Direct Communication with homeless customers

REFERENCE:	I062200
TITLE:	Drug & Alcohol Recovery Services
PURPOSE OF REPORT:	Following a formal tender exercise to agree to the awarding of a contract to a Prime Provider for drug and alcohol recovery services.
DECISION MAKER:	Executive
DECISION DATE:	15 Nov 2016
FINANCIAL IMPACT:	Revenue savings anticipated. Details to be incorporated into the report.
CONSULTEES:	None
CONSULTATION METHOD:	None

Unrestricted

REFERENCE:	I064153
TITLE:	Charging Options for Care and Support at Home
PURPOSE OF REPORT:	To seek approval from the Executive to consult on possible options for charging for Adult Social Care.
DECISION MAKER:	Executive
DECISION DATE:	13 Dec 2016
FINANCIAL IMPACT:	Within existing budget; the costs of running the consultation will be met from within existing resources
CONSULTEES:	People in receipt of non residential adult social care support.
CONSULTATION METHOD:	Letter Public Notice

REFERENCE:	I063292
TITLE:	Intermediate Care Commissioning
PURPOSE OF REPORT:	Consideration and approval of a business case on the future commissioning arrangements for Intermediate Care.
DECISION MAKER:	Executive
DECISION DATE:	13 Dec 2016
FINANCIAL IMPACT:	None at this time, a business case being developed for this decision will determine the financial impact
CONSULTEES:	CCG, Frimley Hospital, Voluntary Sector, Healthwatch, GPs
CONSULTATION METHOD:	Meetings with interested parties Staff if the Organisational Change Process needs to be utilised

Unrestricted

REFERENCE:	I063143
TITLE:	Domiciliary Support Service Tender
PURPOSE OF REPORT:	To approve the Procurement Plan for the Domiciliary Support Service Tender.
DECISION MAKER:	Director of Adult Social Care, Health & Housing, Executive Member for Adult Services, Health and Housing
DECISION DATE:	31 Dec 2016
FINANCIAL IMPACT:	To be incorporated into the report
CONSULTEES:	Internal teams within Adult Social Care who are part of the project team, organisations who provide domiciliary support (both current providers and potential providers), voluntary organisations, people who use the service, and their carers.
CONSULTATION METHOD:	Series of market shaping Consultation with local residents

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