



HILLINGDON
LONDON



Social Services, Health and Housing Policy Overview Committee

Councillors on the Committee

Judith Cooper (Chairman)
Peter Kemp (Vice-Chairman)
David Benson
Sukhpal Brar
Patricia Jackson
John Major
June Nelson
Mary O'Connor

Date: WEDNESDAY, 30
JANUARY 2013

Time: 6:00 PM

Venue: COMMITTEE ROOM 5
CIVIC CENTRE
HIGH STREET
UXBRIDGE
MIDDLESEX
UB8 1UW

**Meeting
Details:** Members of the Public and
Press are welcome to attend
this meeting

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<http://modgov.hillingdon.gov.uk/ieListDocuments.aspx?CId=247&MId=1439&Ver=4>

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Policy Overview

About this Committee

This Policy Overview Committee (POC) will undertake reviews in the areas of Social Services, Health & Housing and can establish a working party (with another POC if desired) to undertake reviews if, for example, a topic is cross-cutting.

This Policy Overview Committee will consider performance reports and comment on budget and service plan proposals for the Council's Adult Social Care, Health and Housing Department.

The Cabinet Forward Plan is a standing item on the Committee's agenda.

The Committee will not consider call-ins of Executive decisions or investigate individual complaints about the Council's services.

Terms of Reference

To perform the following policy overview role:

1. conduct reviews of policy, services or aspects of service which have either been referred by Cabinet, relate to the Cabinet Forward Plan, or have been chosen by the Committee according to the agreed criteria for selecting such reviews;
2. monitor the performance of the Council services within their remit (including the management of finances and risk);
3. comment on the proposed annual service and budget plans for the Council services within their remit before final approval by Cabinet and Council;
4. consider the Forward Plan and comment as appropriate to the decision-maker on Key Decisions which relate to services within their remit (before they are taken by the Cabinet);
5. review or scrutinise the effects of decisions made or actions taken by the Cabinet, a Cabinet Member, a Council Committee or an officer.
6. make reports and recommendations to the Council, the Leader, the Cabinet or any other Council Committee arising from the exercise of the preceding terms of reference.

In relation to the following services:

1. social care services for elderly people, people with physical disabilities, people with mental health problems and people with learning difficulties;
2. provision of meals to vulnerable and elderly members of the community;
3. Healthy Hillingdon and any other health promotion work undertaken by the Council and partners to improve the health and well-being of Hillingdon residents;
4. asylum seekers;
5. the Council's Housing functions including: landlord services (currently provided by Hillingdon Homes), private sector housing, the 'Supporting People' programme, benefits, housing needs, tenancy allocations and homelessness and to recommend to the Cabinet any conditions to be placed on the exercise of the delegations by Hillingdon Homes.

Policy Overview Committees will not investigate individual complaints.

Agenda

CHAIRMAN'S ANNOUNCEMENTS

- 1 Apologies for Absence and to report the presence of any substitute Members
- 2 Declarations of Interest in matters coming before this meeting
- 3 To receive the minutes of the meeting held on 11 December 2012 1 - 4
- 4 To confirm that the items of business marked in Part I will be considered in Public and that the items marked Part II will be considered in Private
- 5 Forward Plan 5 - 156
- 6 Budget Proposals report for: Social Services, Health and Housing Services 2013/14 157 - 194
- 7 Major Reviews in 2012/13 - Draft Report - Review of Adult Community Mental Health Services 195 - 286
- 8 Work Programme 287 - 290

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Minutes

SOCIAL SERVICES, HEALTH AND HOUSING POLICY OVERVIEW COMMITTEE

11 December 2012



Meeting held at Committee Room 5 - Civic Centre,
High Street, Uxbridge UB8 1UW

	<p>MEMBERS PRESENT: Councillors: Cllr Judith Cooper Cllr Peter Kemp Cllr David Benson Cllr Sukphal Brar Cllr Pat Jackson Cllr John Major Cllr June Nelson</p>
	<p>OFFICERS PRESENT: Linda Sanders (Director Social Care, Health) Maira Wilson (Deputy Director Social Care and Health) Neil Stubbings (Deputy Director of Housing, Residents Services) Alan Coe (Mental Health Consultant, working for the Social Care, Health and Housing Department) Andrew Thiedeman (Service Manager Mental Health) Charles Francis (Democratic Services Officer)</p> <p><u>Also present:</u> Sandra Brookes (CNWL) Joan Vesey (NHS Hillingdon) Dr Ellis Friedman – (PCT / LBH Director of Public Health) Graham Hawkes – Hillingdon LINK</p>
33.	<p>APOLOGIES FOR ABSENCE AND TO REPORT THE PRESENCE OF ANY SUBSTITUTE MEMBERS (<i>Agenda Item 1</i>)</p> <p>Apologies Cllr Mary O'Connor, no substitute</p>
34.	<p>DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THIS MEETING (<i>Agenda Item 2</i>)</p> <p>Cllr Peter Kemp declared non-pecuniary interests as a member of the Board of CNWL and as a member of the Trustees of Hillingdon MIND</p>
35.	<p>TO RECEIVE THE MINUTES OF THE MEETING HELD ON 7 NOVEMBER 2012 (<i>Agenda Item 3</i>)</p> <p>Were agreed as an accurate record</p>
36.	<p>TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED IN PART I WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS MARKED PART II WILL BE CONSIDERED IN PRIVATE (<i>Agenda Item 4</i>)</p> <p>All items were considered in Public</p>

37.	<p>ADULT COMMUNITY MENTAL HEALTH SERVICES - DRAFT REPORT FRAMEWORK & DRAFT RECOMMENDATIONS (<i>Agenda Item 5</i>)</p> <p>The Mental Health Consultant introduced the draft report framework and reviewed the written and witness evidence the Committee had received.</p> <p>Following discussions the following points were noted:</p> <ul style="list-style-type: none"> • That the draft final report include a Chairman’s Foreword and Closing Word • Recommendation 1: That the first recommendation concerning a performance report produced by the Mental Health Partnership Board be moved and included at the end of the report recommendations. • Recommendation 4: That the recommendation be amended to propose improvements to crisis provision • That the draft final report include reference to the one, one, one crisis telephone help line service • Recommendation 11: That the word ‘effectively’ be added to the recommendation • That the report include the scope to improve access to information including the Council’s website and Directory of Services • That all recommendations be grouped under the lines of enquiry set out in the scoping report for the review <p>Resolved –</p> <p>1. That the report be amended for 30th January 2013 meeting incorporating the changes listed above.</p>
38.	<p>HOUSING AND BENEFIT CHANGES AND THE IMPACT ON HILLINGDON RESIDENTS FROM JANUARY 2013 SCOPING REPORT - (<i>Agenda Item 6</i>)</p> <p>The Deputy Director of Housing, Residents Services introduced the scoping report for the Committee’s second review entitled ‘Housing and Benefit Changes and the Impact on Hillingdon Residents from January 2013’.</p> <p>The Committee heard that the focus of the review would be what the Council was doing to mitigate the impacts of the proposed changes.</p> <p>During discussions, it was noted that as housing benefits would no longer be paid to landlords, it was anticipated that this would lead to a rise in homelessness. The Committee agreed it was essential for the review to have access to the most up to date statistics to enable it to make informed judgements and also ensure recommendations were based on the latest information.</p> <p>The scoping report was agreed subject to a number of minor amendments which included:</p> <ul style="list-style-type: none"> • That a representative from a Housing Association be invited as a witness for the review • That the review have regard to Black and Minority Ethnic families where English was not their first language and the likely impact of changes to this group.

	<ul style="list-style-type: none"> • That the review include the impacts to travelling communities <p>Resolved –</p> <p>1. That the scoping report be agreed subject to the amendments proposed at the meeting.</p>
39.	<p>WORK PROGRAMME (<i>Agenda Item 7</i>)</p> <p>Reference was made to the work programme and timetable of meetings.</p> <p>With reference to 30th January 2013 meeting, the Committee agreed to start this meeting at 6:00 pm to consider items from the Forward Plan.</p> <p>Resolved –</p> <p>That the report be noted.</p>
40.	<p>FORWARD PLAN (<i>Agenda Item 8</i>)</p> <p>The Committee considered the following briefing notes at the meeting:</p> <ul style="list-style-type: none"> • Cabinet Member Decision Item 834 – Anti-Social Behaviour Policy for Tenants and Leaseholders • Cabinet Member Decision Item 835 – Domestic Violence Procedures for Housing Staff <p>In addition, the Committee considered the Forward Plan from December 2012 to March 2013:</p> <p>Resolved –</p> <ol style="list-style-type: none"> 1. That the contents of briefing notes 834 and 835 be noted 2. That the 30th January 2013 meeting start at 6 pm to consider: <ul style="list-style-type: none"> • Cabinet Item 741a – Hillingdon Housing Strategy 2012-2015 Policy Framework • Cabinet Item 813 – Tenancy Strategy • Cabinet Item 836 – Outcome of further consultation on Learning Disabilities Day Services (<i>subsequently moved to February 2013 Cabinet</i>)
	<p>The meeting, which commenced at 7pm, closed at 8:40pm.</p>

These are the minutes of the above meeting. For more information on any of the resolutions please contact Charles Francis on 01895 556454. Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

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FORWARD PLAN – FEBRUARY 2013 TO MAY 2013

Contact officer: **Charles Francis**

Telephone: **x 6454**

REASON FOR ITEM

To review the Cabinet Forward Plan of forthcoming executive decisions to be made and any items on a published Cabinet agenda (if applicable).

OPTIONS OPEN TO THE COMMITTEE

- To comment on items going to the Cabinet or Cabinet Members for decision.
- Or to note the items and decide not to comment.

INFORMATION

The Forward Plan

The Committee's terms of reference enable it to monitor the Cabinet's Forward Plan and comment, if required, to the relevant decision-maker (Cabinet or Cabinet Member) on future decisions within the Committee's remit before they are made. Comments made by the Committee, depending upon publication timings, can be included within forthcoming reports to the Cabinet or Cabinet Member.

The current edition of the published Forward Plan is attached showing those items that are within this Committee's remit. The Forward Plan is published around the middle of each month (at least 28 clear days before the next Cabinet meeting) to comply with regulations around giving advance notice of future executive decisions.

Committee Members can ask questions they have about a particular Forward Plan item in advance and if necessary, through the agreement of the Chairman, request an officer to be present at the Committee meeting to give advice.

At the last meeting, the Committee agreed to consider the Hillingdon Housing Strategy 2012-2015 Policy Framework and Tenancy Strategy at 30th January 2013 meeting. These items are attached to this covering report.

The Cabinet agenda

If the Cabinet agenda has been published and the Committee meets before the date of the Cabinet meeting, the Committee is entitled to provide comments on a report under their remit to Cabinet. This is normally added to an addendum sheet tabled on the night of the Cabinet meeting .

SUGGESTED COMMITTEE ACTIVITY

- To consider Hillingdon Housing Strategy 2012-2015 Policy Framework and Tenancy Strategy.
- To consider whether there are comments or suggestions that the Committee wishes to make that will aid Cabinet's decision-making.

HILLINGDON'S HOUSING STRATEGY 2012-15, TENANCY STRATEGY, TENANCY POLICY AND REVIEW OF THE HOUSING ALLOCATION POLICY

Cabinet Member(s)	Councillor Philip Corthorne
Cabinet Portfolio(s)	Social Services, Health and Housing
Officer Contact(s)	Neil Stubbings, Residents Services Paul Feven, Finance
Papers with report	Draft Housing Strategy 2012-15 (Appendix 1) Draft Tenancy Strategy (Appendix 2) Draft Tenancy Policy (Appendix 3) Draft Review of the Housing Allocation Policy (Appendix 4)

1. HEADLINE INFORMATION

Summary	<p>The Housing Strategy (Appendix 1) illustrates how the Council will enable residents to live in homes of all tenures which are in good condition, energy efficient and well managed. It also describes services and specialist housing for vulnerable people who require assistance to live independently in the community. The strategy takes account of the flexibilities offered by the Government's localism agenda and implications of welfare reform. These flexibilities include the opportunity to offer fixed term tenancies for new social housing tenants rather than the long term secure and assured tenancies that are currently offered.</p> <p>The Tenancy Strategy (Appendix 2) is the Council's guide for all registered social housing providers regarding how they should implement fixed term tenancies in Hillingdon.</p> <p>The Tenancy Policy (Appendix 3) explains how the Council will implement fixed term tenancies in its own stock.</p> <p>The Localism Act also gives the Council new freedoms to revise the way in which social housing is allocated to reflect local priorities. The Review of the Housing Allocation Policy (Appendix 4) is also considered by this report.</p> <p>Cabinet is asked to approve the draft documents subject to a further report to Cabinet detailing the outcome of consultation with stakeholders.</p>
Contribution to our plans and strategies	The Housing Strategy, Tenancy Strategy, Tenancy Policy and review of the Housing Allocation Policy support the objectives of the Sustainable Community Strategy and the Health and Wellbeing Strategy.

Financial Cost	There are no direct financial implications arising from the recommendation of this report. All associated costs will be contained within future budgets prepared within the MTFF framework.
Relevant Policy Overview Committee	Social Services, Health and Housing Policy Overview Committee
Ward(s) affected	All.

2. RECOMMENDATION

That Cabinet:

- a) Approves the Housing Strategy 2012-15, the Tenancy Strategy, Tenancy Policy and the review of the Housing Allocation Policy for consultation and;**
- b) Notes that a further report to Cabinet in April 2013 will present the outcome of consultation with stakeholders and the four documents for formal approval.**

Reasons for recommendation

The delivery of the Housing Strategy, Tenancy Strategy, Tenancy Policy and Allocations Policy review is intended to result in the following benefits for Hillingdon residents:

- Timely and effective help and advice for households who approach the Council with a housing need;
- Allocation of social housing in a clear and transparent way, taking account of criteria decided locally;
- Better use made of Council housing for those who need it;
- The development of affordable homes to meet the needs of families who cannot afford market housing;
- Empty homes are brought back into use;
- Homes in the Borough have improved energy efficiency and fewer households live in fuel poverty;
- Older people and other people in vulnerable groups have the choice of living in housing especially designed for them, where care and support are provided.

Alternative options considered / risk management

The alternative options available to Cabinet are not to approve the draft documents for consultation or to require amendments to the documents prior to approval.

Policy Overview Committee comments

None at this time but the Committee's input will be requested as part of the consultation process should Cabinet agree the recommendations in this report.

3. INFORMATION

Supporting Information

This report provides an overview of the four key housing documents which are appended. Once the drafts are agreed by Cabinet, a full consultation exercise will be undertaken, including online questionnaires and consultation meetings over a period of eight weeks. The outcome of the consultation will be reported back to Cabinet at its April meeting, along with the four documents for formal approval.

Housing Strategy 2012-15 (Appendix 1)

1 The strategy sets out the overall direction for housing services. The Council's housing mission is to enable residents to live safe, healthy and independent lives. Services will be developed according to three strategic priorities:

- **Managing demand** - keeping residents independent, investing in preventative services to stop or significantly delay residents becoming homeless, in housing need or requiring ongoing social care.
- **Managing supply** - commissioning private and voluntary housing services and social care, delivering support, choice and independence to vulnerable, complex and high dependency residents.
- **Managing the support** - efficient and effective in-house service provision that is focussed on reablement, delivering time-limited interventions to effect change so residents can learn or re-learn crucial skills to live independently.

2 The strategy will also need to take into account the Government's housing agenda. Meeting people's housing aspirations is one of the priorities of the Government's decentralisation and localism agenda. In particular, the Government's plans for the reform of social housing and for welfare reform will have an impact on housing in the Borough. In addition, the proposed Care and Support Bill is likely to include a new duty to ensure that adult social care and housing services work together.

Evidence of need

3 Key points from the evidence of housing need contained within the Housing Strategy are:

Household growth - According to Government projections (DCLG, November 2010) household numbers in Hillingdon were expected to grow from an estimated 107,000 in 2013 to 131,000 in 2033, an increase of 22%. Household numbers in Outer London overall were also expected to grow by 22%, and in London overall by 21% over the same period.

The first results of the Census 2011, published in 2012, showed that 273,936 people were normally resident in 100,214 households, indicating that the previously published projections for Hillingdon are higher than is in fact likely to be the case.

Housing requirement - The number of households on the Council's housing register has increased during 2011/12 by 31% to 9,800. While this is not a reliable indicator of need for social housing, as the majority of applicants will not

have a priority need within the Council's policy for allocating social housing, it is however an indication that there is an increasing number of households who cannot easily afford to buy or rent on the open market. Hillingdon's most recent Housing Market Assessment found that a net additional 2,624 homes a year over five years would be required to meet the current and newly arising need for affordable homes.

Affordability – Hillingdon's average house prices are seven times the average household income. The continuing squeeze on mortgage finance makes home ownership less accessible to residents of the Borough. Mortgages for buy to let property and shared ownership schemes have also been severely affected.

Affordable Housing – Supply and Demand in Hillingdon

4 The supply of affordable housing available to Hillingdon's residents is a challenge. Despite the successes that Hillingdon has achieved – regularly over-delivering on affordable housing targets – many Hillingdon residents are concerned about the affordability of their own housing and the availability of good quality, affordable housing for their children when they need it.

5 In terms of people who rent accommodation in the Borough, the majority live in the social rented sector. The total number of social rented homes let during 2011/12 was 765. The demand for social housing far outweighs the supply of this scarce resource. The majority of social housing in the Borough has 2 bedrooms or fewer.

6. The greatest concentration of private sector rental property is in the south of the Borough where rent levels are generally lower. However, private rents in Hillingdon are increasing caused by a combination of the greater demand for rental property and the fact that more renters are moving to outer London as central London becomes unaffordable. Over a quarter of those households living in the private rented sector rely upon Local Housing Allowance (LHA).

7 Between 2008/9 and 2011/12 1,699 affordable homes were completed in the Borough (social rented or intermediate). These were developed by housing associations, by the Council or by private housing developers as a condition of planning permission on larger housing sites. While Hillingdon has been very successful in developing affordable housing above and beyond the targets that have been set by the Greater London Authority, supply remains a constant challenge.

Outline of key proposals

8 The strategy contains a number of proposals to deliver future housing services which are aligned with the Council's strategic priorities and the national housing agenda.

Homelessness prevention

- There will be more advice and support for people needing help with their housing problems. Proactive work to prevent households becoming homeless has already commenced with a focus on Hillingdon residents whose housing benefit payments will fall as a result of planned Government changes.

Homelessness duty

- The Council is investigating how good quality private rented housing can be secured for households to whom we have accepted a housing duty. Currently, such households are

able to refuse suitable accommodation in the private rented sector that is offered as a settled home. New legislation means that the Council is able to discharge the duty with offers of suitable accommodation in the private rented sector, without requiring the applicant's agreement. The Council will retain the need to assess whether a homelessness duty is required for a two year period in the event that the private sector tenancy is ended (unless the reason is intentional homelessness). Local authority housing duties to children (as enshrined in Section 20 of the Children's Act 1989) are met by strong corporate working across Council services delivering housing and children's social care.

Allocation of social housing

- The Council's allocations policy is under review in 2012/13. The review explores whether some non-priority households should be able to apply for housing. Access may be increased for some local preference groups. The aim will be to focus future effort on those in greatest housing need and ensure that residents are fully aware of the likelihood of being rehoused. The section on the review of the Allocations Policy in this report provides further details.

New housing provision

- A minimum provision of 5,475 additional homes is planned until 2026, based on known sites coming forward to be developed. On sites with a capacity of ten or more homes, the Council will aim for 35% affordable homes, with a tenure mix of 70% for social rent and 30% for intermediate housing. Affordable housing should reflect the need for family sized homes. High quality design is a priority for housing in all tenures.

Flexible social housing tenancies

- The Council's Tenancy Strategy sets out how the flexibilities in the Localism Act 2011 will be used in Hillingdon. It will be possible to move away from long term secure and assured tenancies and ensure that social housing is available to people for as long as this is required which may be for shorter periods. The sections of this report on the Tenancy Strategy and Hillingdon's Tenancy Policy provide further details.

Energy efficiency

- The Council will continue the very successful strategy to access resources for energy efficiency work. This includes assessing how local residents and landlords can best be supported to benefit from the Green Deal when it is introduced. The Council will work with the Mayor of London to ensure the scheme's introduction is as effective as possible.

Council housing stock condition

- The Council's Asset Management Strategy, determining how future investment in Council housing is made, will focus on essential work, on electrical and fire safety, maintaining the Decent Homes standard, supporting independence at home for older and vulnerable residents, energy efficiency measures and improving estates and shared spaces.

Mobility and choice

- The Council will continue the successful mobility schemes enabling existing Council tenants to move to more appropriate accommodation within Council owned stock or the social rented sector. The Council will take part in the Mayor's pan London mobility scheme which prioritises under occupiers and helps social tenants to move in order to find employment.

Supported housing

- The Council is currently considering plans to deliver (in partnership with registered providers) a programme of supported accommodation over the next three years to meet identified need. The Council's first two social rented extra care schemes together provide 95 extra care places for older people, including people with learning or physical disabilities.

Tenancy Strategy (Appendix 2)

The Tenancy Strategy is a document that all registered providers should have regard to in setting their tenancy policy for Hillingdon. Discussions held with providers show that they will generally be following Hillingdon's expectations.

9 Before the Localism Act, social landlords were normally only able to grant long term secure and assured tenancies. Sometimes this meant that people acquired a social home at a moment of crisis in their life and continued to live there long after their need for it has passed. Meanwhile, social rented housing remains much sought after with demand far outstripping supply. The Government has introduced the freedom to grant flexible fixed term tenancies as a way of enabling local authorities to make use of this scarce and valuable public resource.

10 The security and rights of existing social housing tenants are protected, including when they move to another social rented home. However, provisions in the Localism Act allow for more flexible arrangements for people entering social housing in the future. Social landlords can grant tenancies for a fixed length of time with the expectation that five years in Hillingdon will be the norm but with a minimum period of two years in exceptional circumstances. At the end of the fixed term, the household's circumstances will be reviewed by the social landlord and if the household still needs the accommodation, the tenancy can be renewed.

11 There is no upper limit on the length of tenancy and social landlords can still offer long term secure and assured tenancies if they wish. Fixed term tenancies can however enable social landlords to manage their social homes more effectively and deliver better results for local communities. The intention within Hillingdon is for a five year period to be the norm.

12 The Localism Act requires local authorities to publish a tenancy strategy to guide registered social housing providers in developing tenancy policies for their own stock.

13 Registered social housing providers (including the Council in its landlord role) must publish a tenancy *policy* before they can use flexible tenancies and in doing so should have regard to the Council's tenancy *strategy* for the Borough covering the following points:

- the kinds of tenancies that are granted;
- the circumstances in which a tenancy of a particular kind will be granted;
- the lengths of the tenancies where fixed term tenancies have been introduced;
- the circumstances in which a further tenancy will be granted once a fixed term tenancy has come to an end.

Outline of key proposals for Hillingdon

Fixed term tenancies

14 The use of fixed term tenancies is recommended (following on from introductory or probationary tenancies) as they provide a clear way of making the best use of the limited

resource of social housing. Adoption of the Tenancy Strategy by all registered providers working in the Borough would ensure that new tenancies were on similar fixed terms, providing a clear and straight-forward offer to those seeking to access social housing. Existing social tenancies would be protected and remain unchanged from their current status.

Tenancy length

15 A minimum of a five year fixed term tenancy is proposed for most households. It is also recommended that all fixed term tenancies should be preceded by a one year introductory tenancy. For households in specific circumstances the Council may want to express the following preferences for tenancy lengths, including those longer or shorter than five years:

Households with a disabled household member (adult or child)

- Five year fixed term tenancies are recommended for disabled adults with health and/or care needs e.g. mental ill health or a physical or learning disability;
- For people with serious and enduring long term conditions i.e. where there is no likelihood that housing circumstances or other needs will change, living in appropriately adapted or supported accommodation, the expectation is that the fixed term tenancy would be renewed, provided the property still meets the needs of that person .

Families with children

- Five year fixed term tenancies are recommended for all families, including those where children are of school age or younger;
- Shorter fixed term tenancies (e.g. two years) would be acceptable in circumstances where fostering or adoption is the main reason for a social tenancy being allocated.

Single person households and childless couples of working age

- Five year fixed term tenancies are recommended for most single people or couple households;
- Five years fixed term tenancy are recommended for young people leaving care
- Shorter fixed term tenancies e.g. two years, are recommended where it is felt that this; will contribute towards enabling the individual to work towards greater independence and other positive outcomes, for example specialist housing schemes for care leavers.

Older people (over 60)

- Five year fixed term tenancies for general needs accommodation;
- “Life-time” tenancies for extra care and sheltered accommodation.

Other circumstances

- Secure tenants moving to an Affordable Rent property could be offered an appropriate incentive to move. This could be in the form of a “life-time” tenancy. This could be advertised through the Locata process;
- Secure tenants under-occupying their current property and who are willing to move to a smaller home could be offered an appropriate incentive to move such as a long term “life-time” tenancy;
- Supported housing tenancies require a more tailored approach, depending upon the nature of the scheme. The proposal acknowledges that it will be important to ensure that throughput is maintained in supported housing schemes by enabling tenants to move on at the appropriate time. This may be after a very short period (e.g. for a refuge), after 6 months, two years or longer.

Tenancy renewal

16 The Council would expect a clear and transparent review process to be in place which would be understood by the tenant at the time of tenancy sign up. This would be to ensure that, during the 6-9 months before the tenancy is due to expire, the landlord reviews the tenant's housing needs and states before the six month date of expiry whether it intends to renew the tenancy or not, giving appropriate reasons where the latter applies.

17 The proposal is that while there should be no presumption that a tenancy would be renewed, the Council would expect a large proportion of tenancies to be renewed where tenancy conditions have been met and the tenant's (or tenants') circumstances have not substantially changed.

Tenancy policy (Appendix 3)

18 The Tenancy Policy shows how Hillingdon Council, as a registered provider of social housing, will allocate and manage social housing tenancies. The Council's Tenancy Policy reflects the flexibilities included within the draft Tenancy Strategy.

Outline of key proposals

New tenancies (after the date of publication of the Tenancy Policy)

19 Flexible, fixed term tenancies are recommended after one year probationary tenancies. Five year tenancies are proposed as the norm, with two year and secure and assured tenancies offered for individual household and property types will in accordance with the draft Tenancy Strategy for the Borough. If the household still needs the accommodation the presumption will be that their tenancy will be renewed.

Tenancy reviews

20 Formal tenancy reviews are proposed no later than seven months before the end of the tenancy. The tenant would receive six months written notice of intention to reissue a tenancy for the household's current home or not to reissue a tenancy but to assist in finding another home before the current tenancy ends.

Tenancy succession

21 The Localism Act makes changes to the statutory right of succession for all secure and assured and fixed term tenancies starting after 1 April 2012. (The succession rights of existing secure and assured tenants and those living with them are unaffected.) From the date of the Tenancy Policy's introduction, in accordance with the Act it is proposed to limit succession to one succession which can only be taken up by the deceased tenant's spouse (husband, wife, common law partner or partner from a civil partnership), rather than by the broader list of family members which has been in use in Hillingdon.

Council tenants on higher incomes

22 The Council could decide to increase the rent for a Council property to at least 80% of market rent in cases where the tenant's income is higher than a threshold set by Government. The reasoning behind this is that the household could afford either to rent privately or purchase on the open market. Guidance has not yet been published but Government consultation has set the possible figure at £60,000 or above. This income threshold is included in the review of the Allocations Policy. The additional rent would be used as a contribution to the cost of new affordable homes.

Review of the Housing Allocation Policy (Appendix 4)

23 The Localism Act introduces new freedoms for local authorities to determine how they allocate social and affordable housing. There is opportunity to revise the Housing Allocation policy to give priority to certain groups, reflecting local need and to build more sustainable communities. The options presented for approval by Cabinet are made in light of the provisions of the Localism Act 2011, Welfare Reform Act 2012 and GLA Housing Strategy. The review takes account of new regulation, changes in housing market conditions and local priorities.

24 The review of the allocations policy supports the objectives of the Housing Strategy, Tenancy Strategy and Tenancy policy and ensures that:

- The scarce resources of social housing is used flexibly and not provided to those households who do not require it;
- Social housing is used as effectively as possible to meet housing need in the Borough
- The use of social housing reduces reliance on inappropriate and costly forms of temporary accommodation;
- Vulnerable people within social housing are provided with stability and support
- Allocation of housing tackles health inequalities.

Outline of key proposals

Reasonable preference

25 In order to maintain the protection provided by the existing statutory 'reasonable preference' criteria, Councils must continue to give priority to those most in need. They are:

- Homeless households;
- Overcrowded households;
- Households living in unsatisfactory housing conditions;
- Households with medical and welfare need.

Local flexibilities

26 Councils are encouraged to set their own criteria and decide who is eligible to join the housing register. In addition, Councils are entitled to give priority to other categories of applicants in order to meet local needs, provided they do not dominate the scheme. The following options are recommended for Hillingdon:

- **Excluding households with no housing need (Band Ds)** - this will enable the Council to operate a more focused waiting list which better reflects local circumstances and can be understood more readily by local people. It will also help in managing unrealistic expectations by excluding people with little or no prospect of being allocated accommodation. They will be signposted and given relevant information and advice through the use of mechanisms such as 'Targeted housing option' website.
- **Ex-service personnel** – recent government guidance recommends that members of the armed forces should not be disqualified on residency grounds. In addition to this, it is recommended that further priority is given to members of the forces who have continuously resided in the Borough for 10 years before signing up for the service and have not been dishonourably discharged. In addition, the provision will be extended to family members.

- **Rewarding those who work** – Additional priority will be awarded to those in housing need and working.
- **Introducing a residency criterion** - applicants would be required to demonstrate that they have been residing in the Borough for a minimum of 10 years in order to join the housing register, regardless of their other needs. Exceptions are set out in the Allocation Policy in Appendix 4.
- **10 year continuous local residency** – Households in housing need who have lived in the Borough continuously for a minimum of ten years at the time of applying for re-housing will be awarded additional priority. This will support stable communities and reward households who have had a long term attachment to the Borough.
- **Financial circumstances** – households with sufficient income or assets would be excluded from the Housing Register. This will apply to any household which owns or has an interest in a property, has a gross income above the level required for local cost home ownership and/or has savings or assets of or above £30k. For homeless households, an affordability test will continue to be applied to ensure there is consistency of outcome.
- **Other specific local priorities** – couples over 21 years without children who are working will be awarded additional priority.
- **Encouraging personal responsibility** - it is proposed to introduce a more effective system where applicants who bid for and refuse more than 3 reasonable offers within a 6 month period are suspended from bidding for a period of 6 months. It is also proposed that where homeless households in temporary accommodation do not bid over a period of time, a direct allocation can be made by the Council.

Financial Implications

27 The Housing Strategy set out in this report will be contained within resources approved by Council over the life of the strategy. The Resources Section within the Housing Strategy document provides further information. The resources outlined could be increase by further funding from additional grants which could be made available to the Council in the future. These will be submitted to Cabinet as they become available.

28 In general the Strategy, by setting out priorities, can also ensure that the approved resources are used in the most effective and efficient manner.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

29 A revised housing offer will be developed for Hillingdon residents. As a result residents will find that:

- Allocation of social rented housing is conducted in a more transparent way;
- Local factors are taken into consideration when social rented housing is allocated;
- Households will receive proactive advice and support if threatened with loss of housing benefit;

- Their homes are more energy efficient as a result of funding for planned improvements;
- Well designed new homes including new affordable homes are provided to meet local housing need;
- Flexible length tenancies will help the social housing stock be better used to meet need;
- Council homes are kept safe, in good repair and up to date;
- Vulnerable residents are able to live independently at home with the care and support they need.

Consultation Carried Out or Required

30 In the initial stages of the development of the Housing Strategy, Cabinet gave its approval for consultation with a range of stakeholders. The stakeholders included partner registered social landlords, local strategic partners, tenants and residents organisations and voluntary and community groups. Significant further public and tenant consultation will be carried out as indicated in this report, before any decision is made by the Cabinet / Council.

5. CORPORATE IMPLICATIONS

Corporate Finance

31 Corporate Finance has reviewed this report and accompanying Appendix that lays out a proposed Housing Strategy and priorities for 2012-15. Although acceptance of the recommendation to approve the outlined strategy in principle prior to further consultation does not give rise to any immediate financial implications such programmes, once planned in detail will require resource allocation. This will be done via the Council wide MTF process and aligned to budget setting for the Council as a whole whilst recognising the ring-fenced nature of resources provided through the HRA.

The Localism Act has seen the abolition of the Subsidy system whereby rents were largely pooled nationally and redistributed. This strategy covers the first four years under the self-financing regime introduced in April 2012 and should eliminate instability caused by annual determinations of subsidy thus enabling improved long term strategic planning. In the transition from subsidy to self-financing, Hillingdon was required to undertake £191.6m of national housing settlement debt in return for retention of annual subsidy payments of approximately £15m which were due to rise to £20m over the forthcoming years. A treasury portfolio has been designed according to the principles agreed by Cabinet to finance this debt at an average weighted rate of interest of 2.5%, thus, leaving sufficient resources to make provision for the repayment of both settlement and existing principal debt over the next 30 years alongside resources for enhancement of service provision and headroom for future housing development. However, current investment plans for Phase 2 Shared Equity and 126 Supported Housing schemes will utilise some of this headroom. The treasury strategy designed for Settlement assumed an additional £24m of borrowing for these schemes. Any additional borrowing above this level will require additional ongoing revenue resources to finance.

The process of producing detailed budget plans within the MTF will also necessitate consideration of risks that self-financing may bring with it alongside changes such as Right To Buy, housing benefit reforms and additional financing costs from increased borrowing that could impact substantially on HRA future income streams. These may also lead to financial implications within the General Fund (GF) in terms of GF Housing and Council Tax benefits. However, significant elements of the proposed capital strategy is to provide sheltered housing

units that have substantial synergies across the GF for which savings are already incorporated into the MTFF.

Legal

This report seeks authority for the Council to consult with stakeholders on the Housing Strategy 2012-15. There are no specific legal implications arising at this stage, but more detailed legal advice will of course be provided to Cabinet when it considers the outcome of this consultation.

Corporate Property and Construction

Corporate Property and Construction are in support of the recommendations in this report. The proposals for flexible tenancies and more local flexibility in allocations would support the objectives of the Corporate Asset Management Strategy which is to optimise the use of property assets. At a time of high demand for affordable housing more flexibility is needed to make the best use of stock available to Hillingdon residents.

Relevant Service Groups

None at this time

6. BACKGROUND PAPERS

NIL



HILLINGDON
LONDON

Homes fit for Hillingdon

The London Borough of Hillingdon's Housing Strategy 2012-15

Draft

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Foreword

This strategy looks ahead to 2015, setting out Hillingdon's housing needs and what the Council and its partners will be doing to meet them over the next three years.

Hillingdon is a good place to live – we have thriving shopping centres, varied job opportunities, excellent parks and green spaces, better leisure facilities and easy access both to the centre of London and the towns, villages and countryside outside the capital.

However, for some people their housing circumstances can make life a daily challenge – whether it's the high cost of housing, keeping on top of maintenance and repairs, needing support to be independent or just not having a decent, affordable home. Unsuitable housing affects many aspects of people's lives – health, employment, social and support networks and the education attainment of their children.

The aim of our strategy is to help as many people as possible to improve their wellbeing and quality of life by living in good quality, affordable housing, whether in the private rented sector, as an owner occupier or by renting from a social landlord such as the Council or a housing association.

Schemes to promote low cost home ownership such as the Council's First Time Buyer Initiative are excellent ways to help local families to gain a foothold on the property ladder.

The development of new homes for rent helps those who find home ownership out of their reach.

We want to help vulnerable home-owners and people renting privately to maintain and improve their homes. We want to support those with care needs and with health and mobility difficulties to remain at home as part of the community rather than move to residential care or other more institutional forms of accommodation.

We also want to make sure that the Borough has the homes it needs to attract employees to support the local economy – recognising that using the planning system and developing the market priced homes we need will itself stimulate economic growth.

Hillingdon may be on the outer edges of London but we are at the centre of working in partnership with other local authorities and housing associations across the West London sub region and in London as a whole to meet housing need and develop initiatives that deliver good quality affordable accommodation which offers value for money.

Local partnerships are essential to the delivery of quality housing. The local Hillingdon Housing Partnership between all of the main social housing providers in the Borough is particularly successful. We will be working with the Partnership and other service providers to implement this strategy.

Councillor Philip Corthorne
Cabinet Member for Social Services, Health and Housing

Section 1 Introduction

This strategy updates the Borough's previous housing strategy which was published in 2007. In the last five years there have been many changes at a local, regional and national level. The impact of the worldwide financial difficulties makes the task of delivering decent housing that much more difficult. Our revised strategy shows how we are responding to change and how we are intensifying our efforts to improve the supply and quality of homes in the Borough.

This strategy explains how the Council, working in partnership with other housing providers and developers will :

- Deliver more quality housing to meet the needs of Hillingdon's residents
- Invest in the quality of existing housing stock in the private sector and within the Council's ownership
- Invest in new supported housing to meet the needs of vulnerable people such as those with learning disabilities, physical disabilities and mental health problems
- Commission and deliver housing support services to help people to remain independence and in their own homes
- Ensure that there is enough land available to build the homes in all tenures which the Borough needs

The housing strategy is complementary to *Choice, Control and Independence*, Hillingdon's Personalisation and Commissioning Plan for Adult Social Care. The Plan sets how the Council's approach to the delivery of its community care responsibilities for adults will improve over the period 2011 to 2015 to maximise the independence of vulnerable residents.

Section 2 Executive summary

Introduction

Many of the challenges faced in developing this strategy are familiar. House prices and rents in the private sector remain high while demand for affordable housing exceeds supply. The national financial situation means that all Councils must challenge the way that resources are currently used and change the ways in which services are delivered. As expected demand increases, available funding is reducing.

To respond to these challenges, the Council's housing services will incorporate a major programme of change. Services will be developed according to three strategic priorities :

Managing demand – keeping residents independent, investing in preventative services to stop or significantly delay residents becoming homeless, in housing need or requiring ongoing social care.

Managing supply – commissioning private and voluntary housing services, and social care, delivering support, choice and independence to vulnerable, complex and high dependence residents

Managing support – efficient and effective in-house service provision that is focused on reablement, delivering time-limited interventions to effect change so that residents can learn or re-learn crucial skills to live independently

Figure 1: Housing services : current position and proposed action to 2015

Current position	Action by 2015
<p>Homelessness prevention</p> <p>The number of households with a priority need for housing has shown a 10% rise in the first quarter of 2012/13 compared with the same period in 2011/12. This reflects the trend in other Boroughs in west London. It is due to a number of factors – property prices remain high compared with average household incomes, the welfare reform programme is starting to take effect and the supply of social housing remains low</p>	<p>There will be more advice and support for people approaching the Council for help with their housing problems.</p> <p>Proactive work to prevent households becoming homeless has already begun, initially focusing on Hillingdon residents whose housing benefit payments will fall as a result of planned Government changes.</p>

Current position	Action by 2015
<p>Temporary accommodation</p> <p>We have been successful in reducing the number of households in temporary accommodation to 500 from 1,876 in 2005.</p> <p>A range of Council schemes are used to procure good quality private rented sector accommodation. However, there is increasing pressure on the availability of suitable affordable housing in the private rented sector due to market conditions.</p>	<p>The use of temporary accommodation will be reduced to 290 households by 2014.</p> <p>Use of the private rented sector will continue to be maximised.</p> <p>The available supply will be such that not all households approaching the Council for housing assistance can be accommodated within the Borough boundaries. Accommodation within Hillingdon will be prioritised for those with strong local connections. Accommodation will be procured outside Hillingdon in order to increase the Council's ability to meet housing need and place people in homes which they can afford.</p>
<p>Homelessness duty</p> <p>The Council has a strong partnership with private sector landlords and uses good quality accommodation in the private rented sector to prevent households becoming homeless.</p> <p>Some households may remain in temporary accommodation for longer periods of time, waiting for a social rented home to become available.</p>	<p>Good quality private rented housing will also be used for households where the Council has a statutory duty for housing. Changes in legislation will allow the Council to discharge its duty to rehouse in the private rented sector, retaining a duty of care for a two year period.</p>
<p>Allocations policy</p> <p>The Council last reviewed its policy for the allocation of social housing in 2011. Over 50% of the households on the waiting list will never be offered a social housing tenancy however long they wait. This is due to a combination of the demand and supply imbalance as well as the fact that all residents in the Borough are entitled to be placed on the waiting list regardless of whether there is an over-riding priority.</p>	<p>The Council has again reviewed the allocations policy in 2012/13. The review explored whether non-priority households should continue to be able to apply for social housing. Access will be increased for those with a greater need for housing in particular household groups</p>

Current position	Action by 2015
<p>New housing provision</p> <p>1,699 additional affordable homes have been completed in the Borough in the four years to 2011/12, against an effective target of 772 over the same period.</p> <p>546 completed low cost home ownership sales were made over the same period to 2011/12, an excellent achievement against a Council target of 330. Initiatives include the Hillingdon First Time Buyer, shared ownership, shared equity and Council build discounted sale schemes</p> <p>The Council has made a successful bid for Government funding toward the cost of the supported housing which it will build over the next three years.</p> <p>On sites with a capacity of ten or more homes, we aim for 35% affordable homes, with a tenure mix of 70% for social rent and 30% for intermediate housing.</p> <p>Affordable housing should reflect the need for family sized homes. High quality design is a priority for housing in all tenures.</p> <p>The Council works with developers, affordable housing providers and the planning system to ensure that the Borough has the market housing it needs to support the local economy and a supply of affordable homes.</p>	<p>A minimum provision of 5,475 additional homes is planned until 2026, based on known sites coming forward to be developed.</p> <p>The Council, in partnership with housing associations, will deliver 422 new supported homes for vulnerable people including people with learning disabilities and physical disabilities.</p> <p>Use of residential care and more institutional forms of accommodation will be reduced so that Hillingdon is more in line with the national average.</p> <p>Hillingdon has an excellent record of delivery against targets and will continue to work with partners to ensure future housing supply in all tenures.</p>
<p>Social housing tenancies</p> <p>Following a probationary tenancy which is often in place for the first 12 months, social housing landlords have traditionally offered lifetime tenancies to their residents.</p>	<p>The Council's Tenancy Strategy sets out how the flexibilities in the Localism Act 2011 will be used in Hillingdon. The overall aim of the strategy is to ensure that social housing is targeted to those that need</p>

Current position	Action by 2015
<p>It is now possible to move away from lifetime tenancies for the majority of social housing tenants, to meet the Government aim of making the scarce resource of social housing available to people only while they need it.</p>	<p>it, for as long as they need it. The Council supports the use of fixed term tenancies, following on from probationary tenancies. The Council's expectation is for a minimum of a five year fixed term tenancy to be offered to most households</p>
<p>Private sector housing</p> <p>In Hillingdon, the housing which is in the poorest condition is in the private rented sector. Management standards in this sector can vary widely. We have accredited 347 landlords to the London Landlords Accreditation scheme.</p> <p>Houses in Multiple Occupation have increased in some locations. The Council has licensed 435 HMOs since the start of the current scheme in 2006.</p>	<p>The Council will have updated its information on the condition of the private sector stock.</p> <p>We will continue to encourage accreditation of private sector landlords and to promote good practice via the Private Sector Landlords Forum. We aim to accredit a further 30 landlords annually</p> <p>We will continue to operate mandatory and additional HMO licensing. We will license an additional 80 HMOs annually.</p>
<p>Empty homes</p> <p>Less than 1% of housing in Hillingdon (across all sectors) is empty for more than six months. Demand for housing, particularly affordable housing, is very high.</p> <p>Only 160 homes are empty in the very long term (five years or more). The remainder of the 700 empty properties are empty for specific reasons – the owner may have gone into residential care, a grant of probate may be awaited, they may be second homes or may be awaiting refurbishment</p>	<p>The Council's strategy for dealing with long term empty homes involves working with owners and landlords to bring them back into use as affordable homes. Grants and loans will be used by the Council to achieve this. As a last resort, empty dwelling management orders or compulsory purchase will be used if necessary.</p>
<p>Energy efficiency</p> <p>Domestic buildings produce over a quarter of the UK's carbon dioxide emissions. At the same time, one in</p>	<p>We will continue our very successful strategy to access resources for energy efficiency work. We are</p>

Current position	Action by 2015
<p>25 households—equivalent to about 4,000 in Hillingdon—are fuel poor, with over 10% of their income going on heat and other home energy.</p>	<p>currently assessing how best we can support local residents and landlords to benefit from the Green Deal when it is introduced. We will work with the Mayor of London to ensure the scheme's effective introduction. This work will help us to achieve our energy efficiency targets :</p> <ul style="list-style-type: none"> • An average SAP rating of 62 • 75% of properties with cavities to have cavity wall insulation • 20% of solid wall constructed properties to have walls insulated • 30% of properties to have 200mm or more of loft insulation
<p>Council housing</p> <p>The Council is the Borough's biggest landlord. The housing stock is of good design and sound construction, meeting the Government's target for Decent Homes.</p> <p>Consideration is currently being given to how borrowing capacity within the Housing Revenue Account can be used to fund further investment in existing stock as well as developing new homes.</p>	<p>Further investment will have been made in a number of areas including:</p> <ul style="list-style-type: none"> • essential work on electrical and fire safety • maintaining the Decent Homes standard • supporting independence at home for older and vulnerable residents • energy efficiency measures • improving estates and shared spaces
<p>Council housing management</p> <p>The Council housing management service is based on</p> <ul style="list-style-type: none"> • Ensuring tenants and leaseholders are involved in how their homes are managed • Collecting the rent and service charges • Keeping housing estates clean and attractive • Tackling nuisance, crime and harassment 	<p>The Council's Tenancy Policy sets out how Council housing tenancies are changing to ensure that suitable affordable housing is available to those who need it most.</p> <p>For new tenants, a five year fixed term tenancy will be granted in most cases. Fixed term tenancies will be re-issued at the end of the term unless there is a significant change of household circumstances. Different</p>

Current position	Action by 2015
	<p>tenancy lengths will apply to some households in specific circumstances. Existing social tenancies will be protected and remain unchanged from their current status</p> <p>We will be developing our work with tenants and partner managing housing associations on joint inspections in areas where there are multiple social landlords.</p> <p>We will focus on equipping tenants to play a more important role in the scrutiny of the Council's landlord role.</p>
<p>Mobility and choice</p> <p>The Room2Move service helps tenants who are overcrowded or wanting to downsize.</p> <p>The Cash Incentive Scheme rewards Council tenants who downsize to smaller properties.</p> <p>We promote sheltered housing and non – sheltered bungalows to older tenants who may wish to move to this type of accommodation and free up a family sized home.</p> <p>The Seaside and Country Homes scheme allows tenants over 60 to move out of Hillingdon to a one or two bed home on the coast or inland, often downsizing from a family sized property. We also take part in the West London cross Borough lettings scheme.</p>	<p>We will take part in the Mayor's pan London mobility scheme which prioritises under occupiers and helps social tenants to move in order to find employment.</p> <p>We will continue our successful schemes which give tenants who wish to move to more appropriate accommodation within Council owned stock or the social rented sector.</p>

Section 3 The national and local context for the housing strategy

National direction

The Coalition Government seeks to create the economic conditions in which more people can take responsibility for meeting their own housing needs, whether they want to buy or rent. Those who want to and are in a suitable financial position to buy a property will be supported to do so. Social housing will provide support for those who need it.

The Government has a number of key actions planned as part of the decentralisation and localism agenda including:

- giving local Government greater freedoms
- providing local authorities with incentives to enable housing growth
- making the provision of social housing more flexible
- streamlining the planning system
- giving local Government a leadership role for public health

A number of the Government's plans for reform will have an impact on housing in the Borough and are described below.

Housing supply

To encourage local communities to develop additional housing in their area, a *new homes bonus* is paid to Councils equal to the Council tax for each new home for six years. A further flat rate payment is paid for each new affordable home built.

Social housing reform

Councils are given flexibility to decide locally who goes on the housing waiting list and to offer fixed term tenancies to new tenants. A new national scheme allows social housing tenants to move house more easily. Local people will have more say in regulating how social housing is run. Councils have a new ability to offer homeless households a home in the private rented sector rather than in social housing. The way that Council housing is financed is also changing and Councils are able to keep rental income to maintain homes.

Welfare reform

The Government's plans to cut the cost of benefits, including housing benefit and local housing allowance, have begun to have a significant impact on tenants in the private rented sector. Local Housing Allowance rates have been set at the 30th percentile of local rents; a maximum cap applies for each property size with an overall cap of £400 per week for a four bedroom property, irrespective of family size (April 2011). This national cap particularly affects central London, where rents are some of the highest in the country.

The majority of single, 25–34 year olds are now restricted to the Local Housing Allowance shared accommodation rate (January 2012).

Benefits will be restricted for households in the social rented sector occupying a property larger than they need (April 2013). Universal credit, to be introduced in October 2013 will integrate a number of benefits currently paid, including housing benefit, and will be paid direct to the individual. The amount of Universal Credit will be capped for 'working age' out of work households. Where a household's combined benefits exceed the cap, their benefit entitlement will be reduced to the cap. Until full migration to Universal Credit is complete (2017/18) local authorities will apply the cap to Housing Benefit by reducing a household's Housing Benefit by the amount over the cap. New Housing Benefit for people of pensionable age will be included in Pension Credit administered by the Pensions Service (October 2014). A localised Council Tax Support Scheme will replace Council Tax Benefit (April 2013). A localised Welfare Assistance Fund administered by Local Authorities will replace social Fund and Crisis Loans (April 2013).

Reform of health and social care

The White Paper *Caring for our future: reforming care and support* published in July 2012 sets out the Government's proposals for the future of adult social care. There is a renewed emphasis on the commissioning of preventative and early intervention services, extending personal budgets to all social service users, working in partnership to deliver care and support and reducing spending on long term residential care. The role of supported housing, including extra care, in supporting older and disabled residents to live independently in the community is recognised and £200m has been identified by Government to assist Councils in developing in new schemes.

London strategic direction

The responsibility for housing in the capital rests with the Mayor of London. From April 2012 the Mayor has been responsible for the strategic direction of housing, regeneration and economic development across London. The Localism Act 2011 devolved the powers and responsibilities of the Homes and Communities Agency in London to the Mayor. The London Housing Board oversees housing investment and delivery.

The Mayor wants to see better quality housing in all tenures in London, more affordable housing and more opportunities for social and economic mobility for Londoners. The Mayor has expressed a wish to further devolve housing delivery in the longer term to local authorities.

The Mayor has recently published his revised London Housing Strategy which updates the housing priorities for London. Hillingdon's local housing strategy is required to be in general conformity with the London Housing Strategy. The Mayor's London Plan brings together the geographic and spatial aspects of the Mayor's strategies, including the housing strategy. Hillingdon's spatial

policies for the development of housing must be in general conformity with those in the London Plan.

The Mayor's aims for housing in London are:

- Increasing the supply of new homes in all tenures across London, in particular affordable and family sized homes
- Ensuring better quality and higher standards for new and existing homes in all tenures
- Joining up housing investment with wider regeneration initiatives
- Meeting Londoners' home ownership aspirations
- Improving options for social tenants to move
- Tackling housing need, including overcrowding and rough sleeping

Hillingdon's priorities

The Borough's Sustainable Community Strategy 2011 identifies the need for new homes, including affordable homes, and the need to provide support to help people live more independent and healthier lives.

The Health and Wellbeing Board now takes responsibility for the social care, health and housing agenda. The Board's Wellbeing Strategy focuses on the contribution that health, social care and housing can make to achieve the broader objective of improving the wellbeing of Hillingdon's residents. Hillingdon's partnership ambitions for improvement to 2015 include:

- Preventing ill health and promoting wellbeing will be embedded in everything we do; people will be supported to stay healthy and independent, with early interventions to prevent existing problems getting worse
- Improved wellbeing outcomes will be achieved through reducing wider inequalities present within the Borough, improving economic, social and environmental conditions which influence a person's life chances.
- More services will be provided in the community and closer to people's homes, not in hospital or in institutional settings

The Council has a range of housing related powers and responsibilities including:

- Matching housing requirements and supply
- Ensuring adequate market priced housing
- Delivering affordable homes for rent and to buy
- Bringing empty properties back into use
- Making sure that private rented homes are in good repair and well managed
- Providing property adaptations funded by Disabled Facilities Grants
- Inspecting and licensing houses in multiple occupation

- Preventing homelessness, including rough sleeping
- Maintaining Council owned homes in good repair
- Helping vulnerable homeowners to maintain their properties
- Making sure that social rented homes are well managed
- Providing advice and assistance to improve the energy efficiency of existing homers
- Administering Housing Benefit, Local Housing Allowance and Council Tax Benefit.

Housing services works closely with planning, property services, adult social care and health to deliver additional housing, including affordable homes, and housing related support services for Hillingdon residents.

Transforming adult social care

Over the period to 2015 the Council will be seeking to make a number of important changes to the provision of social care and support including:

- Reducing the use of inappropriate residential care for vulnerable residents and increasing the opportunities for supported living within normal community settings
- Supporting carers to deliver the vital role they have in looking after vulnerable members of the community
- Developing integrated approaches to health and social care services
- Protecting existing preventative services and developing new services where the need exists
- Enabling all eligible social care service users to have a personal budget by April 2013

Historically, Hillingdon has been host to a very traditional model of care, heavily reliant on residential and nursing home provision. For example, in 2010/11 51% of net care expenditure for older people was made on this type of service, as opposed to the 40% which is more in line with best practice. The major programme of change needed is outlined in Hillingdon's Personalisation and Commissioning Plan 2011-15 - Choice, Control and Independence.

Section 4 Housing priorities

Our housing mission is to enable residents to live safe, healthy and independent lives.

Services will be developed according to three strategic priorities:

Managing demand – keeping residents independent, investing in preventative services to stop or significantly delay residents becoming homeless, in housing need or requiring ongoing social care.

Managing supply – commissioning private and voluntary housing services, and social care, delivering support, choice and independence to vulnerable, complex and high dependence residents

Managing support – efficient and effective in-house service provision that is focused on reablement, delivering time-limited interventions to effect change so that residents can learn or re-learn crucial skills to live independently

Commissioning plans for housing services are developed under these three major headings in this strategy.

Supporting principles

The Council will:

- Use up to date, evidence based approaches to services which are more efficient and effective
- Work closely with social care, health, planning and other partners to commission services that draw on existing networks and community capacity. The whole community has a role to play in keeping people safe, healthy and independent.
- Achieve sustainable change by supporting individuals and communities to help themselves and each other
- Ensure that users of services are in the driving seat, deciding how their desired outcomes will be achieved within available resources
- Shift from providing long-term institutional services to providing time-limited support which helps people regain or maintain independence in the community

Section 5 Key facts about Hillingdon and housing

Some of the challenges faced in developing this strategy are familiar. House prices and rents in the private sector remain high and demand for affordable housing exceeds supply. There are also a number of new factors which present both challenges and opportunities for the Council in carrying out its strategic housing role.

Policy changes affecting social housing represent the biggest restructure of the sector in many years. The direction is for local authorities to have greater flexibility to manage social housing stock more efficiently, cutting down on empty or overcrowded properties. This will include flexible tenancies, fairer allocations, greater mobility, fairer provision for homeless people, affordable rents, more straightforward tenancy succession policies and less complex Council housing finance. The effects of changes to the benefit regime have begun to be felt but will affect some households more deeply over the life of this strategy.

About Hillingdon

Hillingdon is the second largest of London's Boroughs and covers 42 square miles (11,571 hectares), over half of which is a mosaic of countryside including canals, rivers, parks and woodland. The Borough has two airports - Heathrow and RAF Northolt. Hillingdon shares its borders with Hertfordshire and Buckinghamshire to the west and Hounslow, Ealing, and Harrow.

The north of the Borough is semi-rural, much of it protected by green belt regulation with Ruislip as the major town centre.

The south of Hillingdon is more densely populated and urban in character, containing the administrative centre of Uxbridge and towns of Hayes and West Drayton.

Heathrow airport is situated in the south of the Borough, and is the largest employer offering a range of relatively well-paid skilled and unskilled manual jobs.

There are a number of major manufacturing and retail organisations with headquarters and sites in Hillingdon. Stockley Park, to the north of Heathrow, is one of Europe's largest business parks. The Council, RAF Northolt, Brunel University, Harefield and Hillingdon hospitals are major public sector employers in the area.

Housing market

Average house prices in the Borough have been rising since mid-2009. According to the Land Registry, at the end of 2011 the average price of a property in Hillingdon was £260,980. This reflects a broadly similar picture in London as a whole, where the average property price was £345,298. There

are wide differences in entry level (lower quartile) prices across the Borough, from £169,000 in Yiewsley to £355,000 in Ickenham.

In 2011 sales turnover of private housing stock in Hillingdon equated to 1.9% of the total, compared with 1.8% in London. Residential property in Hillingdon remains some of the least expensive to purchase in West London. At the end of 2011, properties were taking an average of 5.4 weeks to sell, compared with 4.9 weeks 12 months earlier and were achieving on average 95% of their asking price. (Hometrack Housing Market Intelligence System)

Household growth

According to Government projections (CLG, November 2010), household numbers in Hillingdon were expected to grow from an estimated 107,000 in 2013 to 131,000 in 2033, an increase of 22%. Household numbers in Outer London overall were also expected to grow by 22%, and in London overall by 21% over the same period.

The first results of the Census 2011, published in 2012, showed that 273,936 people were normally resident in 100,214 households, indicating that the previously published projections for Hillingdon are higher than is in fact likely to be the case.

Unemployment

The proportion of Hillingdon residents who claim Jobseekers Allowance was 1.9% of economically active residents in July 2012. The rate compared favourably with that for London (3.3%) and for England (2.2%).

Requirement for affordable housing

The number of households on the Council's housing register has increased during 2010/11 by 31% to 9,800. The register is not a reliable indicator of the need for social housing, as the majority of applicants do not have any of the needs which the Council's policy for allocating social housing (backed by housing legislation) can prioritise. It is however an indication that there an increasing number of households who cannot easily afford to buy or rent on the open market.

Hillingdon's most recent Housing Market Assessment (HMA) found that a net additional 2,624 homes a year over five years would be required to meet the current and newly arising need for affordable homes.

Figure 2
Estimated size requirement for net additional affordable housing

Estimated size requirement for additional affordable housing (net)		
	Net annual need	% of annual need
1 bed	174	6.6
2 beds	969	36.9

3 beds	913	34.8
4 or more beds	568	21.7
Total	2,624	100.0

Source : Hillingdon HMA 2009

The assessment also showed that there was a need for larger, family sized social rented homes and that only 22% of the households who needed affordable housing could afford intermediate rather than social rented homes, if they were priced at the midpoint between market and social rented prices. (This assessment was made assuming that a household should spend no more than 35% of its income on rent). However, the current cost of new build shared ownership housing available in the Borough was closer to that of market housing and therefore accessible by few local home seekers.

Our own information systems show that homes required to accommodate households accepted as homeless should in most cases have one or two bedrooms.

Affordability

The HMA estimated in 2009 that the mean gross annual household income in Hillingdon was £37,192. There is a wide range of incomes in the Borough, with more than a third of families having an income of less than £20,000 and more than a quarter having an income in excess of £50,000.

Some 26% of private rented sector households receive Local Housing Allowance (LHA). Almost three quarters of these households contain children, compared to only a quarter of non LHA private rented sector households.

Hillingdon average house prices are seven times the average household income. The continuing squeeze on mortgage finance makes home ownership less accessible to residents of the Borough. Mortgages for buy to let property and shared ownership schemes have also been restricted.

A large number of households in rented accommodation are in private sector rented homes. The greatest concentration of rental property is in the south of the Borough where rent levels are generally lower. However, since there is more demand for rental property because of a decline in home ownership and also because more renters are moving to outer London as central London, becomes unaffordable, private rents in Hillingdon are increasing. The average monthly rent for a two bed property is £994, the lower quartile rent is £875 (Source : Valuation Office). These figures represent an increase of 2.7% and 2.9% respectively on those in 2011.

Social rents have also risen. The average rent for a two bed property rented from a housing association was £112 per month in 2011/12, and rose by 6.7% from the previous year. The average rent for a Council owned two bed house was £102, a rise of 6.2%.

The Government has announced investment in new affordable housing for Affordable Rent and Affordable Home Ownership products. In future, housing associations will have the flexibility to let an Affordable Rent property at up to 80% of the market rent for a property of that size and location. The GLA's London Plan requires Councils in London to work to maximise the provision of affordable housing, including the new Affordable Rent and Home Ownership products. However, the definition of 'affordable' has a requirement that housing should be affordable to local people and the Council is working to ensure that this is the case. An important step in this work is to agree the maximum proportion of its income which any household in the Borough should spend on rent, including service charges.

In common with other Councils in West London, the Council has the option of using an income proportion of 40% to define affordability in the Borough. 86% of homeless households for which the Council accepted a duty in 2011 were dependent solely on income from benefits. They will be affected by the proposed Universal Credit cap introduced in 2013. This will restrict weekly income from all benefits to £350 for a non working single person and £500 for a non working family. The household cap has been set at a level to reflect an average household income of £35,000 before tax, and has been used in researching the effects of different income proportions to define Affordable Rents in the Borough.

If the income proportion is set at 40% our research indicates that at average private sector rent levels in the south of the Borough :

- if housing providers set rents at 80% of average market rents, then only homes with one or two bedrooms are affordable
- if housing providers set rents at 67% of average market rents, then one, two and three bed roomed homes would be affordable, but those with four or more bedrooms would not.

If the income proportion is set at 35% of the Universal Credit cap, at average private sector rent levels in the south of the Borough :

- if housing providers set rents at 80% of average market rents, no homes are affordable.
- if housing providers set rents at 67% of average market rents, then one and two bed roomed homes would be affordable, but those with three or more bedrooms would not.

Of those households accepted as homeless in Hillingdon, 76% need a one or two bed roomed home, indicating a three quarters match between need and supply. As providers generally propose to set rents at or close to 80% on smaller homes in order to subsidise lower rents on larger (four beds plus) homes, setting the income proportion to define affordability at 40% is likely to work in Hillingdon.

The section on the Affordable Rent regime in Hillingdon in section 8 of this strategy considers further the Affordable Rent model and its effect on the housing market.

Overcrowding

Hillingdon's HMA showed that some 5.6% of households are overcrowded, compared with the national estimate from the Survey of English Housing of 2.5%. Overcrowding was measured against the national bedroom standard. The assessment suggests that overcrowded households are more likely to be living in the social rented sector – almost 45% of overcrowded households were living in social rented homes.

Supply of social housing to rent

The total number of social rented homes let in 2011/12 was 765.

There is only a limited supply of the larger family sized homes which overcrowded households need. The majority of social housing in the Borough has 2 bedrooms or fewer. As a result they are more likely to be available to let – 76% of the total in 2011/12.

Between 2008/9 and 2011/12 1,699 affordable homes were completed in the Borough (social rented or intermediate). These were developed by housing associations, by the Council or by private housing developers as a condition of planning permission on larger housing sites. The annualised target set by the Mayor of London over this period was 183 units.

Figure 3 shows affordable housing completions in 2011/12 for Hillingdon and West London Boroughs. Hillingdon's total completed homes, including 75 open market homes, was the highest in West London.

Figure 3 : Affordable housing completions in West London, 2011/12

	Affordable Rent	Social Rent	Intermediate Rent	Affordable Home Ownership	All Affordable ⁵	Open Market	Total
Brent	0	523	37	127	687	0	687
Ealing	7	432	68	151	658	0	658
Hammersm	0	24	45	12	81	0	81
Harrow	0	213	0	188	401	0	401
Hillingdon	0	355	0	281	636	75	711
Hounslow	0	155	35	126	316	0	316
Kensington	0	57	0	0	57	0	57
West Lond	7	1,759	185	885	2,836	75	2,911
London	154	10,860	787	4,375	16,176	1,406	17,582
ENGLAND	1,685	33,227	1,627	15,126	51,665	7,786	59,451

⁵ Total affordable housing is the sum of affordable rent, social rent, intermediate rent and affordable home ownership.

Source: HCA/West London Housing Partnership

Vulnerable groups – housing and support needs

Older people

Hillingdon's housing needs to be fit for purpose in order to cope with the growth of older people in the Borough. There is likely to be an increase in need for care and support as well housing suitably tailored for older people (including extra care for rent and for purchase).

There are 34,800 people over the age of 65 living in Hillingdon according to the Projecting Older People Population Information (POPPI) system from the Institute of Public Care. Of this number, 4,800 (14%) are aged 85 or over.

There are 23,423 households containing only older people, 3,695 of which contain a frail elderly person.

There are 2,552 people with dementia in Hillingdon, and this is likely to increase by 16% by 2020, and this will have an influence on the level and type of support needed.

Only 22% of older people live in social rented housing and 4% in private rented housing. The majority are owner occupiers who do not have a mortgage. Almost half (47%) of older person only households have one or two members but live in accommodation with three bedrooms or more.

Children and young people

Research by Shelter has shown that children's life chances are affected by the standard of their housing. Growing up in poor or overcrowded housing has been found to have a lasting impact on a child's health and well-being.

Hillingdon has a significantly larger proportion of people in younger age groups (5-19) when compared with England and London. ONS mid 2008 projections indicate 65,156 children and young people aged 0 to 19 live in Hillingdon, which represents nearly 25% of the total population of the Borough.

The Council has a duty to find housing for 16 and 17 year olds who become homeless each year, for young people who have been in care since they were children and for young people who arrived at Heathrow airport as unaccompanied asylum seeking children. In total 50 to 60 care leavers require accommodation annually.

There is an increasing pressure for the Council to ensure appropriate housing for care leavers owing to the ageing unaccompanied asylum seeking children population and the Southwark Judgement, made by the Law Lords in May 2009. This piece of case law obliges children's services to provide accommodation and support to homeless 16 and 17 year olds.

Hillingdon's Placement Strategy outlines the intention to increase the number of in-Borough foster placements. Doing this will allow children to remain close to their birth parents and friends. Inappropriate housing or lack of housing can often be the barrier to fostering and adoption.

Hillingdon's Disabled Children's Strategy is to reduce the number of children with disabilities in residential care and to support their families in a more holistic way. Although parents may receive funding to adapt their housing it may be insufficient to meet the need and residential care is seen as the alternative.

As the identification of domestic violence increases, the need for more housing for women with children who are victims of domestic violence is also increasing. Currently in Hillingdon there are sheltered refuge homes available which are sufficient in the short term. However, a stable environment is required for both mother and children over a longer period.

The Institute of Public Care provides information on people with disabilities from its Projecting Adult Needs and Service Information (PANSI) system. The following information has been provided for Hillingdon.

Learning disabilities

There are 4,439 people aged 18 to 64 with learning disabilities in the Borough. This number is forecast to increase by 4.5% to 4,639 to 2015. 62% of net care expenditure for people with learning disabilities was on residential and nursing in 2010/11 compared to a national average of 43%.

The provision of good quality housing and support services is crucial to enabling more disabled people to have greater independence in the community. There is a need for supported housing development in the Borough where disabled people have their own tenancies and are allocated a personal budget to address their support needs. We have identified a need for 117 units with high or medium support provided on site, and further units with a lower level of support provided on a floating or visiting basis.

Physical disabilities and sensory impairment

The number of people of working age with a physical disability is expected to rise by 4.3% to 16,510 by 2015. For adults of working age with physical disabilities, residential and nursing care accounted for 33% of net care expenditure compared to an average of 23%.

The key issue for people with physical and/or sensory disabilities is access to adapted properties rather than the need for any housing related support. Currently we have identified a requirement for 349 general needs adapted homes required for people with physical and sensory disabilities. A further 22 units of supported housing are required by people with degenerative conditions that mean that their needs are likely to increase over time.

Mental health

The number of people of working age in Hillingdon who have a mental health problem is forecast to increase by 3.5% to 43,144 in 2015. The number of people with serious mental illness is forecast to rise more slowly over the same period.

The Institute of Public Care provides information on people with disabilities from its Projecting Adult Needs and Service Information (PANSI) system. The following information has been provided for Hillingdon.

For adults (18 – 64) with mental health needs the proportion of the care budget spent on institutional care was 39% compared to a national average of 31%.

We have identified a need for 45 units of accommodation for people with high or medium level support needs as a result of a mental health problem.

Condition of the housing stock

We have two major sources of information about the condition of the housing stock in the Borough.

The private sector stock condition survey (last conducted in 2008) is based on a survey of a sample of homes - owner occupied, privately rented and owned by housing associations. We have also commissioned a stock profile from the Building Research Establishment, based on existing data.

Council housing stock condition (last conducted in 2007) is monitored in a slightly different way. We keep the stock condition database up to date:

- By adding detail as a result of the maintenance work we carry out
- By employing surveyors to carry out rolling surveys of the stock
- By adding data from surveys of specific items such as kitchens and bathrooms

Information from these two sources provides the evidence base for much of the information in section 8 of this strategy.

Benefits

Housing and/or Council Tax Benefit is paid to 25,331 (24%) of Hillingdon households. This proportion has increased by 24% since March 2008. 70% of claimants are of working age and 30% are pensioners.

There are currently 8,557 private rented sector tenants (excluding housing association tenants) receiving Housing Benefit, an increase of 88% since the introduction of Local Housing Allowance in April 2008. 85% of private rented

sector tenants are of working age. (Information as at 2012). 43% of claimants are tenants in the private sector, and 57% in the social rented sector.

Section 6 Resources for housing

The housing strategy is underpinned by the approved level of resources set out in the housing budgets agreed by Cabinet for 2012/13. The budgets broadly cover two revenue areas: General Fund Housing Services and the Housing Revenue Account (HRA) and, capital expenditure. The HRA includes all income and expenditure related to the Councils own housing stock, which includes sheltered housing as well supported housing that are provided for people with various level of care needs.

General Fund Housing Services

The current level of resources for housing within the General Fund amounts to around £197.4m in terms of expenditure. When income of around £179.1m is taken into account this leaves net expenditure of approximately £18.3m. The gross expenditure of £197.4m includes £171.5k for Housing Benefits, £12.5m for Housing Needs and £5.0m for Housing Support.

Housing Revenue Account

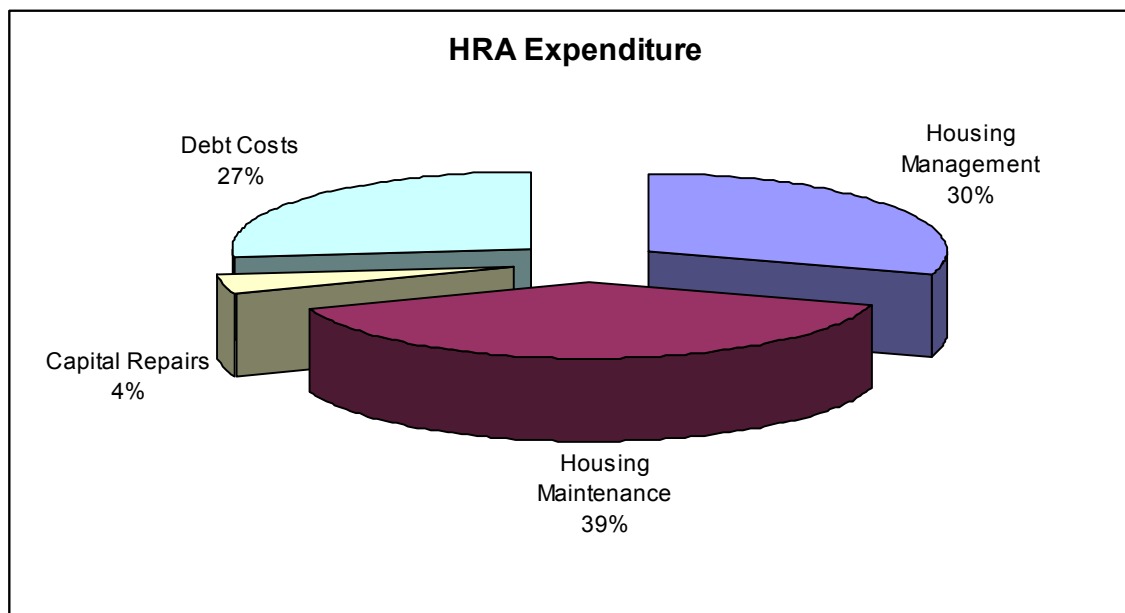
Council housing expenditure is accounted for in the HRA. From April 2012 the funding regime for the HRA has changed significantly with the introduction of self-financing. The new regime replaces the annual subsidy determination which traditionally made medium term financial planning difficult. In summary, the self-financing regime involves local housing authorities taking on new debt as the price for a “buy out” from the annual national subsidy system. The new regime will enable local housing authorities to better determine the long term financial position within the wider economic environment and be in more control over the level of investment required for Council housing.

Hillingdon’s HRA financial position has improved under the self-financing regime. This, along with a greater ability for long term planning, provides opportunities for new build properties to meet the needs of Hillingdon’s residents including vulnerable people who need help to maintain their lives in the wider community instead of institutional care.

The Council intends to lobby Government to remove the borrowing cap from the HRA so that it could, if it so wished, raise more money to provide more affordable homes.

The overall HRA budget for 2012/13 includes income from rent of £54m and other income of around £6m. The expenditure totals £58m and is mainly for the Council housing function as set out in Figure 4.

Figure 4: Housing Revenue Account Budget 2012/13



Source : LBH statistics

Capital Expenditure

Capital expenditure will be financed from future rental streams, including over £30m (around £14m in 2012/13) for supported housing as well £1.3m for other new build housing (pending approval by Cabinet of the business case for the supported housing programme).

The White Paper, *Caring for our future: reforming care and support* acknowledges the need to reduce spending on long term residential care. The role of supported housing, including extra care, in supporting older and disabled residents to live independently in the community is recognised and £200m has been identified by Government to assist Councils in developing in new schemes. The Council is likely to seek access to this fund once the details of the bidding process are released.

In addition, as part of the overall housing capital programme, the Council also spends £2.5m on Disabled Facilities Grants (DFG) and nearly £0.5m on private sector renewal grants. DFGs are provided to households to adapt their homes to enable household members with disabilities to continue to live independent lives.

Key Items of Expenditure

As a further illustration of the financial context for the Housing Strategy, some of the key individual resource items are set out in Figure 5 below:

Figure 5 : Housing: Selected Key Items of Expenditure

2012/13 Housing Budgets – Key items of spend

Housing Needs	£12.5m
Private Sector Housing	£ 1.4m
Housing Related Support	£ 5.0m
Low Cost Home Ownership	£ 0.5m
Council Housing Maintenance	£22.0m

2012/13 Capital Budget

Council Housing - Works to Stock	£ 2.4m
Supported Housing	£14.2m
New Build – housing	£ 1.3m
Disabled Facilities Grants	£ 2.5m
Private Sector Renewal Grants	£ 0.5m

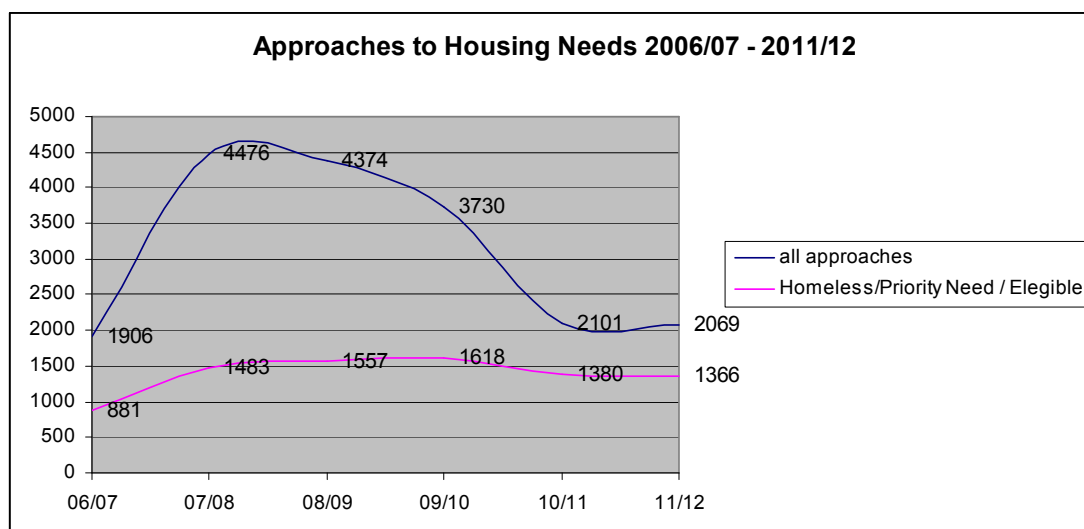
Source : LBH statistics

Section 7 Managing demand

Preventing homelessness

The decline in the number of non-priority households approaching the Council for help and assistance over the last five years has been followed by a 31% increase in the first quarter of 2012/13 compared with the same period in 2011/12. In these cases, our focus is to help put people to a position (perhaps via appropriate advice and signposting) where they can find their own accommodation in the private sector. This allows limited Council resources to be focused on those households who are threatened with homelessness, have a priority need and are eligible for assistance. Numbers remained relatively constant over the five years to 2011.

Figure 6: Approaches to the housing needs service, 2006/7-2011/12



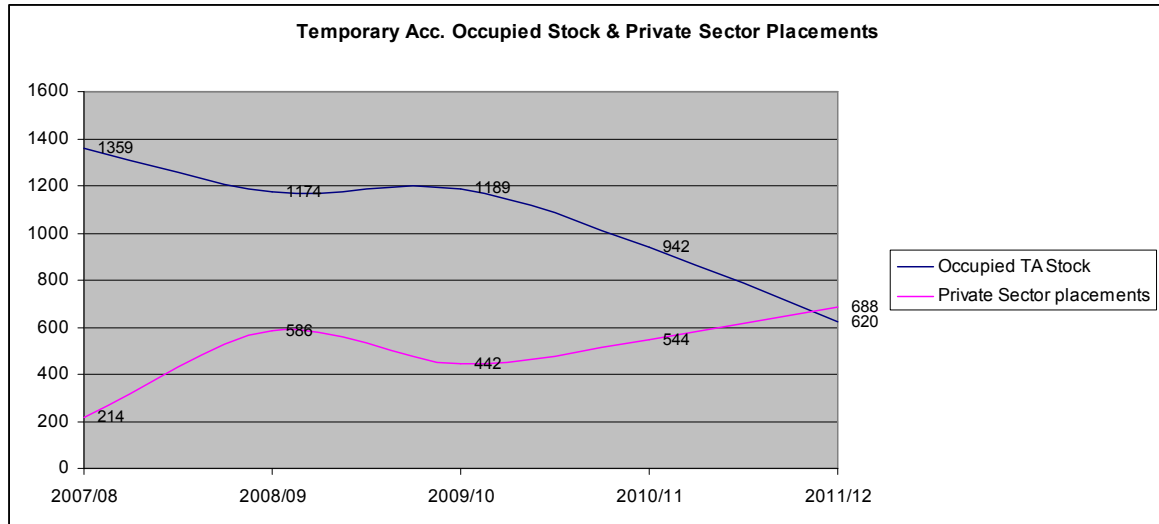
Source: LBH statistics

The number of households with a priority need for housing has shown a 10% rise in the first quarter of 2012/13 compared with the same period in 2011/12. This is due to a number of factors - property prices and market rents remaining high compared with average household incomes, the welfare reform programme taking effect so that the gap between private sector rents and local housing allowance has widened and the supply of social housing remaining at a low level.

Figure 7 shows the importance of the private rented sector in accommodation for households approaching the Council. In 2007/8 13.6% of placements in temporary accommodation or other settled housing were made within the private rented sector. By 2011/12, the proportion had risen to 52.6%. Our continued use of private rented sector housing helps the Council to avoid far more costly emergency housing such as bed and breakfast accommodation.

Mitigating the impact of the economic downturn and welfare reform in London will be central to our work to manage the demand for affordable housing in Hillingdon over the next few years. Homelessness prevention remains an essential part of our strategy.

Figure 7: Temporary accommodation and private rented sector placements



Source: LBH statistics

Effect in London of benefit changes

The Government has begun to reform the welfare benefits system to simplify it and to improve incentives to work. A restriction to the Local Housing Allowance limits housing benefit to the private sector rents of the least expensive 30% of properties in an area and imposes cash limits according to property size.

Universal Credit, to be introduced in 2013, will integrate a number of benefits currently paid, including housing benefit. Universal Credit will be capped – where a household’s combined benefits exceed the cap, their benefit entitlement will be reduced to the cap. The cap is likely to be set at £500 per week for a family and £350 per week for a single claimant. The cap will not apply to working households.

The cap will be introduced irrespective of the number of children in the household or where it is located. London has relatively high levels of unemployment and housing costs are considerably higher than in the rest of the country. Research for London Councils in 2011 found that 133,000 workless households (20% of the total) will be unable to afford their current rent as a result of the caps.

The Universal Credit cap will have a significant impact on larger families with children. Less than 3% of families without children will find their home unaffordable, but 30% of families with children will be affected in this way.

7% of single people will not be able to afford their rent when subject to the lower single person Universal Credit.

Some households may be able to find work, cover modest shortfalls in rent or move to a cheaper property in the local area. For those households facing the greatest shortfalls the options will be to find higher paid work, move elsewhere in London or outside London where rents are cheaper and within the caps. This will put pressure on this type of private sector accommodation in outer London Boroughs like Hillingdon. Over 2,000 households living in Hillingdon are affected by the restrictions to the LHA and 900 households will be affected by the Universal Credit cap.

We are being proactive in contacting households renting in the private sector who are or will be affected by changes to their Local Housing Allowance (LHA). Working closely with the Benefits Team, we offer advice on expected changes and on the household's housing options and can, where appropriate, negotiate on rent levels with private sector landlords on behalf on their tenants.

We support families and individuals to break the cycle of welfare dependency and get into work. Through a number of initiatives including the Reed In Partnership Families Programme, the West London Help programme and work with JGA Group, P3 and Uxbridge College we are able to encourage workless families and individuals including young people to take practical steps to find work and training.

We will also offer payments from the Discretionary Housing Payment Fund to help in specific circumstances such as making a contribution to a rent deposit payment when a household moves in order to find cheaper accommodation or when a household loses income as a result of loss of LHA for a non-dependent .

Use of the private rented sector

Hillingdon has around 500 households living in temporary accommodation, including some families in bed and breakfast. We have several private rented sector schemes which help homeless families find suitable housing.

We expect to be able to maintain or reduce our current level of temporary accommodation but only if we can continue to procure suitably priced private rented sector properties. We have already found that demand for private rented homes in Hillingdon is strong, both from local market renters and from other London Boroughs procuring private sector accommodation.

We have already been forced to seek some private rented accommodation outside the Borough and we are anticipating that this trend is likely to continue. Some households who approach the Council will find that the housing they need and can afford may be available only outside the Borough. We will keep the situation under review, and our intention will be always to place households in the Borough where suitable housing is available.

Allocations policy revision

Hillingdon's social housing allocations policy sets out the Council's priorities for ensuring that social housing is allocated to those who have the greatest need. It is a scarce resource. There are 9,800 households on the housing register but only 700 - 800 households are re-housed into social rented housing each year.

Over 50% of the households on the waiting list will never be offered a social housing tenancy however long they wait.

We revised our allocations policy in 2011 to more closely reflect the Council's vision of putting residents first and supporting collaboration with partners to deliver decent affordable housing in both the public and private sectors. The Council is committed to preventing homelessness and the allocations policy focuses on supporting residents to actively pursue suitable alternatives to avoid becoming homeless. We currently plan social housing lettings as shown in Figure 8.

Figure 8 : Planned social housing lettings in Hillingdon 2012/13

Planned social housing lettings in Hillingdon, 2012/13	
Homeless households	45%
Households with a medical need to move	3%
Overcrowded tenants	20%
Underoccupying tenants	8%
Other transferring tenants	6%
Households from supported or residential accommodation	12%
Other local priorities	6%
Total	100%

Source : LBH statistics

We have reviewed our policy again in 2012/13 in response to the Localism Act. The review has considered whether non-priority households should in future be able to apply for housing. Our aim has been to explore the opportunities given by the Act to local housing authorities to offer more support to those in greatest housing need. The policy will offer priority for social housing to adopting parents, foster carers, care leavers and couples without children.

We will publish an annual lettings plan which will show the planned proportion of homes to be let to households in particular groups during the year.

Discharging duty into the private sector

Changes in legislation will allow the Council to discharge its duty to rehouse in the private rented sector (with a retained duty of care for a two year period).

We already use the private rented sector, but only to prevent households becoming homeless.

We intend to investigate how we can use good quality private rented housing for households who are owed the main homeless duty. Households in these circumstances would be required to consider this option as opposed to only requesting a nomination to social housing. This is a positive change which could result in households being settled more quickly and more social rented homes being made available for those on the waiting list.

Preventing rough sleeping

Our experience at times of economic difficulty is that single people, who make up half of the homelessness prevention client group, are more likely to be at risk of losing their home. Younger single men in particular are more likely to fall into rough sleeping.

At the latest count (2011) there were 15 people sleeping rough on the streets in the Borough.

We work with partners to take people off the streets, find them accommodation and ensure that on-going health and any substance misuse needs are met. For six years we have opened a winter night shelter when the weather is coldest, working with partner organisations and volunteers. In 2012 the shelter, run with Trinity Homeless Projects, helped 15 men and found settled housing for 13.

Managing demand – what we intend to do

- Review our policy to ensure that we allocate social housing fairly and transparently
- Publish an annual lettings plan showing the planned proportion of homes to be let to households in particular groups during the year.
- Make sure that we prioritise households in the greatest need
- Monitor the effect of changes to the housing benefit system in London including pro-actively engaging with households in Hillingdon whose housing benefit will be reduced
- Only look outside the Borough for housing where there is no other affordable option locally
- Maintain or reduce our current level of use of temporary accommodation in the face of expected increased demand
- Procure homes in the private sector for use in preventing homelessness, as follows :

Scheme	Units
HA leasing direct	85
Privately managed	150
Finders Fee	150
Find your own	130
Total	515

Source: LBH statistics

Section 8 Managing supply – New homes

Introduction

There are several factors which have an impact on the supply of new housing - local planning policies, the availability of land suitable for housing, the availability of finance for building as well as the health of the local housing market.

As the housing market faces an uncertain future and the funding regime for social housing has been subject to change, the Council is working creatively with developers and registered providers to ensure that the various sources of available funding and subsidy are brought together to optimise the delivery of affordable housing.

The Council is putting forward its own land to provide affordable homes. In 2011/12 more than 100 homes were directly developed by the Council on its own land. Land is also transferred to housing associations to deliver more affordable or supported homes.

Planning policy

Ensuring the delivery of sufficient housing is a key challenge for Hillingdon's Local Development Framework (LDF). Housing provision over the period covered by the LDF must meet the London Plan targets for the Borough and address identified housing need.

Planning for housing provision is currently based on an annualised target of an additional 365 homes. Taken over the planning period to 2026, this gives a minimum provision of 5,475 homes. The annualised target may change to 425 as part of a future revision of the London Plan. Hillingdon's Housing Market Assessment identifies the need for larger properties (by number of bedrooms) in the Borough in contrast to the situation London wide. The Council's policy is to meet and exceed the minimum provision where it can be done. The Council's planned housing trajectory shows that up to 2014, current and emerging London Plan targets will be exceeded. This is based on known sites coming forward to be developed. Beyond this date, the delivery of new homes is less certain.

Figure 9 : New affordable housing starts and completions in West London, 2008/9 to 2011/12

Affordable housing starts and completions in Hillingdon, 2008/9 to 2011/12								
	2008/9		2009/10		2010/11		2011/12	
	Starts	Completions	Starts	Completions	Starts	Completion	Starts	Completions
Brent	357	664	568	616	682	497	281	687

Ealing	575	479	356	367	663	223	127	658
Hammersmith & Fulham	139	285	130	556	108	44	128	81
Harrow	251	225	370	248	331	285	44	401
Hillingdon	384	311	393	379	483	373	13	636
Hounslow	342	231	70	426	412	615	181	316
Kensington & Chelsea	95	173	236	46	32	29	0	57

Source: HCA statistics

Hillingdon's annualised affordable housing target, set by the Mayor of London, was 183 units, representing 50% of target total housing delivery of 365 units. Since July 11, the London Plan requires Councils to maximise affordable housing delivery, but according to local conditions. Based on capacity studies, Hillingdon aims for 35%. The table in Figure 9, illustrating affordable housing starts and completions over the last four years, shows how successful the Council and partners have been in providing affordable housing in the Borough..

One of the Council's priorities is to ensure that new homes have a high quality design, reflecting housing needs identified in the Borough, particularly the need to provide more family homes with adequate garden space. Guidance is available in the Development Management Development Plan Document (DPD). Higher density development is most appropriate in sustainable locations with high levels of public transport accessibility. The majority of new housing is planned on large and small sites situated south of the A40.

On sites with a capacity of ten or more homes we want to ensure that at least 35% of all new homes are affordable, with a tenure mix of 70% housing for social rent and 30% intermediate housing. Housing for social rent includes housing at Affordable Rents. These proportions take into account the results of the HMA 2009 and of the Economic Viability Study undertaken in support of affordable housing policy. Our policy is also that the affordable housing mix reflects the need for larger family sized homes.

There is a comparatively high level of support for low cost home ownership (intermediate) housing in Hillingdon. A wide variety of schemes includes provision by the Council of 25 new homes including five two bedroom houses in Gilbert Road Harefield with more, family sized homes to be built elsewhere in the Borough. Hillingdon First Time Buyers' Scheme provides a grant toward the cost of buying a first home. Recent action by Councillors has succeeded in linking Hillingdon funding for First Time Buyers with a planned non -Council development in Hayes to aid viability and deliver a number of affordable homes.

Affordable housing should include provision for older people and for other groups in need of supported housing. Our aim is to maximise independence and provide self-contained accommodation with appropriate support. Our LDF policy protects existing Gypsy and Traveller site provision at Colne Park and states that targets for additional pitch provision will take into account need and the availability of suitable sites.

Housing, including affordable housing, is planned on several significant sites in the Borough. The most strategically significant regeneration site is that of RAF Uxbridge, 47 hectares, which will be developed to complement Uxbridge town centre and provide over 1,200 additional homes. The redevelopment of the site is not expected to be complete until 2019 and the housing development will take place between 2013 and 2019.

The former National Air Traffic Services (NATS) site at West Drayton is also a large regeneration site of over 13 hectares. The site provides an opportunity to create a large, mixed tenure development of some 775 new homes, to be completed by 2017.

We will deliver a programme of supported housing development over three years from 2011/12, including an initial 126 units, based on the redevelopment of Council owned sites and supported by a successful funding bid to the Homes and Communities Agency. The development of supported housing will allow the Council to reduce dependence on residential care. Supported housing will provide independent living with additional care and/or support services provided either on site or on a "floating support" basis. Development will be funded largely by borrowing which will be paid from HRA rental streams over a 40 year period.

This programme represents just over half of the 422 units required to meet the expected need for supported housing over the three year period. The remaining homes will be provided as a result of working in partnership with housing associations and at no cost to the Council.

Government funding for affordable housing

The level of grant available to fund affordable housing for 2011 to 2015 has fallen substantially compared with the previous four year spending review period. In London, this means a drop from £3.7bn 2008-11 to a planned investment of £1.8bn 2011-15.

In order to maintain a level of investment in social housing, the Government has introduced a new approach as well as a new tenure, referred to as Affordable Rent which is expected to help fill the gap. Housing associations and Councils who develop new housing can charge up to 80% of market rents. They can then use the extra income to pay for additional borrowing. [No grant is available when affordable housing is built as a condition of planning permission.]

Rare amongst local authorities, Hillingdon Council has successfully bid and received funding for our supported housing programme, a condition of which is that the Affordable Rent model will apply to the homes built. Rents are therefore likely to be set at between 60% and 80% of market rents.

The Council has also received an allocation of £1.12m New Homes Bonus for 2012/13. This scheme rewards local authorities for increasing housing supply. Authorities are awarded a financial bonus equal to the national average for the Council tax band for each net additional property on the Council tax valuation list. This is paid for the following six years. An enhancement is added for additional affordable homes. We will explore the ways in which the New Homes Bonus may be used to support the delivery of further new affordable homes.

The Affordable Rent regime in Hillingdon

The Council's Tenancy Strategy explains how the freedoms and flexibilities in the Localism Act 2011 will be used in Hillingdon. The impact of the new Affordable Rent model is a major consideration. The Council shares the concern of the housing sector in London about the model's affordability by those most in housing need, particularly when rents are set at or around the upper limit allowed by the Affordable Rent regime.

Housing providers have said that they will deliver fewer homes as a result of reduced funding through the Affordable Rent regime. This situation will be made worse if rent levels are lower than 80% of market rent as providers will have to reduce the number of homes they provide or require more subsidy. (The section on affordability in section 5 of the strategy has more detail on this.)

The effect is a reduction in the provision of new homes and as a consequence pressure from the increased cost of bed and breakfast accommodation. As a result, there is a balance to be found between delivering homes that are affordable and maximising the number of affordable homes built. That balance appears to be at a level where 40% of net income should be the maximum spent on rent by any household but subsidy would be required for larger homes.

Affordable Rent was introduced to generate additional borrowing capacity to support the provision of new homes. The additional borrowing capacity will come from higher rents for new build developments and from the conversion of existing properties to higher rents. Restricting the level of rents that housing providers can charge and restricting conversions of existing properties to Affordable Rent would therefore be restricting borrowing capacity and in turn the delivery of affordable housing.

In terms of generating capacity within Hillingdon's own stock, Affordable Rent is an opportunity to support more borrowing to deliver more homes. The ability to do this is controlled by the GLA in London. Only providers that have signed contracts which include conversions to Affordable Rent can do so at present, but the desire to do so in the future can be discussed with the GLA.

There is an assumption that proceeds from Affordable Rent conversions should produce further Affordable Rent properties.

Consultation to obtain views on the Affordable Rents regime will be part of the process of consultation and approval for the Housing Strategy.

Tenancy Strategy

The Localism Act 2011 provides new opportunities for local authorities and registered housing providers to meet housing needs in more flexible ways and ensure that suitable affordable housing is available to those who need it most. These new opportunities include the discretion to offer 'fixed term tenancies' for new social housing tenants rather than the 'lifetime' tenancies that are currently offered. At the end of the fixed term, the household's circumstances will be reviewed by the landlord and if they still need the accommodation, their tenancy can be renewed.

The Act also requires local authorities to develop a Tenancy Strategy to guide registered social housing providers in developing tenancy policies for their own stock. Hillingdon's tenancy strategy provides guidance to shape social landlords' policies to use these new fixed term tenancies in a positive and constructive way.

The overall aim of the strategy is to ensure that social housing is targeted to those that need it, for as long as they need it. The Council supports the use of fixed term tenancies, following on from probationary tenancies. The Council's expectation is for a minimum of a five year fixed term tenancy to be offered to most households. There are some circumstances where a shorter term is acceptable, but these are exceptional. Fixed term tenancies should be reissued at the end of the term unless there is a significant change of circumstances. A clear, transparent review and appeals process should be in place and understood by tenants at the start of their tenancies.

The strategy sets out the Council's preferences for minimum tenancy periods for households in specific circumstances, including

- Households with a disabled household member (adult or child)
- Families with children
- Single households and childless couples of working age
- Older people (people over working age)

Register housing providers must have regard to these preferences when designing their tenancy policy.

Managing the supply of new homes – what we intend to do

- Work with housing associations and developers to deliver new homes, including affordable homes

- Ensure that 100% of new affordable general needs homes built by housing associations in Hillingdon are let for the first time to households on the Council's housing register
- Ensure that 75% of affordable general needs homes built by housing associations in Hillingdon are let for the second and subsequent times to households on the Council's housing register
- Ensure that all residential developments are designed to include "Lifetime Homes" principles so that they can be readily adapted to meet the needs of those with disabilities and older people. 10% of homes should be wheelchair accessible or easily adaptable to wheelchair accessibility .
- On sites with a capacity of ten or more homes, ensure that at least 35% of all new homes are affordable, with an tenure mix of 70% housing for social rent and 30% intermediate housing
- Plan the redevelopment of RAF Uxbridge to include over 1,200 additional homes to be built before 2019.
- Plan the redevelopment of the NATS site to provide 775 new homes by 2017.
- Ensure that all new homes are built to high standards of design
- Continue to make planned savings in the use of residential care for people with learning disabilities, physical disabilities, people with mental health problems by extending the range of supported housing options available in the Borough
- Deliver 422 units of supported housing in the Borough for older people, people with learning disabilities and people with physical disabilities
- Of these 422 units, deliver a total Council programme of 225, including an initial 126 units funded and built by the Council and based on the redevelopment of Council owned sites.
- Provide the remaining 197 units in partnership with housing associations and at no cost to the Council.

Section 9 Managing supply – Existing homes

Introduction

We want all homes in all tenures to be warm, in a good state of repair, safe and free from risks to the occupants.

The better insulated a home is, the more energy efficient it is. The Council's aim is to reduce the carbon footprint of housing in the Borough – about 27% of all carbon emissions on a national basis. More importantly, reduced fuel use results in lower energy bills for residents.

We will encourage professional and consistent high management standards in both public and private sector housing.

Private sector housing

Our 2008 private sector stock condition survey estimated that 84% of the private-sector housing stock is owner-occupied and a further 16% is private rented. The most common type of property is the semi-detached house at 37% of the stock. Flats account for around 21% of the stock.

The stock is heavily concentrated in the 1919-1944 age band with only 4.4% being built before 1919, compared with a national figure of 25%.

Just under 1,800 private sector homes were vacant. Of these just under a third (30.6%) were vacant for over 6 months.

27% of homes in the private sector failed the Government's Decent Homes standard. This figure compares favourably with a national figure of 37.5%. The main reason for non-decency was a low level thermal comfort. Housing with high levels of 'non-decency' included private rented and vacant homes. Households more commonly living in non-decent housing were lone parents and single pensioners, special needs and vulnerable households.

We will update our information on private sector stock condition during the life of this strategy.

Private rented sector

The proportion of homes in the Borough rented from a private sector landlord in Hillingdon was 8.4% in 2001 according to the Population Census and rose to an estimated 16% in 2008 (Hillingdon Private Sector Stock Condition Survey). The proportion of owner-occupied homes fell to an estimated 69% of

stock from 72.1 % in 2001, and illustrates the gradual move away from owner occupation identified in London and nationally.

The private rented sector has had an increasingly important role in providing accommodation for a range of different household groups. To help promote good practice we will encourage landlords to become members of the London Landlords Accreditation Scheme so that they can demonstrate that they manage and maintain their properties to a good standard, providing their tenants with safe and high quality accommodation. Landlords are expected to show that they have undergone suitable training and fully understand their legal obligations and responsibilities to the community.

We know that management standards can vary considerably between landlords and managing agents. We will continue to take action to promote improvement as well as ensure that we only work in partnership with landlords/agents who are able to offer high standards of management and accommodation.

Empty homes

Empty properties represent neglect, financial expense and a missed opportunity. They can be an eyesore, encourage fly tipping, illegal occupation and general anti-social behaviour.

Less than 1% of residential properties in Hillingdon are vacant at any time for more than six months. Of these, some 160 have been empty for five years or more.

We aim to:

- enable empty property to be brought back into residential use
- give incentives for owners of empty property to bring it back into residential use and provide additional homes for homeless households
- retrofit empty homes with energy efficient and renewable measures to help tackle fuel poverty, reduce carbon emissions and combat climate change

Our strategy is focused on reducing long-term empty properties—vacant for more than six months—by a combination of sustained contact and advice to owners and use of appropriate enforcement powers as a last resort. We will continue to make a priority of the empty homes that have been vacant for over 3 years or are causing a nuisance to the local community.

We maintain an empty property register, liaise with owners, registered social landlords, estate agents and contractors and maintain a partnership group bringing together key stakeholders.

We have a staged approach in dealing with empty properties:

- Inspect properties after referral.
- Provide advice to identified owners on the options available.

- If there is no response, inspect and discuss with neighbours before considering enforcement
- Grants and loans are used to bring properties back into use and improve energy efficiency by reducing carbon emissions and tackle fuel poverty
- Incentives to let are used including offering a fully managed tenancy for two to five years with a guaranteed rental income, through Council or housing association private leasing schemes; advance incentive payments in place of deposits are used too
- Helping housing associations and developers to buy, renovate and re-let empty private properties
- Demolition or conversion where justified
- Court action and enforced sales
- Empty dwelling management orders
- Compulsory purchase orders as a very last resort when all else fails

With partner Boroughs in West London we will receive £2.7m funding during 2012-15 for empty property work. Hillingdon's share amounts to £600,000. The funding is from the Homes and Communities Agency and its use will be monitored by the London Housing Board

Enforcement

We will continue to take action on decent homes and disrepair, environmental health, fire and safety standards and planning compliance. In 2011/12 we made 277 homes decent and brought 394 HMOs up to our minimum standard over the same period.

Multi occupancy homes

Most Houses in Multiple Occupation (HMOs) cause no problems, and it is accepted that they provide housing for single people who may not be able to afford other types of accommodation. However, growth in their numbers has brought more complaints, especially about over-concentration, noise and anti-social behaviour.

Our aim is to ensure that all HMOs are :

- in satisfactory condition
- have adequate means of escape in case of fire
- are safe to live in
- have sufficient bathrooms
- have sufficient kitchens
- have sufficient space and are not overcrowded

The Council has made a direction under article 4 of the Town and Country Planning Act (Permitted Development Order)1995 to limit the growth of HMOs in Uxbridge South and Brunel wards. This means that from 2013 planning permission must be sought before a property can be converted to multiple occupancy. The aim is to limit the already high concentration of HMOs in a small area.

We will continue to operate both mandatory and additional HMO licensing schemes in order to drive up and maintain management standards.

Improving homes

We will provide a range of private sector renewal grants for homes in disrepair, houses in multiple occupation, empty properties, energy efficiency and heating. We will concentrate our resources on the cross-cutting aims of making homes decent, preventing homelessness and helping the most vulnerable households.

For HMOs and empty homes, works arising from enforcement action take priority. We can give bigger grants in return for the right to nominate tenants. For home owners, the focus is essential works to help older, vulnerable, low-income households. Grants must be repaid if the property is sold within five years.

Essential repair grants are available to older owner occupiers and those in receipt of certain benefits to keep their homes in good repair. If a home has a one or more category 1 hazards, as measured by the Housing Health and Safety Rating System (HHSRS) a grant may be available to the owner. Grants have been made for roofs, burst pipes and boiler repair and replacement. We intend to develop closer joint working with clinical commissioning groups better to target grants through joint campaigns to keep people safe and warm at home and, ultimately, prevent health and social care expenditure.

Energy efficiency

Domestic buildings produce over a quarter of the UK's carbon dioxide emissions. At the same time, one in 25 households - equivalent to about 4,000 in Hillingdon - are fuel poor, with over 10% of their income going on heat and other home energy. But the typical household wastes a third of its energy, largely through poor insulation and inefficient heating.

The link between fuel poverty and ill health is well documented. Medical conditions made worse by fuel poverty include asthma and respiratory diseases. It is an important contributory factor in early winter deaths. Also, at a time of ever increasing energy costs, energy efficiency works can reduce energy bills for all residents.

One of the objectives in the Council's Climate Change Strategy 2009/12 is to reduce the emissions associated with existing housing through improving energy efficiency to contribute to the London target for residential property emissions reduction of 60% by 2025.

Our private sector research confirms that just over half of the homes in the Borough have cavity walls, but nearly two thirds of them have no cavity insulation. Most homes have at least some double glazing. Most homes have

loft insulation, but less than 5% have 200mm or more. The Standard Assessment Procedure (SAP) is the Government recommended system for home energy rating, with a scale of 1 to 100 (higher score means more energy efficient). The average SAP rating for private sector homes was 56, up from 50 in 2001 and indicating that improvements have been made. Our current target is to raise the average SAP rating to 62. Much of the improvement achieved has been attributed to our continued programme of work to insulate lofts and cavity walls and upgrade heating boilers. We aim to increase the proportion of cavity walled properties with insulation to 75% and solid wall properties with insulation to 20%. Our loft insulation target is 30% insulated with 200mm or more of insulating material. Through reduced energy costs these improvements have also helped to reduce fuel poverty.

Our strategy has been and will continue to be to seek out resources for energy efficiency work and to ensure that we secure value for money for residents by gaining maximum output from the funding available. Partnership working with housing associations, private landlords and utility companies has been key to the success of this strategy.

We have been successful over a number of years in securing funding from available sources, such as the GLA, for energy efficiency measures targeted at specific areas where the housing stock performs poorly or households which are vulnerable or on low incomes.

The Energy Act 2011 includes a new Green Deal to improve the energy efficiency of homes funded by a charge on energy bills that avoids the need for consumers to pay upfront costs. The Act also ensures that from April 2016, private landlords will not be able to refuse a tenant's reasonable request for consent to energy efficiency improvements where a finance package, such as the Green Deal or the Energy Company Obligation (ECO) is available. ECO will work alongside Green Deal funding by targeting appropriate measures at those households likely to need additional support – in particular those containing vulnerable people on low incomes and in hard-to-treat housing. The Home Energy Conservation Act remains in force and local authorities may receive new obligations under this legislation in 2012.

We are currently assessing how best we can support local residents and landlords to benefit from the Green Deal when it is introduced. Action by local authorities can range from a role as a promoter and provider of information through to a more active role in supplying loans and undertaking necessary works. We will work with the GLA and other London Boroughs to ensure the successful introduction of the Green Deal in London.

The London wide **Re-NEW** scheme coordinated by the GLA aims to deliver energy and water savings improvements to some of the least energy efficient homes in all tenures in Charville and Hillingdon East wards in the Borough. The Council is working to ensure that households get the maximum benefit from the scheme by coordinating with other initiatives.

Funding associated with the **Carbon Emissions Reduction Target (CERT)** will be available from energy suppliers to provide grants to help pay for energy efficiency measures and renewable energy technologies.

The **Community Energy Savings Programme (CESP)** provides energy company funding for energy efficiency measure in six low income areas in the Borough. The approach tackles the energy efficiency of the whole property, and the programme will close by the end of 2012.

Council housing

The Council manages 10,342 rented homes plus an additional 2,924 flats sold with a long lease under the right to buy. 74% of the stock are houses, bungalows and low rise flats, with 21% mid-rise flats (over three and less than six storeys) and 5% high rise flats (over six storeys.) The stock is relatively new – 77% was built after 1945. Most of it was built using traditional construction methods, with less than 2% built using non-traditional forms. In general, the stock is of good design and sound construction.

The HRA reforms brought into force in 2012 have seen the end of negative subsidy and provided a new focus for Council housing where we are now able to use all the rent collected to invest in existing and new housing stock. This in itself brings new challenges and risks that will be managed over the coming years. The functions of Hillingdon Homes, the Council's arms length management organisation (ALMO) have been brought back under Council control and there is a focus on reducing costs in the HRA to ensure the maximum resource is available for investment in the housing stock.

The Council is the largest landlord in the Borough and we are convinced of the importance of continuing to invest in Council owned homes. We will ensure that they are well maintained and that they continue to meet the Decent Homes standard. Our HRA Asset Management Strategy is based on an objective appraisal of the stock to determine how investment should be made. The five key asset management challenges identified in the strategy have been costed over ten years. They are:

Property compliance – essential work on electrical and fire safety.

There is a continuing revenue funded programme to carry out remedial building work in flats and shared areas. We will carry out more work on flat entrance doors, fire doors in sheltered housing and periodic electrical inspections. Further work will be undertaken as funding is available to upgrade smoke alarms, accelerate the refurbishment of lifts in tower blocks and provide remote monitoring of faults. Quality assurance of servicing contracts for fire protection and independent audit of electrical work are included in this work.

Maintaining the Decent Homes standard.

We have already ensured that the social housing provided by the Council met the Government's Decent Homes Standards two years in advance of the

target. We are structuring our future investment programme to maintain decency as homes deteriorate over time owing to age or disrepair.

Support for independence

We have identified the provision of extra care and other forms of supported housing for older people and other adults as critical to reducing reliance on residential care and developing independence. There is also a continuing need to adapt properties to meet the needs of household members with disabilities. We will ensure that existing Council homes are available and accessible to people with disabilities whatever their choice of care and support provision.

We are in the process of delivering a programme of supported housing using the Council's own resources.

Energy efficiency

The energy efficiency of the stock in general is good, with an average SAP 2005 rating of 66 (as at March 2011). There is more that we can do to improve the energy rating and reduce the cost of home heating. This is important as a high proportion of tenants are older and a high proportion are on low incomes. Our approach is to make sure that the fabric of the building is as efficient as possible before we look at other solutions such as photovoltaic panels. We will also ensure that heating and hot water is provided as efficiently as possible. We will investigate coordinating work on Council housing and private sector homes to determine how best to access Government programme funding for some of the improvement measures we want to take.

A decent home in a decent place

The shared spaces that are part of the Council housing estate and make the environment a pleasant place to live are essential to the wellbeing of tenants and the community. Estate improvements have been under funded in the past. This is a significant challenge, following on from our delivery of the decent homes programme.

We intend to take the opportunity to pilot estate improvements through investment in better lighting, fencing and security, repairing or removing sheds and garage blocks, remodelling drying areas, planting and landscaping and repair and redecoration. Our aim is to achieve *lifetime neighbourhoods*.

A Lifetime Neighbourhood is one in which civic and social processes – such as transport planning, information and advice provision and social networking-together with physical conditions achieve the following outcomes :

- ✓ An environment that is accessible and inclusive, aesthetically pleasing and safe in terms of both traffic and crime
- ✓ A community that offers plenty of services, facilities and open space
- ✓ A strong social and civic fabric including volunteering and informal networks
- ✓ A culture of consultation and user empowerment among decision

- makers
- ✓ A strong local identity and sense of place

The Glebe Estate Initiative

In 2008, the Council successfully bid for £1,350,000 funding from the London Development Agency to improve the Glebe estate in West Drayton. The Council was also required to contribute funding, and is doing so from its housing capital programme. This project is part of the Decent Estates Initiative, to provide a “Decent Home in a Decent place” by improving the environment and quality of life for residents. Planned are better security and reduced anti-social behaviour, improved accessibility and play facilities.

The four year programme is about to enter its final year and so far has achieved:-

- Two brand new playgrounds in derelict garage areas. Butterfly Park is for children aged 7 and under, and Cool Zone is for 7 – 12 year olds. The names were chosen by children on the estate in a competition, and they also chose the type of play equipment they wanted. Both playgrounds contain very innovative and stimulating equipment, aimed at including all children, regardless of ability or disability. They were opened at Easter 2011, and have been a huge success.
- Improvement of an existing grassed area, which is now an all-weather ball court for football, basketball, and tennis. This was opened by the Mayor in July 2010. There is also a landscaped family area next to it.
- Demolition of the majority of garages on the estate, most of which were empty and derelict. Provision of three new car parks.
- New street lighting to the six former garage areas
- Improved security to the estate’s 18 blocks of flats/ maisonettes by providing locked gates and upgraded lighting, and new front and rear communal doors. 7 are completed, and the remaining 11 will have works later in 2012.
- Other works to the blocks have included the extension of bin stores and provision of recycling facilities in order to reduce refuse collections from twice weekly to once a week (residents had to pay extra for the second collection as it is not funded out of their Council tax); the renewal of fragile asbestos shed roofs in the rear garden areas; and the improvement of accessibility to the blocks – particularly for people with disabilities, the elderly, and mothers with young children.
- Reduction of carbon emissions on the estate by helping residents to lower their fuel bills. There have been two energy efficiency education projects, involving adults and children. The current one, run by Thames Valley Groundwork, is being run in co-ordination with local schools.

We have held a series of open evenings with those residents affected, to find out their views, and have also regularly attended the meetings of the Tenants and Residents' Association to discuss the scope of works, show them plans and drawings, and update them on progress. We have also enjoyed attending the estate's annual Fun Day to talk to residents.

Reform of Council housing finance

The Localism Act 2011 included plans for bringing in the mandatory self-financing regime to replace the HRA subsidy system. The new regime provides opportunities but comes with significant risks including those associated with the repayment of new and existing debt. Each local authority will, in effect, be running a housing company funded by rents and charges rather than a housing service funded by Government allowances and subsidies.

The Council has acquired £191.6m of national housing debt in return for retaining all rental income, thus saving around £15m per year for 2012/13, rising to £25m in future years. In addition, a borrowing cap has been set that gives the HRA a headroom capacity of £47m for new housing development.

We will prepare a thirty year business plan to take advantage of the opportunities provided by the new regime. The capital programme within the HRA has been developed against this backdrop.

Council housing management

In addition to maintaining the condition of the housing stock, we will continue to improve our delivery of the housing management service, focusing on

- Ensuring tenants and leaseholders are involved in how their homes are managed
- Collecting the rent and service charges
- Keeping housing estates clean and attractive
- Tackling nuisance, crime and harassment
- Providing extra support to help vulnerable tenants sustain their homes

We will further develop our joint inspections with tenants and local housing associations in areas where there are multiple social landlords.

Tenancy fraud

Hillingdon takes social housing fraud very seriously with a number of initiatives recently introduced in order to tackle this problem further.

We have a unit based in our Corporate Fraud Team which was set up specifically to combat unauthorised occupation. We have a 24 hour fraud hotline and web page for members of the public to report their suspicions. We

are also matching our housing tenancy information with information from other organisations including housing associations and credit reference agencies. Since being established in 2010, the new fraud unit has recovered 26 properties which have since been relet to households in genuine housing need.

Each year we will carry out an audit of a third of our Council tenancies in order to make sure properties are occupied by legitimate tenants. While we are conducting so many visits, we will also take the opportunity to identify cases where tenants may need help with their tenancy or with their home and will offer to arrange appropriate help. We will also extend this work into fraud in temporary accommodation.

Landlord scrutiny

Tenants and local Councillors will play an important role in scrutinising the plans and activities of social landlords. We are looking at how this will be organised in Hillingdon. The Council's Policy Overview Committee will continue its role in reviewing service delivery

From April 2013 Councillors will have a designated role under the Localism Act in receiving and considering requests to submit complaints to the Housing Ombudsman once a local tenant of either the Council or a housing association has exhausted the internal complaints process.

We will encourage tenants to play their part and equip tenants to perform the role of, for example, inspector or mystery shopper.

Helping tenants into work

The profile of Council tenants is slowly changing, but the majority are aged over 60 and for the most part retired. 65% of tenants receive housing benefit.

The Training Initiative for Leaseholders and Tenants (TILT) was developed to support the Government's agenda on 'worklessness' and builds on partnership working. We have been running workplace skills training for tenants for the past three years and the courses have been popular and consistently oversubscribed.

Included are career coaching, job search skills, CV preparation, motivational and interview skills and four weeks of work placement that could lead to employment. The one-to-one support provided helps guide the candidates through the programme. The programme has been very successful. So far we have been able to offer training and work placements to 21 tenants, of whom nine have successfully secured employment. We intend to maintain and develop the service.

Council tenants' right to buy

The Government has expressed its commitment to reinvigorating the Right to Buy scheme, to boost home ownership and to increase funds for new house building.

The Right to Buy scheme was introduced in 1980 and gives qualifying social housing tenants the right to buy their home at a discount. In London the discount was reduced to a maximum of £16,000 in 2003. Both nationally and locally, sales have fallen in recent years with only 13 homes sold under the Right to Buy in Hillingdon in 2010/11 with a further 7 in 2011/12.

The maximum discount has been raised to £75,000 in London and nationwide from April 2012. A key element of the policy is that some of the funds from sold homes can be used by local authorities to invest in building replacement homes.

Hillingdon's Council housing tenancy policy

Our tenancy policy sets out the details of how the Council (in its landlord role) will apply the principles set out in the Tenancy Strategy for the Borough to Council housing tenancies.

Our aim is to provide a high quality housing management service to prospective and current tenants. We will respond effectively to the demands placed on our limited social housing resource and make best use of our stock to ensure it meets existing and future tenants' needs. Tenants should have the right home for as long as they need it.

Our homes are let at rents that are lower than those charged by private landlords or by registered providers for Affordable Rent homes and that means that people have fewer worries about their housing costs and can focus instead on the other things that help them succeed – like training and employment, developing independent living skills and being part of the community.

As people get older they need more support to remain independent and our sheltered and extra care housing can provide it. Some of our homes have significant adaptations to enable disabled people to live independently. Adaptations are expensive and demand for them is growing so we want to ensure that every adapted home is occupied by someone who needs the special features.

Family homes are particularly in demand so we would prefer that they are always occupied by families who need the space they provide. However, stability and the right home are particularly important to children - we want to help children to have an uninterrupted education and upbringing in a decent home. Council owned housing provides those on a low income and who cannot afford other housing options in the Borough with the stability they need. Households with a combined income which indicates that they can afford a different housing tenure will be expected to move on and release the property for someone who does not have the same options.

Our policy takes all of these considerations into account and contains the following key provisions:

- Existing social tenancies will be protected and remain unchanged from their current status
- The introduction of minimum five year fixed term tenancies for new tenants following a one year introductory tenancy
- Shorter terms in some exceptional circumstances
- Renewal of fixed term tenancies unless there has been a significant change in circumstances
- Minimum tenancy periods for households in specific circumstances, including households with a disabled household member, families with children, single households and childless couples of working age and older people
- Changes to first and discretionary second succession to a tenancy.

Supporting tenants to move

We will continue to take action to reduce overcrowding and under occupation in social rented housing.

Our Home Release Reward Scheme will continue to offer incentives to tenants who give up one bedroom or more to move to a smaller sized property and release their larger home for another family in need. 85 family sized homes were made available by the scheme in 2010/11 with a further 88 during 2011/12.

Room2Move offers a range of options including prioritised mutual exchange and help with a deposit to rent in the private sector. 100 overcrowded tenants were helped in 2011/12.

We will take part in the Mayor of London's pan London mobility scheme which prioritises under occupiers and helps social tenants to move in order to find employment

Working in partnership with housing associations

Stock condition

Disrepair is less of an issue in this sector than it is within the private sector. In 2008 around 8% of housing association homes were recorded as having a Category 1 Hazard, lower than the level found in the private sector. The energy efficiency profile of housing association homes is good with high levels of insulation and efficient heating systems. The average SAP rating is better than found in the private sector. 15% of housing association homes were found to be non-decent; again, noticeably lower than the finding for the private sector.

We have developed a formal partnership with all of the key housing associations providing affordable housing and housing related support in

Hillingdon. In partnership we focus on a continuous improvement of current services as well as working to address larger strategic housing issues. 22 associations have joined the partnership and agreed an area housing plan to make the best use of housing in the Borough.

Registered housing providers such as housing associations must have regard to the Council's Tenancy Strategy. It is important that all local social housing providers manage their tenancies to best meet the requirements of the area. The strategy outlines the type and length of tenancies appropriate for Hillingdon.

Managing the supply of existing homes – what we intend to do

- Improve the worst housing conditions in the private rented sector
- Continue to license an additional 80 HMOs annually
- Update information on stock condition in the private sector
- Accredited 30 private sector landlords annually
- Limit the high concentration of HMOs in Uxbridge South and Brunel wards.
- Use HCA funding allocation to bring empty property back into use as affordable housing
- Continue our work to reduce fuel poverty by accessing funding for energy efficiency measures
- Reduce the carbon footprint of housing in the Borough
- Improve energy efficiency to contribute to the London target for residential property emissions reduction of 60% by 2025.
- Increase the average SAP rating of private housing to 62, the proportion of insulated cavity walls to 75%, the proportion of insulated solid walls to 20% and the proportion of properties with at least 200mm of loft insulation to 30%.
- Implement work on Council housing and estates to meet the five key challenges we have identified
- Develop a long term HRA business plan in 2012 to access the opportunities available and safeguard against risk.
- Increase mobility and reduce the level of overcrowding in social rented

housing.

- Work with housing associations to ensure that management standards are consistent
- Identify and eliminate Council housing fraud
- Identify struggling Council tenants and offer help to sustain tenancies
- Ensure tenants are fully involved in the landlord scrutiny process and the provision of their housing.

Section 10 Managing support

Introduction

Some people need extra support to help them retain their own home in the community. We commission or directly provide accommodation and services to help people stay independent for as long as possible.

As part of our radical programme of building new supported housing in Hillingdon, the Council is more committed than ever to provide low, medium and high level support to people as part of specialist accommodation or as floating support delivered to people wherever they live.

The financial resources available to support the purchase of these services are shrinking and are likely to shrink further over the life of this strategy but we are committed to maintaining the same level of service by finding more efficient ways to commission and contract with external providers as well as finding more efficient ways to deliver Council services.

Register of social housing for people with disabilities

We provide grant funding for adaptations to properties so that people with a disability can live there more independently. It is also important that properties that have been specially adapted in this way are always occupied by households with a similar need.

With the aim of ensuring that adapted properties are always relet to a household with appropriate needs, we will work with housing associations to introduce a disabled housing register to make better use of the social housing stock and provide a better service for residents.

Support to stay at home

Housing related support can help people become more independent or remain independent in their own home. It can make it possible for vulnerable people to leave, or avoid going into, residential care or hospital.

For those people with lower support needs, our emphasis is on community-based solutions - independent tenancies with support tailored to people's needs.

- **Floating support** services provide help with managing a budget and paying bills, cleaning, cooking and getting on with the neighbours.

- **Handyperson** services help older people to get minor repairs completed
- **TeleCareLine** helps hundreds of people with a variety of needs to stay in their own homes, by making sure that they can get help if they need it in an emergency
- **Support at home** in the form of a reablement service for a few weeks for older people who have just come out of hospital

Supported housing

We provide or commission specialist housing for people who need support to live in the community but who do not need to live in residential care.

In Hillingdon we currently have a range of supported housing for different client groups with plans to dramatically increase this over the next few years. We plan to provide 422 additional units of supported accommodation over the next three years to meet identified need. The first 126 units are planned as part of a three year building programme managed by the Council with part funding from the Homes and Communities Agency.

Figure 10 shows the supported housing programme by client group and planned year of delivery.

Figure 10 : Supported housing programme by client group and planned year of delivery, 2012/13 to 2014/15					
	Learning disabilities	Physical disabilities	Mental health	Older people	Total
2012/13	23	7	5	-	35
2013/14	86	6	26	-	118
2014/15	72	37	24	136	269
Total	181	50	55	136	422

Source : LBH statistics

The Council's first purpose built extra care schemes are Cottesmore House in Ickenham (in partnership with Paradigm Housing Association) and Triscott House in Hayes. Together they provide 95 extra care places for older people, including people with learning or physical disabilities.

The supported housing programme will provide accommodation for different client groups and different situations – meeting a range of needs in the process. Some people require longer term accommodation; others need short-medium term support as part of a process of moving onto more independent living. We also retain supported housing for women experiencing domestic violence, teenage mothers, offenders and those with substance abuse problems.

Supported housing works and offers real alternatives to institutional forms of living such as residential care. Supported housing also prevents homelessness and helps to ensure that people retain the care and support they need to live well behind their own front door. We will work to promote the

benefits of supported housing to potential tenants, including those who may transfer from residential care, providing information and support for them and their families.

Older people

Over the next ten years there is a projected 27% increase in the number of residents aged 85 and over living in the Borough. We need to look at how the Borough will be equipped to meet these needs, particularly in the housing sector.

There are 21 Council owned sheltered housing schemes providing 841 homes for older people. Housing associations own and manage a further 204 units of sheltered housing.

Working in partnership with tenants, we are reviewing Council owned sheltered housing to ensure that it continues to meet the needs of older people. The review will take into account services provided to tenants with the highest needs as well as the needs of older people who are not residents of sheltered housing. We are also looking to develop more extra care sheltered accommodation with 24 hour care and support provided on site, following the provision of our first two schemes.

Increased extra care provision for people with dementia is part of the Council's supported housing programme.

We will also encourage the development of private sector extra care accommodation for sale.

Information on housing choices should be easily available for older people and we will ensure that housing information is part of the care information systems developed by the Council for older people. These will include *Careplace*, a centralised on line resource of care services information in West London. By using it residents and their families can find out about care and support services available in the area.

People with physical disabilities

There are 31 flats at Grooms Court which provide a low level of support for people with physical disabilities. We currently plan to develop a further 6 homes with a high level of support as part of our supported housing programme. Our aim is to encourage the supply of adapted units which can accommodate disabled people and, if necessary, their live in carers. The programme will provide 50 supported housing units for people with physical disabilities.

People with physical disabilities, including those leaving residential care, who apply for social housing will be matched where possible with suitably adapted properties from the register of housing for people with disabilities.

People with learning disabilities

There are 42 existing places in five housing schemes providing a range of provision for people who have learning disabilities. Up to 30 people who have been living in residential placements outside the Borough will have the opportunity to live in new accommodation back in Hillingdon provided as part of the supported housing programme.

There are 13 registered care homes in the Borough provided by the third sector for people with learning disabilities. The intention is that these will be deregistered to become supported housing schemes, thus ensuring far greater independence and more fulfilling lives for residents.

We currently plan to provide 181 places in eleven new supported housing developments which will be built by the Council and in another three built by partner housing associations.

Children and young people

There are currently two voluntary sector organisations which provide non self-contained accommodation and floating support for 228 young people and care leavers in the Borough. As private sector rented accommodation has become more difficult to access, young people may spend longer in hostel accommodation before suitable housing is available for them to move in to.

We will examine the need for more accommodation based support for young people with complex needs, particularly for care leavers who are over 18 and young people at risk. We will review existing private housing stock to identify those landlords who might be able to meet the need of care leavers.

We are committed to increasing the number of foster parents in the Borough. People who become foster parents or those fostering who wish to increase the number of children they foster are prioritised for appropriate social housing.

We will review the service “pathway” for mothers and children who experience domestic violence and need to be rehoused in settled accommodation.

Children leaving care being housed by the Council will benefit from a range of advice and assistance from the housing service. This will help to ensure that care leavers are supported to manage the transition to independent living and that they benefit from guidance on a range of areas including bidding for properties using LOCATA, moving into a Council home, budgeting and staying independent by successfully managing their tenancy.

People with mental health needs

The supply of housing services for people with a mental health related problem is being remodelled and expanded. A 24-hour long term care and support accommodation-based service is provided by Look Ahead Housing

and Care for people with complex needs. It has a capacity of 31 (increasing to 32 in 2013) self-contained units and is being remodelled to be much more personalised. In 2013 Council funding of the 'core' service is expected to reduce, when users will be able to purchase complimentary 'flexi' services through their personal budget.

Two supported housing services are being transferred to Hestia Housing Support in 2012. They have a total capacity of 32 and will be remodelled to be delivered more on a short term 'floating' basis and on different buildings where most of the units will be self-contained. Hestia also provides a Borough-wide floating support service to 66 clients.

We plan to provide an additional 55 units of supported housing over the three years to 2015.

Adapting existing homes

Adaptations to existing homes can help people in a number of ways. They can help people remain independent and stay in their own home rather than be forced to consider residential care. They can make it possible for vulnerable people to leave hospital much earlier than would be the case otherwise. They can help parents ensure that their disabled child is provided with a safe and manageable environment.

Funded jointly by the Government and the Council, Disabled Facilities Grants can pay for adaptations up to £30,000 and the Council has the discretion to top them up. There were aids and adaptations for 215 private sector homes in 2011/12. Exceptionally, if adaptations are impossible, we can use our powers to help buy a more suitable home.

We have also adapted 120 Council owned homes in 2011/12 and have a target of 215 adaptations in 2012/13 reflecting an increase in funding from the HRA from £750,000 to £1.4m.

Housing benefit service

In 2011/12 Hillingdon's Benefit Service paid £138m in Housing Benefit to 7,500 Council, 4,700 Housing Association and 8,400 private tenants. Just over 20% of Hillingdon households receive Housing Benefit. The service dealt with 10,644 benefit claims and 81,239 changes to claims, and had face to face interviews with 21,976 customers. In addition, the Corporate Contact Centre dealt with 63,907 telephone calls and 33,685 enquiries at the Council's main reception and One Stop in relation to Housing and Council Tax Benefit.

In early 2012 we piloted a new service in response to feedback from benefit applicants. The service provides active assistance in the form of a personal adviser to help new benefit claimants complete their claim. In short, the adviser calls the applicant and completes the form with them online. This is followed by a face to face interview where the claim is verified and signed, with the benefit calculation fully explained to the applicant. The new system has reduced the turnaround time for claims by more than half and has proved

to be popular with residents. The new system was rolled out for the majority of new claims at the end of May 2012.

Use of new information technology has been optimised to improve the Benefits service for new applicants and eliminate the completion and scanning of paper forms.

For the future we will continue to work closely with the Department of Work and Pensions (DWP) to implement the changes to Housing Benefits and the migration to Universal Credit and Pension Credit. We will support residents and new applicants through the changes in process and benefit payments until full migration to DWP is complete in 2017/18.

The administration of the Welfare Assistance Fund will be transferred to the Council in April 2013 and we will set local criteria for eligibility for payment.

We will work closely with Council Tax colleagues to implement the new localised Council Tax Support Scheme and will administer this alongside Housing Benefit in order to support residents through the various benefit changes.

Details of the expected impact of benefit reform on local residents and of the likely migration from central to outer London Boroughs resulting from reform can be found in Section 7 : Managing Demand.

Managing support – what we intend to do

- Provide 422 units of supported accommodation for vulnerable groups as follows:

Learning disabilities	181
Physical disabilities	50
Mental health	55
Older people	136
Total	422

Source: LBH statistics

- Deliver advice and support to help people live independently
- Commission services to help people stay in their own homes
- Ensure that people supported at home have maximum choice and control over the services they receive – by April 2013, everyone eligible will have a personal budget.
- Provide aids and adaptations to households in both the private sector and in Council housing via a streamlined and more efficient service
- Maintain a register of disabled adapted social housing

- Review specialist accommodation such the Council's sheltered stock to make sure that it is what people want and makes best use of the Council's resources
- Roll out the assisted housing benefit claim service to all new claims and existing claims in 2013.

Section 11 Housing services in 2015

Introduction

The Housing Strategy sets out the action the Council intends to take with partners over the next three years. Set out below is what residents of the Borough can expect as a result of the strategy.

What can residents expect?

Homelessness prevention

- We will contact households renting in the private sector whom we know will be affected by changes to the Local Housing Allowance. Households who are affected by welfare reform, including the effect of the Universal Credit cap on their ability to meet private sector rents in the Borough, will be able to access timely and effective advice on their housing options.
- We will procure good quality affordable private rented accommodation for households who are at risk of homelessness. As the demand for such housing is strong, some households who approach the Council may find that the homes they need and can afford are available only outside the Borough.
- Use of temporary accommodation will be maintained at 2011/12 levels, or reduced further depending on the availability of suitable private sector rented properties to prevent homelessness.
- We have reviewed our social housing allocations policy in 2012, giving consideration to whether non-priority households should be able to apply for social housing. Our aim has been to make sure that more support will be available to those households in the greatest housing need.
- The register of adapted social rented housing in the Borough will be completed. When an adapted home is let to a new tenant, we will make sure that it is matched whenever possible with a household which needs an adapted home.
- We will have the option to discharge our statutory duty to house homeless households in the private rented sector rather than providing social rented housing

New housing provision

- An additional 422 units of supported accommodation will be available to support vulnerable people to live more independently in the community. Just over half will be provided by Council redevelopment of its own sites, and the remainder as a result of partnership working with housing associations.
- Over the period 2011/15, we have set a challenging target to reduce spending on institutional care from 51% of our budget in March 2011 to an average of 30% across all adult social care user groups.
- By April 2013 everyone who is eligible will receive a personal budget with which to pay for the care and support services they need. Housing support and social care services will be provided in a way that ensures choice and control for residents. This will mean choice about how services are provided and the ability to purchase independent support using personal budgets.
- Based on current plans and targets, more than 1,000 new homes will be built in the Borough to meet demand for market priced and affordable housing.
- New homes will be built to Lifetime Homes Standards and will therefore be suitable or easily adaptable to meet the current and changing needs of the families who live in them.
- Our Tenancy Strategy sets out how the flexibilities in the Localism Act 2011 will be used in Hillingdon.

Council housing

- More Council tenants will be able either to buy their home, move from their home to find work or move to a home of a size more suitable for their needs as a result of new or existing national, London or local initiatives.
- The roll out of the revised tenant involvement framework will provide increased opportunities for tenants to be involved in decisions affecting their homes and their neighbourhood. These will include an active role in scrutinising and improving landlord services in the Borough.
- Our Tenancy Policy sets out how the flexibilities in the Localism Act 2011 will be applied to Council owned housing in Hillingdon.
- We will audit a third of all Council tenancies annually to ensure that

properties are occupied by legitimate tenants.

- Over the next three years we plan to spend £26m on improving Council tenants' homes. The money will be spent on new boilers and energy efficiency measures, upgraded electrical installations, new windows, roofs and doors and new kitchens and bathrooms.
- Invest £7m to adapt properties so that a household member can live more independently at home with their family.
- Quality of life in and around Council housing, especially flats, will be improved. More investment is planned for shared spaces and areas around Council homes. Parking, paths, fences, garages, play areas and security measures, plus upgrades to the lifts at a number of tower blocks will see planned expenditure of £5m.

Private sector housing

- Increased partnership working will result in better standards of private rented accommodation in the Borough. We plan to accredit at least 90 more private sector landlords and licence 240 Houses in Multiple Occupation by 2015.
- Better insulation means better energy efficiency, reduced carbon emissions and reduced household expenditure on fuel. We will be working with the GLA to introduce the Government's Green Deal for householders in Hillingdon .
- The number of excess winter deaths in the Borough will be reduced in addition to a reduction in the number of low income and vulnerable households living in fuel poverty.
- Homes which have been unoccupied will be brought back into use to increase the stock of affordable housing – less than 1% of homes will remain empty for six months or more. We will be working with other West London Boroughs to invest HCA funding in this work.
- We will offer grants for essential property repairs to householders who own their own home but do not have the financial resources to maintain them, enabling them to continue to live independently at home.

Housing Benefit service

- Residents will be supported by a more efficient and user friendly benefits administration service. They will receive one to one help to complete application forms and will be able to refer to an advisor in

case of queries.

- We will set local criteria for the Welfare Assistance Fund and administer it locally from April 2013.
- The Housing Benefit Service will work closely with Department of Work and Pensions to ensure a smooth transition of Housing Benefit cases to Universal Credit, and support residents through the process.

Glossary

Affordable Housing

Housing which is subsidised so that it is affordable by households on an average income or below who are unable to afford housing at full market cost.

Affordable Rent

Affordable Rent homes are new social housing tenancies made available to tenants at up to a maximum of 80% of the gross market rent.

Category 1 hazards

This is part of the HHSRS (see HHSRS) hazard rating. Local authorities are under a duty to take action in the case of category 1 hazards. There are 29 hazards in the HHSRS and Category 1 are the most serious.

Choice Based Letting Scheme (CBL)

A scheme introduced to provide an element of choice for people who apply for Council housing or housing association properties. Homes are advertised and applicants can bid for them.

Clinical Commissioning Groups (CCGs)

CCGs are intended to take on commissioning responsibilities as part of the Government's plans for the NHS set out in the 2012 Health and Social Care Act. The groups, made up of GPs and other medical professionals, will work together to manage their local budgets and buy health services for patients direct with other NHS colleagues and local authorities. Clinical commissioning groups will assume full responsibility for commissioning in April 2013 and will have control of approximately 80% of the NHS budget.

Core Strategy

Local Development Framework document upon which every other local development policy is based regarding development and use of land

Decent Homes Standard

A 10-year target was set with the aim of bringing all social housing up to a decent standard by 2010.

Disabled Facilities Grants (DFGs)

A local Council grant that helps towards the cost of adapting homes for disabled people, including disabled children.

Empty Property

A long term empty property has been empty for 6 months or more and is not for sale or subject to any legal processes.

Energy efficiency

Efficient use of energy which may result in saving money

Extra-care housing

Housing that allows people to remain independent while having access to care and support services if this is required to meet their needs.

Feed in Tariff

Where energy generating technologies, such as solar panels, are installed payments are made for any energy produced and used and any additional energy returned to the National Grid.

Finders Fee

Landlords or agents have traditionally asked for a month's rent in advance and a month's deposit when they let their properties. Many people on benefits or on a low income cannot afford this. Hillingdon's Finders Fee scheme assists tenants by paying a variable, one-off, non-returnable incentive payment to a private sector landlord in lieu of a deposit at the beginning of a tenancy

Find your own accommodation

Accommodation sourced directly in the private rented sector by households at risk of homelessness. The Council can assist by paying a small incentive to the landlord for accepting the household as a tenant. .

Flexible Tenancies

Social housing let on fixed term rather than lifetime tenancies.

Fuel Poverty

A household is deemed to be in fuel poverty where it spends more than 10% of its income on energy in the home

Green Deal

A Government scheme allowing private companies to provide measures to boost the energy efficiency of the homes. Costs of the measures will be recovered through instalments on the energy bills for the home concerned..

Handyperson scheme

Minor repair service for homeowners and tenants over the age of 60 and people of any age with disabilities

Health and Wellbeing Board

This is a forum established under the 2012 Health and Social Care Act. Its main purpose is to improve health and wellbeing outcomes for local residents and it achieves this through the development and implementation of a health and wellbeing strategy. Its members include commissioners from health and social care, the Joint Director of Public Health, elected Councillors and a representative from Healthwatch. In Hillingdon the Board's meetings are chaired by the Leader of the Council.

Homelessness application

An application to the Council (by a household or individual) following which

a housing professional assesses whether the Council has a duty to re house the applicant under the homelessness law.

Homelessness duty

This is a duty the Council has to re-house certain households under Part 7 of the Housing Act 1996 based on their meeting criteria assessed following a homelessness application.

Housing Association Leasing Direct (HALD)

Housing Associations lease properties in the private sector and provide a management service on behalf of landlords. The Council nominates tenants for the properties, using them for families who are at risk of homelessness.

Housing Benefit

Financial assistance for those who may be out of work or on a low income to pay their housing costs.

Housing, Health and Safety Rating System (HHSRS)

All properties must meet certain standards to make them habitable. The HHSRS assesses housing faults and how they might affect health and safety. The HHSRS considers how likely it is that a hazard would occur and how serious the outcome would be.

Houses in Multiple Occupation (HMO)

An HMO is a house used as living accommodation by more than 2 people who are not part of the same family, where they occupy the property as their only or main residence and share amenities and pay rent

Housing Revenue Account (HRA)

Local authorities are required to maintain a separate account, the Housing Revenue Account, defined by Section 74 and Schedule 4 of the Local Government and Housing Act 1989. This account sets out the expenditure and income arising from Council housing provision.

Landlord Accreditation Scheme

Hillingdon Landlord Accreditation Scheme is a scheme for landlords with properties to let in the Borough can join. The scheme encourages and promotes good standards of privately rented accommodation .

Lifetime Homes

The Lifetime Homes standard is a set of 16 design criteria that provide a model for building accessible and adaptable homes.

Local Housing Allowance

The Local Housing Allowance (LHA) arrangements are a way of working out Housing Benefit (HB) for people who rent from a private landlord. Local authorities use LHA rates based on the size of household and the area in which the household lives to work out the amount of rent which can be met.

New Homes Bonus

This scheme provides local authorities with a bonus equal to the national average for the Council tax band for each additional property, and is paid for the following six years as an unringfenced grant. There is an enhancement for affordable homes.

Owner occupier

A person who owns or is in the process of buying the house or flat he or she lives in.

Planning Policy Guidance

A series of documents issued by the Government. They set out Government policy and advice on planning issues such as housing.

Primary Care Trust (PCT)

Primary Care Trusts (PCTs) manage the provision of primary care services in a specific area. These include services provided by doctors' surgeries, dental practices, opticians and pharmacies. PCTs are abolished from April 2013 and most of their responsibilities transfer to Clinical Commissioning Groups (CCGs).

Privately managed accommodation

This is a scheme run jointly by West London Boroughs. 17 providers have been appointed to a framework tender for procurement and management of privately managed accommodation which can be used either to house clients for whom Councils have a statutory duty to provide accommodation or to prevent homelessness.

Private Rented Sector

The private rented sector (PRS) is defined as accommodation that is privately owned (not owned by a social landlord) and rented out.

Private Sector Stock Condition Survey

The 1985 Housing Act requirement that local housing authorities carry out regular stock condition surveys was updated in the Housing Act 2004. It states that a local housing authority must keep the housing conditions in the area under review in order to identify any action that may need to be taken.

Registered Providers

The definition of registered social landlord has been replaced with the concept of registered providers of social housing. A provider of social housing can now be either a non-profit or a profit-making organisation. Registered providers are regulated by the Homes and Communities Agency (HCA).

RE:NEW

RE:NEW is a London wide scheme designed to make it easier for all householders to improve the energy efficiency of their homes. The scheme applies to all types of homes across London, including owner occupied, privately rented and social housing.

Room2Move

The name of Hillingdon Council's service for social housing tenants to help them to move, enabling them either to downsize or to find a larger property to suit their needs.

Social Housing

Social housing is housing that is let at low rents and on a secure basis to people in housing need. It is generally provided by Councils and not-for-profit organisations such as housing associations.

Southwark Judgement

Judgement made by the Law Lords in May 2009. This piece of case law obliges children's services to provide accommodation and support to homeless 16- and 17-year-olds.

Temporary Accommodation

Accommodation used by a local housing authority to house people it has accepted that it owes a duty to under the homelessness law. This could be private sector leased or bed and breakfast accommodation.

Universal Credit

Universal Credit will replace the present benefit structure. A new law will need to be passed first, after which changes would take effect from October 2013.

Vulnerable People

A person who is unable to safeguard their own well-being, property, rights or other interests, is at risk of harm, or because they are affected by disability, mental disorder, illness or physical or mental infirmity, are more vulnerable to being harmed than other people.

Appendix B

Source documents

Laying the Foundations : A Housing Strategy for England
HM Government, November 2011

The Revised London Housing Strategy
Mayor of London, December 2011

The London Plan : Spatial Development Strategy for Greater London
Mayor of London, July 2011

Does the Cap Fit?
London Councils , 2011

Chance of a lifetime
Shelter, 2011

Caring for our Future : Reforming Care and Support
HM Government White Paper, July 2012

Relevant Hillingdon plans, strategies and research

Hillingdon's Sustainable Community Strategy 2011

Hillingdon Partners, 2011

Hillingdon's Wellbeing Strategy 2010-15

Hillingdon Partners, 2010

Choice, Control and Independence : Transformation of Adult Social Care: Personalisation and Commissioning Plan 2011-15

London Borough of Hillingdon, 2011

Hillingdon's Housing Market Assessment

Fordham Research, 2009

Hillingdon's Private Sector Stock Condition Survey

Fordham Research, 2008

Hillingdon's Council Housing Stock Condition Survey

Hillingdon's Local Development Framework

Core strategy – a vision for 2026

Hillingdon Council, 2011

Climate Change Strategy 2009/12

Hillingdon Council 2009

Hillingdon Council Affordable Rent Research Report

Chilli Projects 2011

Disabilities Commissioning Plan 2011-15

Hillingdon Council 2011

These documents are available at www.hillingdon.gov.uk or by telephoning the Commissioning Team, Central Services on 01895 277451



HILLINGDON
LONDON

The London Borough of Hillingdon's Tenancy Strategy

Draft

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1. Introduction

About Hillingdon

Hillingdon is the second largest of London's Boroughs and covers 42 square miles (11,571 hectares), over half of which is a mixture of countryside including canals, rivers, parks and woodland. The Borough has two airports - Heathrow and RAF Northolt. Hillingdon shares its borders with Hertfordshire and Buckinghamshire to the west and Hounslow, Ealing, and Harrow to the east. The north of the Borough is semi-rural, much of it protected by green belt regulation with Ruislip as the major town centre.

The south of Hillingdon is more densely populated and urban in character, containing the administrative centre of Uxbridge and towns of Hayes and West Drayton.

Heathrow airport is situated in the south of the Borough, and is the largest employer offering a range of relatively well-paid skilled and lower paid unskilled manual jobs.

There are a number of major manufacturing and retail organisations with headquarters and sites in Hillingdon. Stockley Park, to the north of Heathrow, is one of Europe's largest business parks. The Council, RAF Northolt, Brunel University, Harefield and Hillingdon hospitals are major public sector employers in the area.

Hillingdon is a good place to live. There are thriving shopping centres, a variety of job opportunities, excellent parks and green spaces, modern leisure facilities and easy access both to the centre of London and the towns, villages and countryside outside the capital. The supply of affordable housing available to Hillingdon's residents is however a challenge. Despite the successes that Hillingdon has achieved – regularly over-delivering on affordable housing targets – many Hillingdon residents are concerned about the affordability of their own housing and the availability of good quality, affordable housing for their children when they need it.

Hillingdon's Housing Market

Average house prices in the Borough have been rising since mid-2009. According to the Land Registry, at the end of 2011 the average price of a property in Hillingdon was £260,980. This reflects a broadly similar picture in London as a whole, where the average property price was £345,298. There are wide differences in entry level (lower quartile) prices across the Borough, from £169,000 in Yiewsley to £355,000 in Ickenham.

These average house prices are *seven times* the average household income in Hillingdon. The continuing squeeze on mortgage finance makes home ownership less accessible to residents of the Borough. Mortgages for buy to let property and shared ownership schemes have also been severely affected.

In terms of the people who rent accommodation in the Borough, the majority live in the social rented sector. The greatest concentration of private sector rental property is in the south of the Borough where rent levels are generally lower. However, since there is more demand for rental property because of a decline in home ownership and also because more renters are moving to outer London as central London, becomes unaffordable, private rents in Hillingdon are increasing. The average monthly rent for a two bed property is £994, the lower quartile rent is £875 (Source : Valuation Office). These figures represent an increase of 2.7% and 2.9% respectively on those in 2011. Over a quarter of those households living in the private rented sector rely upon Local Housing Allowance (LHA).

Household numbers in Hillingdon are projected to grow from an estimated 103,000 in 2011 to 118,000 in 2031, an increase of 14.6%. Similarly, the number of households on the Council's housing register has increased during 2010/11 by 31% to 9,800. While many applicants will not have a need for social housing (as defined by the Council's policy), the growth of the housing register is an indication of the increasing number of households who cannot easily afford to buy or rent on the open market.

With this context, it is clear that the need for accessible social housing remains a strong factor in shaping the Council's objectives and actions.

The Need for Affordable Housing

Hillingdon's most recent Housing Market Assessment (HMA) found that a net additional 2,624 homes a year over five years would be required to meet the current and newly arising need for affordable homes.

Estimated size requirement for additional affordable housing (net)		
	Net annual need	% of annual need
1 bed	174	6.6
2 beds	969	36.9
3 beds	913	34.8
4 or more beds	568	21.7
Total	2,624	100.0

Source : Hillingdon HMA 2009

The assessment also showed that there was a need for larger, family sized social rented homes. It also showed that only 22% of the households who needed affordable housing could afford low cost home ownership options rather than social rented homes assuming these options were priced at the midpoint between market and social rented prices. However, the current cost of new build low cost home ownership products available in the Borough is closer to that of market housing and therefore only accessible by few local home seekers.

Analysis of local housing need shows that homes required to accommodate most households accepted as homeless need to have one or two bedrooms.

Hillingdon's HMA also showed that some 5.6% of households are overcrowded, compared with the national estimate from the Survey of English Housing of 2.5%. Overcrowding was measured against the national bedroom standard. The assessment suggests that overcrowded households are more likely to be living in the social rented sector – almost 45% of overcrowded households were living in social rented homes.

The Supply of Social Rented Housing

The total number of social rented homes let in 2011/12 was 765. When compared with the table on page 4 it is easy to see how far the demand for social housing outweighs the supply of this clearly very scarce resource.

There is only a limited supply of the larger family sized homes which overcrowded households need. The majority of social housing in the Borough has 2 bedrooms or fewer. As a result they are more likely to be available to let – 76% of the total in 2011/12.

Between 2008/9 and 2011/12 1,699 affordable homes were completed in the Borough (social rented or intermediate). These were developed by housing associations, by the Council or by private housing developers as a condition of planning permission on larger housing sites. While Hillingdon has been very successful in developing affordable housing above and beyond the targets that have been set for the Borough by the Greater London Authority, supply remains a constant challenge.

In future, most new affordable homes will be financed by charging an Affordable Rent (at up to 80% of market rent) for the property. Government grant funding will be much reduced.

2. The Purpose of Tenancy Strategies

The Localism Act 2011 provides new opportunities for local authorities and registered housing providers to meet housing needs in more flexible ways and together ensure that suitable affordable housing is available to those who need it most.

These new opportunities include the discretion to offer 'fixed term tenancies' for new social housing tenants rather than the 'lifetime' tenancies that are currently offered. At the end of the fixed term, the household's circumstances will be reviewed by the landlord and if they still need the accommodation, their tenancy can be renewed.

The Act also requires local authorities to develop a Tenancy Strategy to guide registered social housing providers in developing tenancy policies for their own stock.

Registered social housing providers must publish a tenancy policy before they can use flexible tenancies and in doing so should have regard to this tenancy strategy in respect of:

- the kinds of tenancies they grant;
- the circumstances in which they will grant a tenancy of a particular kind
- where they grant tenancies for a certain term, the lengths of the terms; and
- the circumstances in which they will grant a further tenancy on the coming to an end of an existing tenancy.

3. Hillingdon's Tenancy Strategy

The London Borough of Hillingdon is committed to putting residents first. Good quality, suitable and affordable housing is needed to support Hillingdon's residents to live independent, healthy lives, improve access to training and employment opportunities to tackle worklessness, provide stability for families, support the education attainment of children and allow residents to build social and support networks.

With this in mind, Hillingdon's tenancy strategy provides guidance to shape social landlords' policies to use these new fixed term tenancies in a positive and constructive way.

This tenancy strategy has been developed working closely with registered providers, care and support providers, voluntary sector organisations and Council social care and housing staff. The strategy has been designed to support Hillingdon's local housing priorities set out within Hillingdon's Housing Strategy and has regard to the London Housing Strategy. Hillingdon's Housing Strategy makes it clear that social and Affordable Rented housing has an important role to play in:

- Enabling people to live productive lives; learning, working and contributing to the community. This includes supporting residents to access work and / or take up training
- Improving health and wellbeing, including people who have care needs, health or mobility issues

The tenancy strategy also presents the Council's position on the use of Affordable Rents as this is an important consideration for housing providers when deciding to introduce Affordable Rents alongside fixed-term tenancies.

It is expected that registered providers will engage and consult with Hillingdon Council to ensure their policies are in line with the principles set out here.

Hillingdon Council's own tenancy policy accompanies this document and sets out the details of how the Council will apply the principles set out in this Strategy to the management of Council tenancies.

While the primary audience for this document is registered providers, it will be of interest to members of the public and other stakeholders in the Borough with an interest in social and affordable rented housing. Each social landlord will have their own tenancy policy and affordable rent policy which will be available from the landlord on request.

Hillingdon's tenancy strategy will be regularly reviewed and updated as required working with partners.

Objectives of the Tenancy Strategy

Hillingdon's Tenancy Strategy aims to ensure that social housing is targeted to those that need it, for as long as they need it.

It also aims to ensure that:

- Social and affordable housing is used as effectively as possible to meet housing need in the Borough
- The use of social housing reduces reliance on inappropriate and costly forms of temporary accommodation
- Vulnerable people within social housing are provided with stability and support
- The scarce resource of social housing is used flexibly and not provided to those households who do not require it.

Overall, the Tenancy Strategy is designed to influence local decisions so that they contribute to the ambitions for housing described in Hillingdon's housing strategy, particularly our ambition that residents are enabled to live safe, healthy and independent lives.

This document establishes a framework for the use of all social housing in the Borough, helping to ensure that more people can benefit from the affordable, social housing that is available.

4. Guidance on Fixed-Term Tenancies

4.1 Considerations in developing the guidance

In establishing Hillingdon's preferences for the use of flexible tenancies, consideration has been given to the benefits of fixed-term tenancies for households in different housing circumstances. A range of different perspectives have influenced this preference, including that of housing providers, the voluntary sector and other partners.

Consideration has been given to:

- The available supply of social rent and Affordable Rent homes compared with demand
- The health and wellbeing of Hillingdon's residents as well as their economic circumstances
- The role of social and Affordable Rent housing in enabling people to become independent, and the length of time this may take bearing in mind the household may have experienced crisis e.g., homelessness, or have support and/or care needs
- The cost of administering fixed term tenancies to registered providers and to other agencies who may need to be involved in the review process e.g. advocates from the voluntary sector or care workers if the household involves someone with support or care needs
- The need to develop or enable alternative housing options should a fixed term tenancy not be reissued at the end of the term e.g., alternative adapted accommodation should there be a disabled household member, or access to the private rented sector

Hillingdon's tenancy strategy seeks to balance the interests of different needs and consider how these will be met by different housing types. This includes general needs family and non-family housing, accessible and adapted housing and long term specialist housing such as sheltered housing and extra care.

4.2 Using Fixed-Term Tenancies

Hillingdon Council supports the use of fixed term tenancies (following on from introductory or probationary tenancies) as they provide a clear way of making the best use of the limited resource of social housing. It would be preferable if all new social tenancies across the Borough were on similar fixed terms in order to provide a clear and straight-forward offer to those seeking to access social housing.

Existing social tenancies will be protected and remain unchanged from their current status.

Registered providers may choose to introduce different types of tenancy agreement for new tenants that last for fixed periods of time, for example five

years. The provider can choose for these to be longer, or shorter in exceptional circumstances.

However, if registered providers decide to use fixed term tenancies, the Council would expect the following guidance to be followed:

- A minimum of a five year fixed term tenancy should be offered for most households (1). There are some exceptional (2) circumstances where the Council would be prepared to accept a shorter term (these are described later). Where a term of less than five years is proposed in the tenancy policy registered housing providers need to give the Council an opportunity to comment. Ultimately the decision on tenancy lengths should be based on making the best use of available housing, although we recognise that fixed term tenancies provide registered providers with an opportunity to rebase Affordable Rents (these can go up or down).
- Fixed term tenancies may be re-issued at the end of the term, following a full review, unless there is a significant change of circumstance. We want to work with providers to establish the criteria they use to inform this decision. Registered providers should take the opportunity to consider all of the tenant's housing options at the review at the end of the tenancy. For most household groups changes in circumstances are likely to include:
 - Financial i.e., the household can afford to live in another tenure
 - Household composition i.e., the household size no longer matches the number of bedrooms in the home
 - Housing need related to health and wellbeing needs e.g., the home does not provide the right level of accessibility, or additional support/care is needed that can be better provided elsewhere
- In designing the tenancy policy and fixed term tenancy review process the registered housing provider should give consideration to how the tenant's quality of life can be improved, and the role of agencies that can enable this e.g. employment, health, care and support.
- Registered providers will continue to use housing need criteria (as defined by the Priority need categories and Reasonable Preference criteria established within the Council's Allocations Policy) when assessing whether to re-issue a tenancy at the end of a fixed term period
- The use of fixed-term tenancies as a management tool is inappropriate particularly in relation to addressing concerns about housing management tenancy issues or neighbourhood issues. Existing tools are available to social landlords (e.g. probationary tenancies) to manage risk. Social landlords are expected to clearly indicate whether they intend to use

¹ This is in line with the government's preferred minimum tenancy length

² Exceptional is defined as not typical or usual. Therefore issuing a shorter tenancy in order to deliver the provider's asset management strategy, for example, is not considered to be exceptional as asset disposal and management is usual practice.

probationary or starter tenancies in their tenancy policy and the circumstances in which these would be extended, as required by the Homes and Communities Agency's (HCA) regulatory framework.

- "Lifetime" tenancies should be considered for households whose circumstances are unlikely to change over time e.g. people with serious long term health conditions. The use of the term "lifetime" relates to the length of an individual's social housing tenancy rather a specific property.
- All fixed term tenancies should be preceded by a one year introductory tenancy in the case of a secure flexible tenancy, or starter tenancy in the case of a housing association assured flexible tenancy (i.e. an assured short-hold tenancy)
- Registered providers will continue to use the nomination agreement with the Council
- Registered housing providers will need to consider the impact of their tenancy policies and keep their policies under review.

4.3 Managing Fixed Term Tenancies

There are a number of factors which are critical in managing fixed term tenancies as well as the Affordable Rent product. Registered providers are asked to bear the following factors in mind:

- A higher level of awareness is needed amongst the public and existing tenants in social housing of the range of housing options available in Hillingdon and what these have to offer. Social and Affordable Rent homes should not be seen as the default solution. For example, options in the private rented sector may offer a better opportunity for a household to access schools and employment.
- Timely information and advice services will help people to understand their options which should include, where appropriate, opportunities to move within and outside the social and Affordable Rent sectors e.g. into market rent or low cost home ownership where these are affordable.
- Advice and follow up action should be provided by registered providers to enable new tenants to access education, training and employment
- There should be clear criteria against which the decision to re-issue a tenancy is made
- A clear and transparent review process should be in place which is understood by the tenant at the time of tenancy sign up. This should ensure that, during the 6-9 month period before the tenancy is due to expire, the landlord reviews the tenant's housing needs and states before the six month date of expiry whether it intends to renew the

tenancy or not, giving appropriate reasons where the latter applies. The review policy should be accessible and easily available i.e. published on websites and available in local offices.

- An appeals process for tenants must be clearly communicated in the event that the tenants disagree with the decision or the way in which it has been made. Again this should be published and as available as the review process referred to above.
- Information sharing will be required between registered providers and the Council when the decision not to re-issue a tenancy has been taken – 6 months prior to the end of a tenancy in order to avoid homelessness
- While there should not be a presumption that a tenancy will be renewed, the Council expects a large proportion of tenancies to be renewed where tenancy conditions have been met and the tenant's (or tenants') circumstances have not substantially changed.

4.4 Preferences for Minimum Tenancy Periods

This section of the tenancy strategy recommends the Council's preferences for households in specific circumstances. The following four groups account for all the different household types accessing social housing.

- Households with a disabled household member (adult or child)
- Families with children
- Single person households and childless couples of working age
- Older people (people over working age)

Register housing providers must have regard to these preferences when designing their tenancy policy.

a) Households with a disabled household member (adult or child)

In establishing our preferences, consideration has been given to:

- The health, care and support needs that a disabled person may have (e.g. mental ill health or learning disabilities) in addition to their housing need
- The likelihood that the disabled person will progress towards greater independent living over time, for example a disabled child may eventually leave the family home
- The very limited supply of accessible or adapted homes, and the cost associated with adaptations
- The length of time needed to establish good support mechanisms around the disabled person when they become a tenant
- The risk of vulnerable people 'falling through the net' if they become disconnected from their support networks as a result of a tenancy not being re-issued

- The involvement of health, care and support providers and advocates in the process of reviewing fixed tenancies bearing in mind limited resources for these organisations

The Council's preferred minimum tenancy lengths are:

- Five year fixed term tenancies for disabled adults with health and/or care needs e.g. mental ill health or a physical or learning disability.
- For people with serious and enduring long term conditions i.e. where there is no likelihood that housing circumstances or other needs will change, living in appropriately adapted or supported accommodation, the expectation is that the fixed term tenancy would be renewed, provided the property still meets the needs of that person

It would be reasonable for fixed term tenancies to not be re-issued where:

- The disabled person's needs are no longer being met by the accommodation or the support provided in this accommodation (specialist schemes)
- The disabled person no longer lives in the property
- The household's income has increased and other housing options are now accessible e.g. home ownership

It is important that the following things are in place in order for fixed term tenancies to be used:

- A person-centred approach to the review process, involving agencies that are working with the disabled person and the individual's family, carer and/or advocate as appropriate
- Suitable move-on accommodation, with and without support

b) Families with children

In establishing our preferences, consideration has been given to:

- The housing needs typically presented by families with children, and the circumstances that have contributed to these needs e.g. homelessness and experience of living in hostel accommodation
- The health, care and support needs that the family may have
- The importance of a stable education to children who have experienced instability in the past
- The time needed for a household to establish links in the community

The Council's preferred minimum tenancy lengths are:

- Five year fixed term tenancies for all families, including those where children are of school age or younger

- Shorter fixed term tenancies (e.g. two years) would be acceptable in circumstances where fostering or adoption is the main reason for a social tenancy being allocated

It would be reasonable for fixed term tenancies to not be re-issued where:

- The home is under-occupied because a member of the household has left
- The household's income has increased and they can afford alternative options

It is important that the following things are in place in order for fixed term tenancies to be used:

- Alternative housing options for households to move into should the tenancy not be re-issued
- Support to families to enable them to progress towards different housing options in the future, for example by enabling access to education and employment opportunities, supporting families to manage their household budget
- Good quality information and advice about housing options
- Opportunities for customers – existing and prospective – to have a voice, particularly to shape policies, plans and procedures that may have an impact on their tenancy agreement and how this is managed

c) Single person households and childless couples of working age

In establishing our preferences, consideration has been given to:

- The health, care and support needs that an individual or couple household may have
- The local authority's role as a parent to young people in care, and the possibility that the current duty may be extended to over the age of 25
- High rates of unemployment, particularly for people over the age of 55
- High demand for accommodation from this household group but limited alternative and affordable options

The Council's preferred minimum tenancy lengths are:

- Five year fixed term tenancies for most single people (including young people leaving care) or couple households
- Shorter fixed term tenancies e.g. two years, are recommended where it is felt that this will contribute towards enabling the individual to work towards greater independence and other positive outcomes, for example specialist housing schemes for young people

It is important that the following things are in place in order for fixed term tenancies to be used:

- Sufficient supply of floating support as needed (and the tenant's engagement with this)
- The review process must be holistic, taking all relevant needs into consideration and involving appropriate agencies where necessary (including, for care leavers, the Leaving Care 16+ Team)
- Where a tenancy will not be re-issued the registered provider should make appropriate referrals to organisations that can assist the household to progress to another housing option
- Alternative housing options for households to move on to, for example accommodation in the private rented sector facilitated by a rent deposit scheme, or shared ownership

d) Older people (over working age)

In establishing our preferences, consideration has been given to:

- The health, care and support needs that an individual may have, and how these may change over time
- The need to prevent further under-occupation of family homes by people over working age in the future
- The need to attract appropriate older people to sheltered and extra care accommodation, freeing up much needed family size social housing
- The cost implications that could arise from not re-issuing a tenancy where the home has been adapted to meet specific needs

<p>The Council's preferred minimum tenancy lengths are:</p> <ul style="list-style-type: none"> • Five year fixed term tenancies for general needs accommodation • "Lifetime" tenancies for sheltered and extra care accommodation
--

- Five year fixed term tenancies for general needs accommodation
- "Lifetime" tenancies for sheltered and extra care accommodation

It would be reasonable for fixed term tenancies to not be re-issued where the health and care needs of a member of the household have changed (increased or decreased) and these would be better met in different accommodation, for example a household in general needs housing may benefit from a move to sheltered or extra care accommodation.

It is important that the following things are in place in order for fixed term tenancies to be used:

- A person-centred approach to the review process, involving agencies that are working with the older person and the individual's family, carer and/or advocate as appropriate

e) Other circumstances

- Secure tenants moving to an Affordable Rent property could be offered an appropriate incentive to move. This could be in the form of a "life-time" tenancy. This should be advertised through the Locata process

- Secure tenants under-occupying their property and who are willing to moving to a smaller property could be offered an appropriate incentive to move such as a long term “lifetime” tenancy.
- Supported housing tenancies will require a more tailored approach, depending upon the nature of the scheme. It will remain important to ensure that throughput is enabled within supported housing schemes by enabling tenants to move on at the appropriate time. This may be after a very short period (e.g. for a refuge), after 6 months, two years or longer.

5. Affordable Rent

86% of homeless households for which the Council accepted a duty in 2011 were dependent solely on income from benefits. They will be affected by the proposed Universal Credit cap introduced in 2013. This will restrict weekly income from all benefits to £350 for a non working single person and £500 for a non working family. The household cap has been set at a level to reflect an average household income of £35, 000 before tax, and has been used in researching the effects of different income proportions to define Affordable Rents in the Borough.

In future, most new affordable homes will be financed by charging an Affordable Rent (at up to 80% of market rent) for the property. Government grant funding will be much reduced. Boroughs in west London, including Hillingdon, have assumed that it is reasonable to expect a household to spend up to 40% of income on rent³ based on available evidence.

With the income proportion set at 40% our research indicates that at average private sector rent levels in the south of the Borough:

- if housing providers set rents at 80% of average market rents (or below), then only homes with one or two bedrooms are affordable
- if housing providers set rents at 67% of average market rents (or below), then one, two and three bedroom homes would be affordable, but those with four or more bedrooms would not.

Accommodation at an Affordable Rent may therefore not address the needs of those at the top of the Council's waiting list unless rents are reduced sufficiently to reflect their incomes.

With this in mind, the Council is working to ensure that all forms of "affordable" housing remain truly affordable to local people. In relation to Affordable Rent homes the Council expects:

- Affordable Rent levels to be within affordable levels for local people. This means that no more than 40% of income should be spent on housing costs – that is rent and service charges.
- Larger homes (three beds or more) at near⁴ social rent levels continue to be developed in Hillingdon.

³ Most West London authorities have adopted a 40% net income threshold; this is the maximum that a household should spend on rent. The Council has been advised that if the threshold was set below this it would make viability of affordable housing development too difficult to achieve.

⁴ Near social rent levels are defined as 55 – 60% of market rent, compared to social rent levels at 45 – 50% market rent

- Only one and two bed social rent homes to be converted to Affordable Rent, where this is required by the provider's business plan
- Revenue generated from converting existing social rent properties to Affordable Rent levels to be used only for development in Hillingdon;
- All new affordable general needs (including Affordable Rent) homes built by providers in Hillingdon to be let for the first time to households on the Council's housing register, and that 75% of subsequent lets are undertaken in this manner

To support the development of homes that are affordable for local people the Council will:

- Explore through HRA business plan modelling the potential to generate capacity for developing additional homes at rent levels that are affordable in Hillingdon
- Explore the potential to set aside a proportion of relets for intermediate renting at full Affordable Rent levels (80% of market rent), to generate capacity for additional homes to be developed.
- On sites with a capacity of ten or more homes, ensure that at least 35% of all new homes are affordable, with a tenure mix of 70% housing for social rent and 30% intermediate housing
- Include sites in Hillingdon's Site Allocations Development Plan Document from which a percentage of affordable housing will be delivered

Appendix 1

Changes to how affordable housing is accessed and managed

The government, through the Localism Act 2011, has enabled the Council and registered providers to make choices about how they manage social and affordable housing. Changes have been introduced because it would like affordable housing to:

- Be targeted at those in greatest housing need
- Offer value for money and not cost the public purse more than it needs to
- Not be seen as somewhere where only people without work are able to live
- Be used fairly, for those people who need it most, when they need it.

In summary:

1. Registered providers may choose to introduce different types of tenancy agreement for new tenants that last for fixed periods of time, for example five years (existing tenancies are protected).
2. New 'Affordable Rent' housing is likely to be more expensive than existing social rent housing. Social rents have historically been between 45 and 50% of a market rent whereas the new 'Affordable Rent' can be up to 80% of market rent. For example a new two bed affordable home could cost £184 per week, compared to £113 per week for an existing two bed social rented home managed by the same registered provider in the same area. New 'Affordable Rent' homes must be let through the same mechanism as social rent homes⁵.
3. Registered providers who are developing new Affordable Rent homes can 'convert' a number of their existing social rented homes to a higher 'Affordable Rent' when they become available to let. The number of these conversions to Affordable Rent is critical to the financial viability of providing new Affordable Rent homes. Conversions to Affordable Rent may take place in local authority areas other than those where the new Affordable Rent homes will be built but this is how new homes have been funded in the past.
4. Registered providers operate as not-for-profit organisations. Many of them are charitable organisations. To build new homes and/or so they can focus their resources on managing the rest of their homes to a high standard, providers may now need to sell some of their homes. They may also decide to 'swap' homes with other providers, where it makes more sense for them to manage these.
5. The Council could change who can access social and Affordable Rent homes – they can decide to limit access to the housing register to those

⁵ This is stipulated by the Government in its revised Planning Policy Statement 3 definitions of Affordable Rent

who have a defined housing need⁶, and/or reflect that there are local priorities such as enabling under-occupiers to move home. The Council will also be able to use the private rented sector more to meet housing needs.

There are other things that are also likely to affect the supply of affordable housing in the Borough in the future, and the need and demand for these homes:

6. The Council has been able to decide how to spend all the rent from their homes from April 2012. The 30 year business plan (drafted for Members approval) centres on maintaining existing homes to an acceptable standard expected from a responsible landlord and the development of supported housing units to improve the lives of people who would otherwise have to be placed in more costly residential care accommodation.
7. Registered providers may be planning to offer an alternative to social rent and Affordable Rent homes. Low cost home ownership may meet some household needs, whilst market rent might generate income for more affordable homes.
8. There is a greater Right-to-Buy discount for people wishing to buy their social rented home. This might reduce the number of social rent homes available to others in housing need.
9. People who have a low or no income and receive benefits may receive less money in the future as a result of changes to the welfare system. People living in the private rented sector may have less to spend on their housing costs and may need to move to more affordable housing.
10. Welfare reform will also affect existing, working age, tenants in social housing who are under-occupying their home by one bedroom or more; demand for smaller homes may rise, as might rent arrears from those who can't move.

⁶ The Council must enable people who meet the Government's reasonable preference criteria to register.

Appendix 2 **Equality and comprehensive impact assessments**

It is important that local authorities, as public bodies, pay real attention to the provisions of the Equality Act 2010, and are able to demonstrate that the process of developing the tenancy strategy has paid due regard to the need to:

- Eliminate unlawful discrimination
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it
- Foster good relations between people who share a protected characteristic and people who do not share it

The HCA's 'Regulatory framework for social housing in England from April 2012' also reminds providers that it is essential to understand tenants' needs, including those within the equality strands⁷.

The process of developing this strategy has considered equality in relation to our expressed preferences, and what the Council knows about housing need. This will not be sufficient to inform tenancy policies; registered providers need to undertake equality impact assessments with consideration to local London Borough of Hillingdon characteristics, including of those in housing need (prospective tenants).

It will be important to consider the impact of the Affordable Rent and fixed term tenancies on communities if introduced 'en-masse' in an area.

⁷ The Equality Act 2010 gives public bodies responsibilities in relation to: race, age, gender reassignment, pregnancy and maternity, religion or belief, sex, sexual orientation, disability and marriage and civil partnership; in policy making, delivery of services and public sector employment.

Appendix 3
Housing Tenancy and Ownership Definitions

This section briefly describes the different types of home ownership and tenancy types that exist and the new ones that are being created.

Tenure	Key Features
Leasehold Home Ownership	The occupier owns a lease of a flat or maisonette for a fixed term with the freehold owned by another party. The fixed terms for a lease granted by a local authority in a right to buy context is normally 125 years. In this instance, the tenant effectively buys the use of the property concerned with associated access rights to and from the property through the freeholder's common and environmental areas, for which will be expected to pay a service charge for. In addition, contributions will be expected from time to time for works required to elements of the building such as the roof, windows, communal heating, lift systems, etc. These same rules generally apply to home owners who purchase leasehold homes in the market sector.
Shared Ownership & Shared Equity	Created as a response to a gap in the market where potential purchasers were unable to afford a home to buy on the open market, but were not eligible for social housing. Purchasers in tandem pay both a mortgage to a financial institution and a below market rent and service charge to a private registered provider. This will be based on the 'tranche' that the purchaser has bought which will normally start at 25%-40%. Purchasers generally have the opportunity to 'staircase up' which enables them to purchase the property outright on a leasehold ownership basis as described above. Shared Equity is where another party, usually through a Government sponsored scheme, offers a discounted interest loan to buy part of the property in addition to that finance raised by the purchaser.
Secure Tenancy	These are tenancies granted by local authority registered providers. Created under the 1985 Housing Act, consolidating previous legislation on public sector tenancies these are 'periodic tenancies' by which is meant they are self renewing provided that the rent and service charges are paid and no conditions of tenancy are breached. Eligible tenants have the right buy.

Tenure	Key Features
Flexible Tenancy	The new flexible tenancies for local authorities will be to all intents and purposes the same as secure tenancies as described above, but will have fixed terms. Eligible tenants have the right to buy.
Assured Tenancy	Similar to secure tenancies, these are also periodic tenancies granted by housing association private registered providers. Created under the 1988 Housing Act, consolidating legislation on (what were then) generally called housing associations, but for the purposes of the legislation called registered social landlords. Eligible tenants often have the right to acquire, but the charitable status of some private registered providers does not allow for this right.
Probationary Tenancy	In Hillingdon, these are granted by the Council to new tenants for one year before a 'secure tenancy' is granted.
Assured Shorthold Tenancy	Created under the 1989 Housing Act, to all intents and purposes these tenancies are similar to Assured Tenancies, but are for fixed terms of a minimum of six months but are often granted for one year; rents are not controlled by government regulations; and there are no rights to buy or tenancy succession. These are used by Private Registered Providers for intermediate housing purposes (e.g. sub market rented housing) and extensively by private landlords.
Licensee	Licences have been used for 'short life' housing purposes. This is where homes that are planned for demolition or major refurbishment but the timeframes are either long or uncertain. There can be a case using a 'short life' approach to such homes although this approach is less used presently. A licence gives very few rights to licensees which can be summarised as a 'bare permission to occupy'.

For Private Registered Providers, flexible tenancies will be Assured Shorthold Tenancies instead of Assured Tenancies.



HILLINGDON
LONDON

The London Borough of Hillingdon's Tenancy Policy

Draft

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1. Scope of this policy

This policy is designed to show the Council's approach, as a registered provider of social housing, to allocating and managing social housing tenancies. It should enable our customers to clearly see what they can expect of us in relation to:

- Deciding who will be offered a tenancy of one of our homes
- The sorts of tenancies we will offer and the different types of tenancy we will use in different circumstances
- Decisions about reissuing a tenancy for the same or for a different property
- How prospective and current tenants can appeal against any decisions we make regarding (a) the tenancy offered or (b) not reissuing a tenancy on their current home, and how we will deal with those appeals
- Offering advice and assistance to those whose tenancy will not be reissued to find another suitable home
- Tenancy succession
- Arrangements for more vulnerable customers
- Helping our customers to sustain their tenancy
- Ensuring that our homes are occupied by their legal tenant and how we deal with tenancy fraud

In developing this policy we have given due regard to the direction provided by London Borough of Hillingdon's Tenancy Strategy, which can be found at [*web address*], or provided on request.

This policy should be read in conjunction with Hillingdon's review and appeals procedure which can be found at [*web address*] or can be provided on request.

2. The aims of this policy

We aim to:

- Provide a high quality housing management service to prospective and current tenants, in accordance with legislation, regulation, and best practice.
- Respond effectively to the demands placed on our limited social housing resource
- Make best use of our stock and ensure it meets existing and future customers' needs
- Ensure customers have the right home for as long as they need it
- Support our customers to enable them to achieve their housing aspirations

3. Our commitments to our tenants

We will:

- Let homes in accordance with Hillingdon Council's Allocations Policy so that we contribute to its aims of:
 - Putting our residents first
 - Creating and maintaining mixed and sustainable communities
 - Helping and supporting some of the most vulnerable groups in the Borough
 - Providing some realistic options for working households
 - Supporting and rewarding those that make a positive contribution to their community
 - Actively discouraging households from perpetrating negative behaviour that could have a detrimental impact on the community in which they live
- Provide clear and accessible information in formats our customers can understand about the tenancies that we will offer on different properties, and the circumstances under which a fixed tenancy would not be reissued.
- State the tenancy terms and rent level with each available property and ensure the new tenant understands them before they sign-up to the tenancy.
- Work to prevent homelessness and increase the availability of homes by:
 - Telling all our customers about how we can help them to maintain their tenancy successfully
 - Acting promptly where we identify problems that could threaten someone's tenancy
 - Helping customers to find another home if their tenancy isn't suitable for their household
 - Providing or enabling advice and assistance to help our customers find a suitable home if their tenancy isn't to be reissued
 - Ensuring that all our homes are occupied by people who are entitled to do so
 - Making sure homes are relet as quickly as possible

4. Offering and Reissuing Tenancies

4.1 *Preserved rights for secure and assured tenants with tenancy start dates prior to XX/XX/XX (date of this policy)*

Existing secure tenants (or assured tenants of a housing association) with a tenancy start date prior to the date of this policy have their tenancy terms and conditions preserved by law. Therefore, if they transfer to a different home in either Council or housing association stock, they will automatically be offered another secure or assured tenancy.

4.2 *Our approach to tenancies*

We understand the importance of a stable and secure home: It offers the platform that people need to be able to get on with their lives, improve their circumstances and achieve their aspirations. Our homes are let at rents that are lower than those charged by private landlords or by registered providers for 'Affordable Rent' homes and that means that people have fewer worries about their housing costs and can focus instead on the other things that help them succeed – like training and employment, developing independent living skills and being part of the community. As they achieve their aspirations they may need or want to move on into other homes, perhaps in other areas.

We have duties under the Equality Act 2010 to help those that are most vulnerable, including older people, disabled people and children. Our approach helps us to fulfil our duties by enabling more vulnerable people to access and sustain a suitable home.

As people get older they need more support so they can retain their independence and health, and enjoy their lives. This is offered within our sheltered and extra care housing schemes for older people, and we hope that customers who need the support we provide can stay in these homes for the rest of their lives.

Some of our homes have significant adaptations to enable disabled people to live independently and with a good quality of life. Adaptations are expensive and demand for them is growing so we want to ensure that every adapted home is occupied by someone who needs the special features.

Our family homes are particularly in demand so we would prefer that they are always occupied by families who need the space they provide. However, stability and the right home are particularly important to children so that they can grow up healthily and achieve well. We want to help children to have an uninterrupted education and upbringing in a decent home.

We want to provide those who have insufficient income to afford other housing options in the Borough with the stability they need to achieve their aspirations for employment and an improved lifestyle. Households with a combined income that indicates they can afford a different housing tenure¹ will be expected to move on and release the property for someone who does not have the same options.

¹ This is included in the Council's Allocations Policy and updated regularly through review of the income required to afford other tenures.

4.3 New tenancies after [date of this policy]

We offer a probationary tenancy to any new tenant that doesn't currently hold a secure or assured tenancy. Probationary tenancies last for one year. Tenants who are not in breach of their tenancy at the end of that term and who have not been found to be in breach of their tenancy over the course of its term will automatically move to whichever tenancy is appropriate for their home and household.

We use flexible (fixed term) tenancies in certain circumstances to help to deliver the aims of this policy. Each fixed term tenancy will be formally reviewed before its end date. The review will take place no later than seven months before that date so that the tenant receives at least six months written notice of whether we intend to either:

- Reissue another tenancy for their current home
- Or
- Not reissue a tenancy but help them to find another home before their current tenancy ends

Tenants and prospective tenants have a right to appeal decisions to offer a fixed term tenancy or not re-issue a tenancy at the end of the term – this is discussed in Section 14 of this policy.

Our processes for reviewing tenancies and for appeals are clearly laid out in our *Tenancy Review Procedure* and *Tenancy Appeals Procedure*, copies of which will be provided to every fixed term tenant as part of their tenancy pack, and at the start of each review.

4.4 Tenure terms for different types of properties and households

Property type	Household type	Tenancy length	Basis for decision on reissuing tenancy
All general needs properties with significant adaptations ²	Any with a disabled household member	5 years	<p>Tenancy will be renewed at the current home if the household includes someone who requires the adaptation.</p> <p>Tenancy will not be reissued if household members no longer require the adaptation. In this case, additional housing assistance will be offered:</p> <ul style="list-style-type: none"> • If the combined household income is below that deemed to enable a move to another tenure, additional priority will be offered for a move to non-adapted home • If the combined household income is above that deemed to enable a move to another tenure, advice and assistance will be offered to locate a suitable home
		Use 'exceptional' 2 years where the disability is temporary	
General needs homes at social rent with no major adaptations	Families with children	5 years	<p>Tenancy will be renewed at the current home if:</p> <ul style="list-style-type: none"> • The household contains any children who are school age or younger <p>and</p> <ul style="list-style-type: none"> • The household still meets the property size criteria <u>or</u> their income is below that deemed as required to enable a move to another tenure <p>The tenancy will not be renewed at the current home if children are no longer in full time education <u>and</u> the household is under-occupying by 1 room or more.</p> <p>The tenancy will not be renewed at the current home if children are no longer in full time education <u>and</u> the combined household income is above that deemed to enable a move to another tenure</p>
		Use 'exceptional' shorter fixed term tenancies (e.g. two years) in circumstances where fostering or adoption is the main reason for a social tenancy being allocated	
		Tenancy Strategy states a minimum of 5 years	

² 'Significant' means any feature that would cost over £1,000 to replace and which makes the home particularly suitable for disabled people. **(Note : Hillingdon definition being checked)**

Property type	Household type	Tenancy length	Basis for decision on reissuing tenancy
	Single people and couples with no children.	5 years	Where the tenancy will not be renewed at the current home, additional housing assistance will be offered. There may be circumstances where alternative social housing is offered. There may also be circumstances where only advice and assistance is offered to the household in order to obtain alternative private sector housing.
		<i>Tenancy Strategy states a minimum of 5 years</i>	<p>The tenancy will be renewed at the current home if the combined household income is below that deemed to enable a move to another tenure <u>and</u> the property still meets the needs of the tenant/s.</p> <p>The tenancy will not be renewed if:</p> <ul style="list-style-type: none"> • The combined household income is above that deemed to enable a move to another tenure or • The property no longer meets the needs of the tenant/s (including where the property is under-occupied by one or more bedroom) <p>Where the tenancy will not be renewed at the current home, additional housing assistance will be offered. There may be circumstances where alternative social housing is offered. There may also be circumstances where only advice and assistance is offered to the household in order to obtain alternative private sector housing.</p>
Sheltered housing and Extra Care schemes	People who are 60 years old or above	"Lifetime " Tenancy	No reviews required
		<i>Tenancy Strategy states lifetime secure tenancy</i>	

Property type	Household type	Tenancy length	Basis for decision on reissuing tenancy
Other supported housing schemes	Any assessed as requiring specialist accommodation supported	<p>Will vary depending on the nature of the scheme.</p> <p>Most supported housing schemes will offer secure tenancies, where the property is intended to be a home for life, and there is no likelihood that housing circumstances or other needs will change</p>	No reviews required
		<p>Some supported housing schemes will offer 2 year tenancies or longer. Some will only require shorter periods of stay as the scheme is designed to provide supported housing during a short term crisis and the expectation is that the tenants will be able to move to more independent accommodation once they have completed a programme of support.</p>	<p>Tenancies will be reissued (to varying lengths depending on the nature of the scheme) if the tenant has not achieved a sufficient level of independence and they are still engaging with the support programme.</p> <p>Tenancies will not be renewed if the tenant:</p> <ul style="list-style-type: none"> • Is no longer in need of supported housing or • Is not engaging with the programme of support offered <p>Where the tenancy will not be renewed, additional priority for be offered to move to a property that will meet the tenant's assessed needs.</p>
Affordable rent properties	Any	5 years	The tenancy will be renewed at the current home once rent has been re-based, provided other occupation criteria are met (as above)
		<i>Tenancy Strategy states a minimum of 5 years</i>	
'Asset management'	Any	2 years	The tenancy will be renewed with a new 2 year fixed

Property type	Household type	Tenancy length	Basis for decision on reissuing tenancy
properties, i.e., where an in-principle decision has been made to dispose of or otherwise refurbish, requiring eventual vacant possession		<i>Tenancy Strategy states that 2 year tenancies are acceptable</i>	term tenancy if planned work is more than two years away.

5. Probationary (introductory) tenancies

We offer a probationary tenancy to any new tenant that doesn't currently hold a secure or assured tenancy. Probationary tenancies last for one year. Tenants who are have not been found to be in breach of their tenancy at any point over the course of its term will automatically move to whichever tenancy is appropriate for their home and household (see 4.4 above) in line with what they will have been offered before they signed up for the probationary tenancy.

Tenants that are in serious and persistent breach of their tenancy conditions can be given a notice of proceedings for possession, which will include the right to a review of our decision. If no request to review the decision is received, or the decision is upheld following a review, the Council will start proceedings in the county court to end the probationary tenancy as soon as the notice ends.

As long as the Council follows the correct procedures for repossessing a property held on a probationary tenancy, the Court must grant an order for repossession.

Extensions to probationary tenancies

Where we have reason to be concerned about a probationary tenant's ability or readiness to comply with their tenancy conditions, we can extend the probationary tenancy up to a further 6 months. In these cases we will issue a "notice of extension" at least eight weeks before the original probationary tenancy is due to end. This is likely to be applied where tenants:

- Are in rent arrears and have not kept to arrangements to repay arrears, or
- Have caused nuisance to their neighbours and any justifiable complaints are within the last three months, or
- Otherwise have not kept to the tenancy conditions and these occurrences are within the last three months

The notice will set out the reasons for the extension and include information about the tenant's right to ask us to review this decision. If no request to review is received, or if the review has been dealt with and the decision to extend the tenancy upheld, we will formally tell the tenant before the end of the original probationary tenancy that we have extended the tenancy for 6 months.

Provided breaches of tenancy are satisfactorily rectified, the tenant will proceed to their full tenancy entitlement at the end of the extension. Otherwise we will serve notice on the tenancy and proceed to court for a possession order (as set out above).

6. Tenancy Reviews

Where tenants are placed on a flexible (fixed term) tenancy, these must be formally reviewed according to our Policy stated above, so that tenants are given at least six months notice in writing of our intentions as to whether we will reissue a tenancy on their existing home at the end of the term.

We will therefore start the formal tenancy review *at least* seven months prior to the tenancy end date by writing to the tenant/s to give notice of the review. The letter will include a copy of section 5 of our Tenancy Policy, and a copy of our Tenancy Review procedure.

The review will be conducted according to our detailed Tenancy Review procedure, and will include a home visit that will seek to establish whether the tenant/s and their household still fulfil the criteria we have agreed for occupancy of their home.

Tenancies will only be reissued where:

- The tenant/s cooperate with the review by agreeing and keeping an appointment for a home visit

and

- The tenant/s and their household still fulfil the criteria agreed for occupancy of their home.
- The Council is satisfied that the tenant/s neither withhold information or provide false information in order to influence the outcome of the review.

'Household' in this regard means the persons that usually occupy the home with the tenant/s. Where these are adults that are not in full time education, they should have been residing in that home as their usual and sole residence since a date that is at least 18 months prior to the end of the tenancy term.

The term of any new tenancy offered will comply with our policy laid out in section 4, which may be different to the term of the previous tenancy.

Where the review identifies that the tenant/s with their household no longer fulfils the criteria for occupancy of their current home, at least six months notice in writing will be given of our intention not to reissue the tenancy.

Where the household's combined income is below that considered sufficient to enable access to a home in another tenure, additional assistance will be offered to improve the household's opportunity to move to another property in either our or another social landlord's stock that meets their needs.

Where the tenancy will not be reissued because the household has a combined income above that deemed to enable them to secure a home in another tenure, they will be given advice and assistance to assist them to locate an alternative home.

The Council will reserve the right to consider increasing the rent in some exceptional circumstances (e.g. tenant does not fulfil criteria for remaining but is willing to accept sub-market or market rent in order to remain in the current home). This would increase Council income and also contribute to the creation and maintenance of sustainable and mixed communities.

Where a tenant/s fail to cooperate with the review, for example by not agreeing or keeping an appointment for a home visit, or failing to provide any evidence requested about the composition or income of their household, the tenancy will not be reissued, and they will not be entitled to the additional assistance offered within this Policy and our Allocations Policy.

Where we do not intend to reissue a tenancy, or we intend to reissue but on a shorter fixed term tenancy, we will include in our decision letter:

- Information on how to appeal against our decision and the procedure that any appeal will follow
- Information on the advice and assistance we can offer to the household to find another suitable home.

7. Tenancy Succession

The Localism Act 2011 made changes to the *statutory* right of succession for all secure and fixed term tenants whose tenancy start date was on or after 1 April 2012. In Hillingdon the Council's tenancy agreement has traditionally offered contractual rights of succession that are unaffected by this change in statute.

Hillingdon Council tenancies issued after the **date of this policy** will change the succession rights that members of a tenant's family have as detailed below.

7.1 **Succession rights where the tenancy start date was prior to the date of this policy**

a) First succession

All secure tenants whose tenancy start date was prior to [*the date of this policy*] have the right of one succession to their current tenancy on their death. Under Section 89 of the Housing Act 1985, a person is qualified to succeed to a secure tenancy if he or she occupies the dwelling as their only or principal home at the time of the tenant's death and either:

- He/she is the tenant's spouse (i.e. husband, wife, common law partner or partner by way of a civil partnership).
- He/she is another member of the tenant's family and has resided with the tenant continuously throughout the previous 12 months ending with the tenant's death.

The definition of a family member is set out in Section 113 of the Housing Act 1985, as follows:

- A spouse or persons living together as a husband or wife, or
- A person's parent, grandparent, child, grandchild, brother, sister, uncle, aunt, nephew or niece
- In addition:
 - A relationship by marriage is treated as a relationship by blood,
 - A relationship by half blood is a relationship by whole blood;
 - A step child is treated as a child;
 - An illegitimate child is treated as a legitimate child.

The family member will need to provide evidence of occupancy.

A minor (i.e. a person under the age of 18) can succeed to a tenancy but since they cannot legally hold a tenancy, an adult Trustee must hold the legal tenancy for the minor on Trust until they attain the age of 18. The Trustee will also act as the

Guarantor for rent. The person who is appointed as the Trustee/Guarantor must be an individual such as a relative, social worker or support worker. The Trustee/Guarantor must execute a Deed of Trust and Deed of Guarantee and also sign the Tenancy Agreement.

If the family member would succeed to a property which is especially suited or adapted for either a disabled person or an elderly person and the survivor has no such need, then we may take proceedings to recover possession, as allowed for in the following grounds set out in Schedule 2 of the Housing Act 1985:

- Ground 13 – where the dwelling house has features which are substantially different from an ordinary dwelling house and which is designed to make it suitable for occupation by a physically disabled person, there is no longer such a person in occupation and the landlord requires the property for a physically disabled person.
- Ground 15 – the dwelling house is one of a group of houses which it is the landlord's practice to let to persons which special needs, a social service or special facility is provided in close proximity to the group of dwellings in order to assist persons with special needs, there is no longer such a person in occupation of the dwelling house and the landlord requires it for such a person.

In these instances, we will offer the successor suitable alternative accommodation.

b) Discretionary second succession

A discretionary second succession policy applies where a potential second successor is agreed to be vulnerable **and**:

- Has a clear housing need **and**
- Is aged 65 years and over *or* 50 years and over with learning difficulties **and**
- Has lived in the property for the last ten years *or* for as long as the property has been available.

All three criteria must be met. If a discretionary succession is agreed, the person concerned may still be asked to move to an alternative property if he or she under occupies the former family home.

7.2 Succession rights where the tenancy start date was on or after [date of this policy]

In line with the Localism Act 2011 only one succession is allowed and only to the spouse (i.e. husband, wife, common law partner or partner by way of a civil partnership). No other family member has the right to succeed to the tenancy.

The Council has no provision for a discretionary second successions to tenancies where the start date is after the date of this policy. Where the remaining occupiers would be in priority need under homelessness legislation and the combined resources of the household are lower than that assessed as being sufficient to enable access to a home in another tenure, the Council will seek to provide

sufficient assistance to enable the offer of a home that meets their needs. This may include an offer of a tenancy of the current property where the household includes a disabled person and major adaptations have been completed to meet their needs. However, this will not be classified as a succession.

8. Tenancy assignment

In some circumstances a tenant may assign their tenancy to another person who complies with certain criteria as laid out in their tenancy agreement and within this Policy.

Applications for assignment are only permitted by statute in the following limited circumstances:

- By way of mutual exchange
- Where a court has made an order to transfer the tenancy under either:
 - a. Matrimonial Causes Act 1973, Section 24;
 - b. Matrimonial and Family Proceedings Act 1984, Section 17(1);
 - c. Paragraph 1 of Schedule 1 to the Children Act 1989;
 - d. Part 2 of Schedule 5 or Paragraph 9(2) or (3) of Schedule 7 to the Civil Partnership Act 2004
- To a potential qualifying successor if the tenancy agreement gives this right.

9. Changing names on the tenancy

9.1 *Tenants that change their name*

The Council will agree to amend the tenancy following a name change as long as the tenant provides sufficient legal evidence of the change. This will usually be evidenced by a Deed Poll, marriage certificate or civil partnership documentation.

9.2 *Sole to Joint Tenancies*

Generally we will agree to the creation of a joint tenancy between spouse/partner although each case will be considered on its own merits. Permission will normally be granted unless:

- There has been a breach of the tenancy agreement especially if this is due to rent arrears or anti social behaviour, where a Notice of Seeking Possession has been served, where proceedings have been commenced or where a Court has made an order for possession whether this be outright, suspended or postponed.
- Where the Council has served a Notice before Proceedings for a demotion order or where the Court has made an order for demotion of the tenancy.
- The spouse/partner is under 18 years of age.
- The partner has lived in the property for less than 12 months.

The tenant's partner/spouse must be able to provide sufficient evidence of occupancy.

9.3 Joint to Sole Tenancies

If we receive a valid Notice to Quit this will end a tenancy when the four weeks notice period expires. In the case of a joint tenancy this will end the tenancy for both parties.

Where a joint tenancy is due to be terminated, but the partner of the outgoing tenant wishes to remain in the property, we can consider whether or not to grant a fresh sole tenancy. The circumstances that may indicate that a sole tenancy may be granted are:

- a) The property is suitable for the remaining occupant/s within the terms of the Council's Allocation Policy and it is likely that the Council would have a duty to rehouse the occupant/s left in the property.

And

- b) There is evidence that removing the household from the property would cause a significant impact on the health & wellbeing of one or more occupants.

If the property is not suitable for the remaining occupants within the terms of the Council's Allocation Policy we (with the exception of point b above) will allow the occupants to remain *temporarily* in the property until one suitable offer of accommodation can be made within the terms of the Allocations Policy. Whilst the occupant/s remain they will be charged for their use and occupation of the property at the same rate as the current rent charge. Non-payment will result in possession proceedings been taken.

If the remaining occupant declines an offer of accommodation that is suitable for their needs, the Council will not consider a further offer and will start proceedings to regain possession of the property.

10. Tenants' rights to terminate their tenancy

10.1 Secure tenants

Secure tenants are able to terminate their tenancy by providing us with four weeks notice in writing. If it is a joint tenancy, all joint tenants must sign the written notice.

We will complete a property inspection during the notice period to ensure that:

- The condition of the property is such that conditions of tenancy have not been breached
- Any rent arrears are brought to the attention of the tenant and the tenant has an opportunity to pay up to the notice expiry date
- We are able to re-let the property as quickly as possible

The tenant must return all the property keys at latest on the date the notice expires.

10.2 Flexible (fixed term) tenants

If a tenant in a flexible (fixed term) tenancy wishes to end their tenancy prior to the fixed term end date, they may do so by giving a formal written offer of surrender

providing four weeks notice. If it is a joint tenancy, all joint tenants must sign the written offer of surrender.

We will agree that the tenancy can be surrendered providing:

- It is in our best interests and the best interests of the customer or their neighbourhood (we will not usually refuse on this basis)
- Access is given to undertake a property inspection during the notice period and the property condition is found not to breach tenancy conditions
- The rent account is clear or any monies owing are repaid at the date of surrender
- The property keys are returned on expiry of the notice period

Where the tenant does not comply with these conditions, the request to surrender may not be accepted and the tenant will remain responsible for the tenancy and the rent.

Where a property is, or appears to be, abandoned, a Forfeiture Notice will be served on the property, giving the tenant four weeks to respond. If there has been no response at the end of the 4-week period then we will take possession of the property. In these circumstances a Court Order is not required.

11. Rent levels and other charges

11.1 Social rents

Our current Council homes will usually be charged at ordinary social rent levels. This is calculated using the value of the property and the average earnings in the area. The Council agrees rent increases each year that usually follow the Government's rental policy statement.

Some homes also attract service charges in relation to various services that occupiers would usually have to provide or pay for themselves, e.g. heating, caretaking, communal area cleaning and window cleaning. These service charges will be set annually, based on actual costs. Tenants of homes that have applicable service charges will be consulted about the service standards before the charge is agreed.

11.2 Affordable Rent

The Council intends to develop new homes either to replace homes that are no longer sustainable, or to increase opportunities to help more people in housing need. In line with the new national "Affordable Rent" model, these homes may be charged at rents (including any service charges) that are up to 80% of the open market rent in the area, but will not be above the maximum level applicable for housing benefit.

In practice, affordable rents will be set at a level affordable to local people, where 'affordable' means that no more than 40% of income should be spent on housing costs.

11.3 Council tenants on higher incomes

Where tenants' income is well above the local average earnings, the Council is considering whether it should increase the rents to at least 80% market rent or potentially to full market rent (depending on government guidelines, which are yet to be issued). This proposal is for existing tenants. (An income threshold is included in the allocations policy for allnew applicants.)

The Government has issued a consultation paper that suggests that households with incomes of (a choice of):

- £60,000 per annum
- £80,000 per annum
- £100,000 per annum

should be charged higher rents, as they could, if they chose, afford to buy a home or rent in private sector. This additional rent would contribute towards the costs of any new homes. The Government has not yet decided whether the assessment of income should apply only to those whose names are on the tenancy agreement, or to the two highest earners in the household.

12. Allocating our homes and helping people live in homes that suit their requirements

12.1 Allocations to homes that will become vacant

We will ensure that our approach to letting homes achieves:

- Greater choice, housing options, homelessness prevention and mobility
- Mixed, cohesive and sustainable communities
- Best use of stock
- An open, transparent and equitable service
- Value for money through customer satisfaction and tenancy sustainment

We will therefore advertise most homes, including any homes let at affordable rents, on the Council's choice-based lettings system (Locata) and will offer homes using the Council's Allocations Policy. Advertisements for homes will always include the rent (and any service charges).

In order to make best use of homes and maximise rental income, we will advertise and offer homes as soon as possible after the occupying tenant gives notice that they intend to vacate. This will mean that sometimes an offer will be made while the home is still tenanted, or while post-tenancy repairs are being completed. We will therefore:

- Negotiate with occupying tenants to give access for viewing to prospective tenants
- Agree with repairs contractors how the property will be made available to prospective tenants for safe viewing
- Always accompany prospective tenants as they view the home, and
 - Explain features and facilities
 - Be clear what standard they can expect of a ready to let home

- Tell those who have been offered a property:
 - The anticipated date the property should be available for them to move in, promptly informing them of any variation to this date and
 - What work they can expect to be completed prior to their occupation

12.2 Mobility within and across the Council's boundary

We will help to maximise opportunities for tenants who need to move home, either because their household circumstances have changed or because they need to move area for employment or other reasons. As part of this we will proactively support:

- Valid mutual exchanges between tenants of our stock or between our tenants and those of other registered providers.
- Transfers of our tenants where their home no longer meets the household's needs, for example they:
 - Under-occupy by at least one bedroom
 - Are overcrowded
 - No longer need adaptations
 - Require adaptations
 - Would benefit from more specialist accommodation, e.g. sheltered housing

12.3 Mutual Exchanges

All secure and fixed term tenants (this does not include those on licence agreements) have the right to exchange, as laid out in Section 92 of the Housing Act 1985. Consent to an exchange will be withheld if the following grounds (laid out in Section 3 of the Housing Act 1985) apply:

- A tenant is under Notice of Seeking Possession and / or legal proceedings have begun following Notice and / or a Possession Order has already been obtained
- Any of the parties has a starter, probationary (introductory) or demoted tenancy
- A property is specifically designed or adapted to help a disabled person or has other special features not required by the new tenant
- A property is too large or small for an exchanging tenant's household. When considering under-occupation the Council will take account of the property currently occupied by the applicants. In judging whether a property is too small or too large for the tenant the Council will use the same eligibility criteria used in the Allocations Policy.
- There is evidence that the mutual exchange is not genuine e.g. if one tenant suggested that they would not be occupying the property after the exchange, or if money or goods have changed hands to facilitate the exchange.

- Any other reason contained within schedule 3 of the Housing Act 1985.

Consent to an exchange can be withdrawn if any of the above grounds become relevant during the course of the proposed exchange.

Where a secure tenant is exchanging with another secure or assured tenant, the tenancies will be assigned on completion of the exchange. Where a secure tenant is exchanging with a tenant on a fixed term tenancy, the tenancies will be brought to an end and each tenancy will be reissued so that each tenant keeps their pre-existing tenancy type and term. Where an exchanging tenant was on a fixed term tenancy, and they are exchanging to a home which would usually be let on a fixed term tenancy, the period of tenancy offered on the home to which they have exchanged will usually be no more than the remaining portion of their previous fixed term tenancy.

Where a mutual exchange takes place by way of assignment, all obligations and entitlements attached to the existing tenancy are assigned with it. The exception is the right to succession. Any rights to succeed to a tenancy remain with the tenant, so that if one of the parties succeeded to their tenancy, there will be no further right of succession to the tenancy of their new home.

12.4 Other help for customers

The Council's Housing Options team will identify opportunities for rehousing where a tenant:

- On a fixed term tenancy has been advised that their tenancy will not be reissued because they no longer have need of all the features in their current home (e.g. they are under-occupying, or are living in an adapted property and nobody in the household has need of the adaptations)
- Is under-occupying and unable to afford the deficit in Housing Benefit
- Has other housing needs that are not being met in their current home

Fixed term tenants whose tenancy will not be renewed may be given additional priority under the Allocations Policy to enable them to move to another social tenancy. If no suitable home is available to them, or they fail to bid on suitable homes, by one month prior to the end of their tenancy, they will be referred to Housing Options for help to locate a home in the private rented sector.

Someone left in occupation of a home by the death or departure of a tenant, who:

- Is unable to succeed to the tenancy after the death of the tenant, but it has been agreed that they will be offered a tenancy on a discretionary basis, or
- Was a joint tenant but the tenancy has been terminated on the departure of the other joint tenant

and

• Is occupying a home that they would not normally be allocated to will be accorded additional priority in the Allocations Policy for a move to a suitable social rented home. Only one offer of suitable housing will be made.

13. Preventing and addressing tenancy fraud

Tenancy fraud includes obtaining a Council home by deception (for example, by someone claiming to be homeless when they already own a property), or continuing to claim to be living in a property having already moved out and sublet it.

The Council takes fraud very seriously. Anyone caught defrauding the Council is likely to lose their tenancy and could lose their right to Council housing in the future. We will make necessary checks at the start of a tenancy and will take appropriate opportunities during a tenancy to verify household membership and that the tenant is genuine. Checks can take place at any time during a tenancy, without warning.

The Council will check the identify of tenants at the point of tenancy sign-up (including taking photos of new tenants) and will undertake regular tenancy audits (including visiting homes without warning).

14. Provisions for appeals on or reviews of tenancy matters

All tenants or prospective tenants have the right to appeal any decision made by the Council relating to:

- The tenancy they have been offered
- Non-reissue of a tenancy at the end of a fixed term
- Who is allowed to be on the tenancy agreement
- Matters relating to succession to a tenancy

The right to appeal will be included in all letters to tenants concerning these matters and will include the following process and timescales.

- Tenants or prospective tenants have 14 days from receipt of the tenancy-related decision to request a review of, or appeal, the decision
- Requests for an appeal or a review can be made verbally or in writing or on the tenant's behalf by a nominated representative - if the request is made verbally it is the tenant's responsibility to ensure the request is written down on their behalf.
- Reviews and appeals will not require the tenant's or prospective tenant's presence unless they specifically request an oral hearing.
- The person who determines the review or appeal or who conducts an oral hearing will be senior to, and separate from, any person who participated in making the original decision
- Tenants or prospective tenants will be given 5 working days notice of the date of the review (counted from the day after a letter is delivered by hand to their address, or from the date after the letter is posted to their address in the first class mail).
- If the person has requested an oral hearing, they can be present at the hearing and make representations on their own behalf, or can nominate

someone to act as their representative and make representations on their behalf.

- Decisions following an appeal or review will be notified to the person within 5 working days of the date of the review or hearing.

15. Helping our customers to sustain their tenancies

We would like all our tenants to be successful householders and settle into their local community but we know that this isn't always easy. We will therefore take a supportive approach to helping tenants to:

- Settle into their home
- Pay their rent on time and keep a clear rent account from the beginning of their tenancy
- Abide by their tenancy agreement, and keep their home in good order
- Be a good neighbour

Our work will start when prospective tenants view a property. Where the customer has identified that they already have a support worker, we will suggest that they accompany the customer to the viewing and also to the sign-up. We will encourage the customer to tell us if they feel they need support, and if they do we will refer them to a housing-related support service. We will tell the customer about the features of their prospective neighbourhood including local shops, schools and public transport.

We will complete a benefits entitlement check as part of the sign-up procedure and refer the customer to our welfare benefits adviser if they have debt they are struggling to manage or it appears they may be entitled to benefits that they are not currently receiving. We will also offer to help the customer to complete a Housing Benefits application form.

We will provide a welcome pack that advises the customer on the things they need to do when they move into their new home and will refer them to the furniture store if they need household goods and don't have the resources to buy these.

We will complete a new tenant visit within four weeks of the tenancy start date and will check that the customer is settling into their home, that they are paying their rent (and / or that Housing Benefit is in payment) and that they fully understand the main features of their home (for example, the location of the water stopcock, the operation of the heating system, the fuse box etc). We will check that the customer feels they are managing in their home and will, if this is indicated and the customer agrees, refer them for housing-related support.

We will take an early prevention approach to rent debt and nuisance, so that customers are quickly informed if they are in breach of their tenancy agreement and are given help to rectify this. If they need help to tackle nuisance that is adversely affecting them we will support them and take prompt action to address the issues.

Summary of main changes in Hillingdon's tenancy policy

Provision in previous policy	Provision in this policy
Tenancy length – general	
<p>A probationary tenancy followed by a secure tenancy for all tenants.</p>	<p>For tenancies with a start date on or after the date of this policy, a probationary tenancy followed by a flexible length tenancy.</p> <p>The terms and conditions of tenancies with a start date before the date of this policy are preserved by law.</p>
Tenancy length – household groups	
<p>1 Households with a disabled household member (adult or child) in a property with significant adaptations</p> <p>Secure tenancy</p> <p>2 Families with children in general needs homes with no major adaptations, where any child is school age or younger</p> <p>Secure tenancy</p> <p>3 Families with children who are all 18 years or above in general needs homes with no major adaptations</p> <p>Secure tenancy</p> <p>4 Single people and couples of working age with no children in general needs homes with no major adaptations</p> <p>Secure tenancy</p> <p>5 People who are 60 years old or above in sheltered housing schemes</p> <p>Secure tenancy</p>	<p>Five year tenancy or exceptional two year tenancy where the disability is temporary</p> <p>Five year tenancy</p> <p>Five year tenancy</p> <p>Five year tenancy</p> <p>“Lifetime” Secure tenancy</p>

Provision in previous policy	Provision in this policy
<p>6 People who are 60 years old or above in extra care schemes</p> <p>Secure tenancy</p> <p>7 Any person assessed as requiring specialist supported accommodation in other supported housing schemes</p> <p>Secure tenancy</p> <p>8 Any household in an affordable rent property</p> <p>Not applicable before date of adoption of new policy</p> <p>9 Any household in an asset management property (decision to dispose of/refurbish)</p> <p>Secure tenancy</p>	<p>Five year tenancy</p> <p>Tenancy length will vary depending on the nature of the scheme.</p> <p>Five year tenancy</p> <p>Two year tenancy</p>
Flexible (fixed term) tenancy reviews	
<p>Not applicable before date of new policy</p>	<p>Formal review of tenancy followed by notice of intentions in writing at least six months before the tenancy ends</p>
Household income level taken into account at review	
<p>Not applicable before date of new policy</p>	<p>a) After formal review at the end of a tenancy, the tenancy may not be reissued if a household has a combined income which could enable them to secure a home in another tenure</p> <p>b) After review rent of current home may be increased to market or sub market level if household is willing to accept this option</p>
Tenancy succession	
<p>Tenancy start date prior to the date of this policy -</p>	<p>Tenancy start date on or after the date of this policy -</p>

Provision in previous policy	Provision in this policy
<p>First succession – right of one succession by spouse - including common law partner or civil partnership - or other family member (defined) who occupies the property.</p> <p>Discretionary second succession – granted where a potential second successor is vulnerable and meets three criteria – housing need, age and occupancy</p>	<p>First succession – right of one succession to spouse – including common law partner or civil partnership - only.</p> <p>Discretionary second succession – no provision.</p>
Rents	
<p>Social rents – current Council homes are usually charged at ordinary social rent levels, based on property value and average local earnings</p> <p>Affordable rents – not applicable before the date of this policy</p>	<p>Social rents – most Council homes will be charged at ordinary social rent levels, based on property value and average local earnings</p> <p>Affordable rents – new Council homes developed by the Council may be charged at rents at up to 80% of local market rent but will not be above the maximum level applicable for housing benefit</p>



HILLINGDON
LONDON

**Review of the London
Borough of Hillingdon's
Housing
Allocations Policy**

Draft

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1. Introduction

The Localism Act introduces new freedoms for local authorities to determine how they allocate social and affordable housing. There is opportunity to revise the Housing Allocation policy to give priority to certain groups reflecting local need and to build more sustainable communities.

The Council will work with partners to review the housing allocations policy in light of the Localism Act 2011, Welfare Reform Act 2012 and GLA Housing Strategy. The review will take account of new regulation, changes in housing market conditions and local priorities.

2. Objectives of the Housing Allocation policy

Factors relating to homelessness, allocations of social and affordable housing and the use of private sector housing will all be taken into account as part of a strategic review of 'access to housing' in order to help people in need find housing solutions of different tenure.

The policy will support the objectives of the Housing Strategy, Tenancy Strategy and Tenancy policy. It aims to ensure that:

- The scarce resources of social housing is used flexibly and not provided to those households who do not require it.
- Social and affordable housing is used as effectively as possible to meet housing need in the Borough
- The use of social housing reduces reliance on inappropriate and costly forms of temporary accommodation.
- Vulnerable people within social housing are provided with stability and support
- Allocation of housing tackles health inequalities

3. Maintaining a basic safety net

In order to maintain the protection provided by the existing statutory 'reasonable preference' criteria, Councils must continue to give priority to those most in need. Those groups are:

3.1 Homeless household

A key concern in regard to safety nets is around homeless people. Currently, those who are found to be homeless under Part 7 of the Housing Act 1996 can expect to be offered a long-term home, usually a social tenancy. Although some 55% of potentially homeless households in Hillingdon accept a private sector tenancy, it can only be offered as an option to a homeless household but full duty is not discharged if it is refused.

The Localism Act 2011 allows Councils to discharge duties into the private sector where possible and outside of local boundaries (without consent of the applicant). Placing someone into good quality private accommodation may be a much better solution than staying in temporary accommodation. However, in order to be considered, the property must be suitable and affordable. In

addition, should the applicant lose the accommodation within 2 years through no fault of their own, the full housing duty will be owed if they re-present as homeless.

3.2 Overcrowded households

The government is encouraging Councils to adopt the “bedroom standard” as the measure for overcrowding and recommend that Councils move away from statutory over-crowding. Under the “bedroom standard”, a bedroom is allowed for each married or cohabiting couple, adult aged 21+, pair of adolescents aged 10 to 20 years of the same sex, or pair of children aged under 10 years regardless of sex. It is proposed to adopt the bedroom standard in Hillingdon.

3.3 Households living in unsatisfactory housing conditions.

There is provision in the current policy to award the relevant priority to affected households. No change is proposed as this is already the case in Hillingdon.

3.4 Households with medical and welfare need

Councils are reminded to look at alternatives to moving, such as adaptation and to work with social care specialists to consider welfare grounds including care leavers and people with learning difficulties. Households are given priority based on extent of need on medical and welfare grounds. No change is proposed as this is already the case in Hillingdon.

4. Local flexibilities

Councils are encouraged to set their own criteria and decide who is eligible to join the housing register. In addition, Councils are entitled to give priority to other categories of applicants in order to meet local needs, provided they do not dominate the scheme. The Council can take advantage of this opportunity in the following areas as set out in government guidance:

4.1 Excluding households with no housing need (Band Ds)

This will enable the Council to operate a more focused waiting list which better reflects local circumstances and can be understood more readily by local people. It will also help in managing unrealistic expectations by excluding people with little or no prospect of being allocated accommodation. It is recommended this is adopted. They will be signposted and given relevant information and advice through the use of mechanisms such as ‘Targeted housing option’ website.

4.2 Ex-service personnel

Although this is in the current policy, priority is given to those households who have some connection with Hillingdon. However, recent government guidance recommends that members of the armed forces shouldn’t be disqualified on residency grounds, as follows:-

- a) Members of the Armed Forces and former service personnel where the application for housing is made within 5 years of discharge
- b) Bereaved spouses and civil partners of members of the Armed Forces leaving Services Family Accommodation following the death of their

spouse or partner and the death was wholly or partially attributable to their service.

- c) Serving or former members of the Reserve Forces who need to move because of serious injury, medical conditions or disability which is wholly or partially attributable to their service.

It is further recommended that additional priority is given to members of the forces who have continuously resided in the Borough for 10 years before signing up for the service and have not been dishonourably discharged.

4.3 Rewarding those who work.

Priority is currently awarded to those who meet this criteria. Although households who were awarded priority were in line with the original estimate, the number of those housed was negligible. In order to reward working households and encourage non-working households to work, the new policy will be based giving extra priority to households in housing need if they are in work. The policy will apply to households where:

- At least one adult household member is in employment.
- The employment is a permanent contract, self-employment or part-time for a minimum of 24 hours per week.
- The worker should have been in employment for 9 out of the last 12 months.

Additional priority will be awarded as follows:

- Band A – If the household's housing need is 'Band B' + working
- Band B - If the household's housing need is 'Band C' + working

4.4 Introducing a residency criteria

Applicants would be required to demonstrate that they have been residing in the Borough for a minimum of 10 years in order to join the housing register, regardless of their other needs.

However, there are potential risks to some groups who are recommended to be exempt from this requirement. They include:-

- People who have served in HM Forces in the last 5 years.
- People over 60 who would benefit from sheltered housing. They will be considered for sheltered housing after other households who meet the residency criteria.
- People who are under-occupying their current social housing.
- Emergency cases where homes are damaged by fire, flood or other disaster if it is not possible to repair the existing home, or if any work to repair is to take such a long period of time that there will be serious disruption to family life.
- Cases nominated under the Police Witness Protection Scheme or other similar schemes that the Council has agreed to be part of.
- Households who need to move to the Borough to avoid hardship.
Hardship grounds include:

- The need to move to take up a confirmed offer of permanent employment
- The need to move to specialist facilities where they receive care but live outside the Borough
- The need to move to receive or give care/support (meaning higher care costs or even the use of residential care for those who cannot move)
- People fleeing violence or harassment
- Children spending time away from home due to periods of study such as at university
- People who have moved away for up to 3 years due to the requirements of their job

Potential unintended consequence that the review will try to mitigate could be that the households resort to 'homelessness' as a route into housing.

People placed in Hillingdon in temporary, residential or supported accommodation by another local authority or have family members in the Borough will not meet the residency criteria.

4.5 10 year continuous local residency

Currently households who are in housing need and have lived in the Borough continuously for a minimum of ten years are awarded 'Band C' priority but the full benefits of the original policy has not been realised because any household in housing need automatically gets 'Band C'.

Households in housing need who have lived in the Borough continuously for a minimum of ten years at the time of applying for re-housing will be awarded additional priority. This will support stable communities and reward households who have had a long term attachment to the Borough.

- Band A – If the household's housing need is 'Band B' + 10 year residence
- Band B - If the household's housing need is 'Band C' + 10 year residence

4.6 Financial circumstances

Currently households with a joint income of more than £30k, own a property or have savings/assets of more than £30k (subject to affordability test) are able to go on the housing register, although they are awarded 'Band D'.

It is recommended that in future people with sufficient income or assets are excluded. This will apply to:

- Any household who owns or have an interest in a property.
- Any households with a gross income above the level required for local cost home ownership which will be reviewed on an annual basis to reflect market conditions. Current income level for 1 and 2 bedroom properties is £64k and £77k for 3+ bedrooms.
- Any household with savings or assets of £30k.

For homeless households, an affordability test will continue to be applied to ensure there is consistency of outcome.

In addition, it is recommended that Hillingdon include the following as specific local priority:

4.7 Couples aged over 21 without children

This group is currently awarded priority but the additional requirement for the household to be in housing need has adversely impacted on the full benefits of the original policy intention as fewer households have been housed. It is proposed to retain the housing need criteria but to award a higher priority band in order to increase access to local people. Additional priority will be awarded to those who are also working but are on low income making it difficult for them to access low cost or outright home ownership.

4.8 Enabling fostering and adoption

There is provision in the current policy to award priority 'Band A' to those households where agreement has been reached to provide accommodation on recommendation of Social Services. No change is proposed

The Council's preferred minimum tenancy length for families with children is 5 years. Shorter fixed term tenancies (e.g. two years) would be acceptable in circumstances where fostering or adoption is the main reason for a social tenancy being allocated

4.9 Encouraging personal responsibility - suspension of applicants

- Under current policy, 1 month's priority time is removed from households who fail to attend viewing of properties they have successfully bid for. This has proven difficult to administer. As applicants can bid and refuse as many properties as they want, some applicants place bids on a property even though they have no intention of accepting an offer. This can increase the amount of time a property is left empty. It is proposed to introduce a more effective system where applicants who bid for and refuse more than 3 reasonable offers within a 6 month period are suspended from bidding for a period of 6 months.
- There is also provision to make one direct allocation to homeless households who do not bid and have been in temporary accommodation for longer when compared to others in the same priority and bedsize need. Again this has been difficult to administer and it is proposed that where homeless households in temporary accommodation do not bid over a period of time, a direct allocation can be made by the Council.

5. Balancing the needs of new and existing tenants - making the best use of housing stock

Under the Localism Act, transfers at the tenant's request can be dealt with outside of the main allocation scheme unless the tenant has reasonable preference. As many tenants wanting to move are in a 'reasonable preference' category – overcrowded, sick or needing to move on welfare grounds – they would be on the main allocation scheme.

There are some tenants who are moved in order for the Council to make the best use of stock. This includes transfer due to under-occupation and those

initiated by the authority for management purposes, decants, release of adapted properties and rehousing of ex-service tenants. There is provision allowing Councils to use a single allocation system if they identify the tenants they want to prioritise for moves or to use a separate register. No change is proposed to the tenant groups above. However, unauthorised occupants who are not statutory successors will no longer be offered a transfer into a social tenancy.

It is also recommended that provision is made to deal with hard to let properties by allowing applicants for specific type of properties like sheltered housing to join the housing register even if they do not meet the other eligibility criteria.

6. Determining priorities

There is no guidance as to how much priority should go to the groups with 'reasonable preference' compared to tenants wanting to move or other local priorities. This is likely to lead to challenges to Allocation schemes that seek to give a large percentage of allocations to people who are not 'in reasonable preference'.

It is recommended that this is managed through an annual lettings plan which will enable the Council to set out the proportion of available lettings that will go to each group. The targets will be reviewed annually in order to take account of changes in demand and supply.

7. Choice

There is no longer any commitment to Choice based lettings (CBL) and Councils may choose to allocate social housing in any other way, so long as there is regard to legislation and guidance and publish a statement on choice.

However, the advantages of the CBL system should be considered before deciding to adopt an alternative. There were significant costs associated with moving to CBL and Hillingdon is a co-founder (owner) of Locata Housing Services. There continues to be advantages of transparency with the scheme and there is an opportunity now to give much clearer advice to those who do not have any realistic chance of being housed through CBL (Band Ds) as they will not be eligible to apply on the housing register and therefore given alternative personalised advice through the use of mechanisms such as 'Targeted housing option' website.

However a Council chooses to allocate properties, it will require the use of a computer system to administer those allocations. The current recommendation from officers is to continue with a choice based system at present, but to review this on an annual basis including the outcomes of the current policy. An annual report will be provided to the Portfolio Holder for Social Care, Health & Housing and the Leader with the impact of the policy and a review of how a choice based system is working.

8. Key implications

Under these proposals the Council will continue to meet its statutory obligations and local priorities. In addition, provisions in the Localism Act mean that there will no longer be an automatic link between a homeless application and a social housing tenancy as the Council can use the new power to discharge homelessness duty by an offer of a property in the private sector.

A consequence of the changes is likely to be a balance in allocations going to homeless households, transferring tenants and other local priority groups for example working households, childless couples and ex-service personnel.

Summary of proposals

	Household group	Current policy	Proposed policy
1	Households who meet statutory 'reasonable preference' criteria. Includes those who:	Prioritised as follows:	
	a) Are homeless	Band A – End of lease. Band B – Placed in B&B or hostel. Band C – Placed in other forms of temporary accommodation.	Discharge duty into the private sector where possible (without consent of the applicant)
	a) Are overcrowded	Band B – Statutory/severe overcrowding Band C – Other forms of overcrowding	Adopt the bedroom standard
	b) Live in unsatisfactory housing conditions	Band A – Statutory e.g. closing order, CPO Band B – Children in unsanitary or unsatisfactory housing. Band B – Children in Colley House which was purpose built for single people. Band C – other unsanitary or unsatisfactory housing.	No change
	c) Need to move on medical or welfare grounds	Bands A, B & C – Medical grounds Band B – Welfare grounds agreed in liaison with Social services, police, welfare agencies (care leavers, child protection, releasing supported housing, give/receive care, ex-tenant discharged from an institution) Band C- Welfare grounds - to assist Social services in delivery of a care plan.	No change

2	Households who meet additional local priority. Includes:	Prioritised as follows:	
	a) Ex-service personnel	Band B	Extend provision to bereaved spouses and members of the Reserve Forces and award higher 'Band A'.
	b) Couples aged over 21 without children	Band C – those with housing need	Retain housing need criteria but award higher 'Band B' to those who are also working.
	c) Working households	Band C – those with housing need	Retain housing need criteria but move up one priority band as follows: Band A – if already in 'Band B' and working. Band B – if already in 'Band C' and working.
	d) Those with local connection of 10+ years	Band C – those with housing need	Retain housing need criteria but move up one priority band as follows: Band A – if already in 'Band B' and 10 year residence. Band B – if already in 'Band C' and 10 year residence.
	e) Enable fostering & adoption	Band A - Where agreement has been reached to provide accommodation on recommendation of Social Services and the current accommodation is not suitable.	No change to priority but shorter fixed term tenancies (e.g. two years) may be offered where fostering or adoption is the main reason for a social tenancy being allocated.
3	Qualification for joining the housing register	Anyone can join the housing register.	Apply some exclusions
	a) Households considered not to be in housing need (Band D)	Can join but have no prospects of getting social housing	Exclude from the housing register
	b) Residency restriction	Not in place.	Apply a 10 year residency restriction to join the

		housing register. This would prioritise established local families.
c) Income & asset restriction	Households with a joint income of more than £30k (subject to affordability test) are awarded 'Band D' on the housing register Households who own a property or have savings/assets of more than £30k (subject to affordability test) are awarded 'Band D' on the housing register	Exclude the following households: <ul style="list-style-type: none"> • Those who own or have an interest in a property. • Those with a gross income above the level required for local cost home ownership which will be reviewed on an annual basis to reflect market conditions. Current income level for 1 and 2 bedroom properties is £64k and £77k for 3+ bedrooms. • Those with savings or assets of £30k.
4	Making best use of housing stock - existing tenants	Prioritised as follows:
a) Under-occupation <ul style="list-style-type: none"> • Giving up 2+ bedroom • Giving up 1 bedroom • Support those who will suffer hardship as a result of housing benefit reductions (Welfare reforms) 	Band A Band B Not in place	No change No change Review options for assistance.
b) Management transfers	Band A – Imminent personal risk	No change
c) Decants	Band A – Permanent Band B – Lease expiry or essential repairs	No change No change
d) Releasing adapted property	Band A	No change
e) Ex-service tenants	Band A – Caretakers/Sheltered wardens	No change

	f) Older residents eligible for sheltered accommodation	Band C – Those aged 60+ who apply for sheltered only (even if they do not meet other eligibility criteria)	No change in order to be able to let 'hard to let' sheltered properties.
	g) Unauthorised occupants (non statutory successor)	Bands A & B	Not to be offered a transfer into a social tenancy.
5	Encouraging personal responsibility	Remove 1 month's priority time from households who fail to attend viewing or refuse a property	Households who successfully bid and unreasonably refuse 3 or more properties to be suspended from bidding for 6 months.
		Make one direct allocation to homeless households who <i>do not bid</i> and have been in temporary accommodation for longer when compared to others with the same priority and bedsize need	Make one direct allocation to be homeless households who have been in temporary accommodation for longer when compared with others with the same priority and bedsize need.
6	Travellers site pitches	Households apply on the housing register and pitches are allocated through choice based lettings	No change

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Ref **Decision****Further information**

Ward(s)

Report to Full Council

Cabinet Member(s) Responsible

Officer Contact for further information

Consultation on the decision

NEW ITEM

Private decision?

Council Departments: RS = Residents Services SC&H =Social Care & Health AD = Administration Directorate FD= Finance Directorate

Cabinet meeting - 14 February 2013

890	Housing Benefit Contracts	Cabinet authority is requested to enter into a further agreement with Liberata plc to provide telephone answering and processing of Benefits Service telephone calls and the scanning and indexing of benefits documentation.	N/A		Cllr Jonathan Bianco	FD - Rob Smith		New	Private (3)
891	Draft Interim Planning Policy on Houses in Multiple Occupation	Cabinet in December 2012 agreed to consult on a new interim planning policy on HMOs, which would be used to determine planning applications in the two wards affected by the Article 4 Direction, which is due for implementation from March 2013. Cabinet will be asked to agree the interim policy and recommend to Council for approval.	Brunel & Uxbridge South	28-Feb-13	Cllr Keith Burrows	RS - James Rodger	External consultation	New	
836	Outcome of further consultation on learning disabilities day services	Further to Cabinet's agreement to the Disabilities Commissioning Plan in January 2012, the Council has agreed to undertake further consultation on elements within the Plan concerning day services for people with a learning disability and/or a physical disability. This report will update Cabinet on the transformation of social care provision, the outcomes of assessments, support plans and the further consultation undertaken.	Various		Cllr Philip Corthorne	FD - Paul Feven	Service users, carers and the public		
SI	Supported Housing Programme	This report will update Cabinet and request any necessary decisions in order to progress the Council's Supported Housing Programme and HRA Pipeline projects, in order to upgrade and build new homes for residents and vulnerable adults in the Borough.	Various		Cllr Jonathan Bianco	RS - Norman Benn	Corporate consultees		Private (3)

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Ref	Decision	Further information	Ward(s)	Report to Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
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Council Departments: RS = Residents Services SC&H =Social Care & Health AD = Administration Directorate FD= Finance Directorate

Cabinet meeting - 21 March 2013

SI	Supported Housing Programme	This report will update Cabinet and request any necessary decisions in order to progress the Council's Supported Housing Programme and HRA Pipeline projects, in order to upgrade and build new homes for residents and vulnerable adults in the Borough.	Various		Cllr Jonathan Bianco	RS - Norman Benn	Corporate consultees		Private (3)
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Ref	Decision	Further information	Ward(s)	Report to Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
Council Departments: RS = Residents Services SC&H =Social Care & Health AD = Administration Directorate FD= Finance Directorate									
Cabinet meeting - 24 April 2013									
897	Joint Adult Mental Health Commissioning Plan 2013 - 15	Following consultation approved by Cabinet in December 2012, this report will seek approval of the joint commissioning plan for all adults with mental health needs, including dementia.	All		Cllr Philip Corthorne & Cllr Scott Seaman-Digby	CS / SC&H - Paul Feven	key stakeholders	New	
894	Hillingdon's Health and Wellbeing Strategy 2012-2015	Following consultation approved by Cabinet in December 2012, this report will seek approval of a Health and Wellbeing Strategy, developed in partnership between the Council, Hillingdon's Clinical Commissioning Group and Voluntary Sector partners. The Health and Wellbeing Board has a duty to prepare such a strategy, which will also need to be approved by key partners.	Various		Cllr Ray Puddifoot and Cllr Philip Corthorne	CS / SC&H - Paul Feven	Partner organisations	New	
741b	Hillingdon Housing Strategy 2012 - 2015, Tenancy Strategy, Tenancy Policy and Allocation Policy - POLICY FRAMEWORK	Following a period of public and tenant consultation, Cabinet will consider a comprehensive set of draft policies in relation to Housing. The draft Housing Strategy will set out the direction of Hillingdon's approach to housing. The Tenancy Strategy will reflect local housing needs along with a Tenancy Policy which will set out how the Council intends to provide social housing. An Allocations Policy will set out the Council's own priorities for how social housing will be used to determine entitlement and eligibility.	All	TBC	Cllr Philip Corthorne	RS / FD - Paul Feven & Neil Stubbings	Public, tenants, a range of partner organisations, SCHH staff and other stakeholders. Social Services, Health and Housing POC	New	

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Ref	Decision	Further information	Ward(s)	Report to Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
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SI	Supported Housing Programme	This report will update Cabinet and request any necessary decisions in order to progress the Council's Supported Housing Programme and HRA Pipeline projects, in order to upgrade and build new homes for residents and vulnerable adults in the Borough.	Various		Cllr Jonathan Bianco	RS - Norman Benn	Corporate consultees		Private (3)

Ref	Decision	Further information	Ward(s)	Report to Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
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Council Departments: RS = Residents Services SC&H =Social Care & Health AD = Administration Directorate FD= Finance Directorate

Cabinet meeting - 23 May 2013

SI	Supported Housing Programme	This report will update Cabinet and request any necessary decisions in order to progress the Council's Supported Housing Programme and HRA Pipeline projects, in order to upgrade and build new homes for residents and vulnerable adults in the Borough.	Various		Cllr Jonathan Bianco	RS - Norman Benn	Corporate consultees		Private (3)
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BUDGET PROPOSALS REPORT FOR: SOCIAL SERVICES, HEALTH & HOUSING SERVICES 2013/14

Contact Officer: Steve Cross
Telephone: 0398

REASON FOR ITEM

1. To comply with the Budget and Policy Framework procedure rules as part of the agreed consultation process for the General Fund revenue budget, Housing Revenue Account budget and capital programme for 2013/14, this report sets out the draft revenue budget and capital programme of the Social Services, Health & Housing Group for 2013/14, along with indicative projections for the following two years. Following consideration by Cabinet on 20 December 2012, these proposals are now under consultation, and the proposals for each Group are being discussed at the January cycle of Policy Overview Committees.
2. Cabinet will next consider the budget proposals on 14 February 2013, and the report will include comments received from Policy Overview Committees. At the meeting on 14 February 2013 Cabinet will make recommendations to full Council regarding the budget and Council Tax levels for 2013/14. Full Council will meet to agree the budgets and Council Tax for 2013/14 on 28 February 2013.
3. The Committee needs to consider the budget proposals as they relate to Social Services, Health & Housing Group, but within the corporate context and the constraints applying as a result of the aggregate financial position of the authority.

OPTIONS AVAILABLE TO THE COMMITTEE

4. It is recommended that the Committee notes the budget projections contained in the report, and comments as appropriate on the combined budget proposals put forward by the Social Services, Health & Housing Group, within the context of the corporate budgetary position.

INFORMATION

Background

5. As reported to Council in February 2012, the budget report for Council Tax setting for 2012/13 contained an initial savings requirement of £12.1m for 2012/13. The budget strategy developed in response to the CSR 2010, which is reliant on the HIP Business Improvement Delivery project, contained challenging savings targets totalling in excess of £60m over the subsequent four year period. Having delivered budgeted savings of around £15.6m in 2010/11, £26.2m in 2011/12 and being well on track to deliver an additional £17.7m savings in 2012/13, initial plans had been developed to deliver the £12.8m savings required in 2013/14. Alongside this, Groups were also tasked with reviewing all pressures and a review also commenced of all corporate pressures.

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6. Since February 2012, Central Government has published a large number of consultation papers that will potentially impact on council funding, including a number in relation to Education funding. In addition, the local government finance settlement issued in late December laid out a new 2 year settlement for local government as well as incorporating fundamental changes to the local government finance system. The estimated impact of these numerous changes on the likely level of council funding have been incorporated into the draft budget and the budget gap currently stands at £12.8m. However, there is clearly a high degree of uncertainty that will not be removed until the settlement has been analysed in detail. This analysis will be incorporated into the February 2013 Cabinet budget report.
7. The timetable for the development of the 2013/14 budget was brought forward as in previous years with work commencing as soon as the 2012/13 budget was agreed by Council in February 2012. The initial technical consultation for the proposed Business Rates Retention scheme released in July included a commitment to maintain funding stability for local government as far as possible. This provided a basis for the development of the MTF for 2013/14 building upon the total government funding agreed for 2012/13 and enabled estimation of the likely budget gap for 2013/14 and the plans to bridge this gap to be developed.
8. Work on the development of savings proposals was integrated with service transformation work programmes and managed through the HIP Business Improvement Delivery programme. Over the year, two blocks of six challenge sessions were held covering the three groups, Corporate Budgets, BID cross cutting proposals and the Housing Revenue Account. These sessions focused on the latest in year position, a review of existing and emerging pressures, and progress on the development of savings proposals for 2013/14. As a result of this work the draft 2012/13 budget was comprehensively updated and early draft budget reports were provided to the Leader at the end of July and then to the Cabinet and CMT awayday in November.
9. The structure of the report reflects the budget proposals reported to Cabinet on 20 December 2012, and sets out the aggregate corporate position, followed by Social Services, Health & Housing Group's proposals extracted from the corporate budget.

The Budget and Policy Framework Procedure Rules

10. The consultation on the budget proposals commenced on 21 December 2012 following decisions taken by Cabinet on 20 December 2012.
11. There will be a further consideration by Cabinet of the budget proposals on 15 February 2013, including comments from Policy Overview Committees. These will be collated and reported back to Cabinet by the Corporate Services and Partnerships Policy Overview Committee. Council will be requested to approve the Cabinet's proposals on 28 February 2013, and if approved without further amendment they will be effective immediately.

Corporate Summary

12. While the focus of the discussion for the Policy Overview Committee should be the specific services within its remit, it is important that this discussion is conducted in the context of the overall corporate financial position.
13. The budget proposals included in this report represent Cabinet's budget strategy for 2013/14 and beyond. The revenue budget proposals have been developed to deliver a zero increase in Council Tax for 2013/14 whilst maintaining balances and reserves at well above the minimum recommended level.
14. The main challenge in delivering a balanced budget for 2013/14, as in the previous two years, is the development of significant savings - around £12.8m, on top of the £60m delivered over the last three years. However, the Council's Business Improvement Delivery Programme is now well established and is driving the delivery of these savings. The month 7 budget monitoring for 2012/13 shows that good progress is being made in responding to this challenge; with the latest year end forecast showing a projected budget underspend of £2,066k with 86% of the 2012/13 savings on track for delivery.
15. The final funding settlement for 2013/14 has only just been announced, but not yet fully analysed, and so the budget has therefore been drafted on the latest estimated position.
16. Detailed within the draft budget proposals, in addition to the £12.8m savings proposals are £2.4m of corporate reductions, £3.9m of contingency provisions and service pressures and an allowance of £2.9m for inflation.
17. The development of savings proposals has continued to concentrate on more efficient service delivery methods, the rolling out of the new Council operating model, focusing on core services and by not creating new pressures by providing services that are no longer funded by Central Government.
18. The draft general fund capital programme for 2013/14 amounts to £220m over three years, with £149m of that investment focused on meeting demand for Primary School Places across the Borough. In addition this programme will provide an additional £2m investment in highways & pavements; complete the borough wide libraries refurbishment programme; over £1m investment on improvements at Ruislip Lido; the re-provision of West Drayton Boys Club and £1.2m for grounds maintenance vehicles.

SOCIAL SERVICES, HEALTH & HOUSING BUDGET PROPOSALS

Summary of Key Financial Issues

19. Since the last report to this committee the Housing service with the exception of Housing Benefit has been transferred to the Finance directorate and the remaining housing services, except for housing support services, have moved into Residents Services. The service budget for housing support (previously known as supporting people) has remained within Social Care and Health.

Public Health

20. The Public Health transfer seeks to consolidate a primary objective of helping people to stay healthy and avoid getting ill. This includes work on a whole range of policy areas such as immunisation, nutrition, tobacco and alcohol, drugs recovery, sexual health, pregnancy and children's health. The DH¹ Gateway 18552 published on 10th January 2013 confirmed the ring fenced Public Health (PH) allocations to local authorities for both 2013/14 and 2014/15; for LBH this amounts to £15.28m and £15.71m respectively.
21. Officers are working with PCT colleagues to establish and confirm the value of contracts that will be novated across and staffing establishment that will be transferred from the PCT to LBH.

Care and Support Bill

22. The care and support draft Bill consolidates provisions from over a dozen different Acts into a single, framework for care and support. It is intended to achieve a fundamental reform of the way the law works. It places the wellbeing, needs and goals of people at the centre of the legislation to create care and support which fits around the individual and works for them. It provides a new focus on preventing and reducing needs, and putting people in control of their care and support. For the first time, it brings carers into the heart of the law, on a par with those for whom they care.
23. The proposals in the Draft Bill are based around two core principles:
- a. ***Individuals, communities and the Government have a responsibility to do everything that they can to prevent, postpone and minimise people's need for formal care and support.*** The care and support system should therefore be based on the simple notion of promoting people's independence and wellbeing.
 - b. ***Individuals should have control of their own care and support and be empowered to make the choices that are right for them,*** using personal budgets and direct payments and by accessing clear, comparable information and advice. This principle is intended to improve the quality and integration of the care being provided, with local authorities having a responsibility to provide leadership in shaping the local market and ensuring local services are integrated.
24. Although a formal response from the Minister to the consultation² is expected before March 2013 the Health Secretary has said a funding model was yet to be decided.

Chancellors Autumn Statement

25. Following the Chancellors Autumn statement on 5th December the DH have released two significant documents being the annual Adult Social Care grant allocations and the funding transfer from NHS to local authorities³.
26. The Funding transfer must be used to support adult social care services which also has a health benefit. LBH will need to agree with its local health partners how the funding is

¹ <http://www.dh.gov.uk/health/2013/01/ph-grants-las/>

² Ended 19th October 2012

³ DH Gateway references 18530 and 18568 respectively

best used within social care, and the outcomes expected from this investment. The Health and Wellbeing Boards (H&WB) will be the natural place for discussions between the NHS Commissioning Board, clinical commissioning groups and local authorities on how the funding should be spent, as part of their wider discussions on the use of their total health and care resources.

27. However the £3.7m grant can only transfer under a formal s256 agreement⁴ signed by the NHS Commissioning Board and LBH. The signing though can only be completed once the H&WB have agreed the s256 document. In this regard the H&WB Board are due to agree the proposals at their meeting on 19th February.

28. The annual DH grant announcement has consolidated 5 grants into a new single 'Local Reform and Community Voices' grant. These are set out in the table below along with the LBH allocations and a short definition of each.

Grant Allocation (£k)	2013/14	2014/15
Deprivation of Liberty Safeguards in Hospital ⁵	18.1	18.1
Local Healthwatch ⁴	57.7	59.5
Independent Complaints Advocacy Service	61.6	63.5
Independent Mental Health Advocacy	40.3	41.5
Guaranteed Income payments for Veterans	5.3	5.4
Total	182.3	188.0

29. A brief summary of the 5 elements of this new grant.

- a. Deprivation of Liberty Safeguards in Hospital. From April 2013, local authorities will have a new duty to make assessments and authorisations of DOLS in hospitals. These include assessing the nature and extent of deprivations of liberty that are appropriate on a case-by-case basis and authorising deprivation of liberty where appropriate. The additional funding within the Business Rates Retention scheme once established and will be added to this amount.
- b. Local Healthwatch. From April 2013, Local Healthwatch will be the new consumer champion for patients and the public in health and social care. Local authorities will provide funding to their local Healthwatch for the new information and signposting services. The additional funding within the Business Rates Retention scheme once established and will be added to this amount.
- c. Independent Complaints Advocacy Service. Currently the Independent Complaints Advocacy Service (ICAS) provides complaints advocacy support to people who wish to make a complaint about the service that they have received from the NHS. From April 2013, responsibility for commissioning NHS complaints advocacy will pass from the NHS to local authorities.

⁴ Section 256 (5A)(5B) of the 2006 NHS Act

⁵ In 2012/13 funding was provided within the Learning Disability & Health reform grant which has now been rolled into the Business Rates Retention scheme. These amounts are in addition to those allocations.

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- d. Independent Mental Health Advocacy. From 1 April 2013, local authorities will have a duty under the Mental Health Act 1983 ('the Act') to make arrangements to enable every qualifying patient who wants one to have access to an Independent Mental Health Advocate (IMHA). Qualifying patients include most of those liable to be detained under the Act, all patients on supervised community treatment, all patients subject to guardianship under the Act and a few others who are being considered for certain specified treatments for a mental disorder.
- e. Guaranteed Income Payments (GIP) for Veterans. From October 2012, GIPs for veterans injured on active service, made under the Armed Forces Compensation Scheme, are disregarded from social care charging.

Welfare Reform

30. The Government's welfare reforms include the implementation of Universal Credit from 1st October 2013. A key element of this new benefit regime is the introduction of a cap on total benefit for 'workless households' who between them work less than 24 hours per week. Under Universal Credit a single benefit payment will be made and this will be capped at £500 for families and £350 for single people. This cap for workless households is likely to mean that affected households will have less money than they do currently from benefits with the likelihood that at least some will be unable to pay their rent.
31. The introduction of the cap on benefits will have an impact on the Council in two ways. First, some people in the Council's temporary accommodation will not be able to pay their rent and as a direct consequence the risk of rent arrears and more specifically bad debts will increase. This in turn will put a pressure on the homeless budget. Second, the cap will also impact on people who are currently in private rented accommodation but who may face the likelihood of eviction if they are unable to pay their rent. These people would then become homeless so putting further pressure on the homeless budget.
32. The benefit caps were also going to apply in the interim from 1st April 2013 on existing benefits before Universal Credit comes into force on 1st October 2013. So the pressures in the previous paragraph would have been felt from the start of the financial year. However, the Government made an announcement on 20th December 2012 to delay the introduction of the Benefit Cap, from 1st April 2013 pending a trial in four London Boroughs⁶. The aim being to "understand a wide range of issues around how we are implementing this change before national rollout." The precise date at which the national rollout will commence is to be made in the New Year but is expected to be during the summer of 2013.
33. To tackle the potential problems for local authorities as well as the individual households affected by the new benefit regime, the Department of Works & Pensions (DWP) has allocated additional monies for local authorities through the Discretionary

⁶ Bromley, Croydon, Enfield and Haringey will be the first to start to apply the Benefit Cap from April 2013.

Housing Payments pot for short term measures to help households affected by the Benefit Cap. DWP will also continue on longer term solution by supporting such claimants to adjust their circumstances, including providing the support to secure employment. As information has become available, Officers are working with DWP, specifically with Job Centre Plus, to help people likely to be affected to understand the changes and make appropriate preparations. The budget strategy also includes development of longer term measures to meet the changes emanating from the welfare reforms.

Independent Living Fund (ILF),

34. Following Government consultation on the future of the ILF the DWP announced (18th December 2012) their decision to transfer the funding and responsibility for ILF support to local authorities. This will mean the closure of the ILF on 31 March 2015, although DWP will continue to fund current eligible ILF users until this date. From an LBH perspective ILF customers are not systematically recorded; LBH does not hold this information.
35. Research undertaken by London Councils show that the cost of the 44 ILF cases in Hillingdon in 2011/12 amounted to approximately £675k, with an average annual cost per user of £15,578. In line with the Government's New Burdens doctrine LBH would expect that any increase in our role and responsibilities would be accompanied by a corresponding and appropriate level of funding, particularly within the current financial climate.
36. In early 2013 the ILF will publish a transition plan setting out how users will be supported over the next two years in preparation for the transfer. This will include how a review programme will ensure that the details of the care arrangements are captured and shared with their local authority, and how those users not currently receiving any local authority funding will be supported to engage with the mainstream care system. On-going engagement with users and organisations representing disabled people will be crucial; in early 2013 the ILF will commence an intensive programme of user and stakeholder engagement on the plans for transfer.

Housing Changes

37. The Housing area has undergone some changes as a result of a council wide restructure. Housing Benefits has been transferred into the Finance Directorate and the remaining housing services, except for housing support services, have moved into Residents Services. The service budget for housing support (previously known as supporting people) has remained within Social Care and Health.

2013/14 BUDGET

38. To aid discussion this section of the report has been organised across Adult Social Care & Health, Housing General Fund and Housing Revenue Account (HRA).

ADULT SOCIAL CARE & HEALTH BUDGET 2013/14

39. The movement between the current year's budget and the draft budget requirement for 2013/14 is summarised in Table 1 below. Each of the lines in Table 1 is set out in the following sections and in Appendix A.

Table 1: Adult Social Care Revenue Budget 2013/14

	Budget (£000s)
Budget 2012/13	62,890
Inflation	717
Savings	(5,507)
Other Adjustments	5,408
Draft Group Revenue Budget 2013/14	63,518

Inflation (£717k)

40. Inflation projections have been updated to reflect latest economic conditions and available forecast information from HM Treasury as at November 2012. Future inflation forecasts have reduced over the current financial year as it became clearer that the economy had gone back into recession and that any recovery is likely to be very slow.
41. The current inflation assumptions allow for a potential 1% Local Government pay award for 2013/14 and an uplift of 1% to fund increased employers pension contributions for those staff within the Local Government Pension Scheme. The pay forecast remains broadly in line with that assumed in the budget forecast in February 2012.
42. Provision for 0.7% inflation on Social Care placements has been included, taking into account negotiations by the West London Alliance which are hoped to secure a fourth year of zero increases in these rates. For those contracts with unavoidable inflationary increases provision has been made in line with contractual commitments.

Savings (£5,507k)

43. The savings proposals contained within this draft budget have been developed through the HIP Business Improvement Delivery programme (BID), the Council's response to Central Government's austerity programme.
44. Savings proposals currently developed total £12.8m for 2013/14 across the council. The total savings figure for each group is net of the redundancy costs contained within their package of proposals. The savings included in the draft budget for Social Services, Health & Housing total £5.5m and are included in Appendix A.
45. The savings included in the budget for Adult Social Care Services total £5,507k and are shown in 3 parts. The first part represent the savings that will flow through unchanged from the current MTFP which total £3,759k; the second part represent an unchanged MTFP strategy but the financial appraisal has been revised following implementation

which total £469k; and the third part relates to new savings and total £275k. This new saving (£275k) relates to a review of all out of borough placements in order to ensure value for money.

Other Adjustments (£5,408k)

46. These are primarily technical changes relating to the recent Council restructure, including £5,684k Supporting People budgets transferring from Housing and £118k transferring Commissioning team budgets into Administration & Finance.

HOUSING GENERAL FUND (HGF) REVENUE BUDGET 2013/14

47. The movement between the current year's budget and the draft budget requirement for 2013/14 is summarised in Table 1 below. Each of the lines in Table 2 is set out in the following sections and in Appendix A.

Table 2: Housing General Fund Revenue Budget 2013/14

	Budget (£000s)
Budget 2012/13	18,324
Inflation	75
Other Adjustments	(5,684)
Draft HGF Revenue Budget 2013/14	12,715

Inflation (£75k)

48. The current inflation assumptions allow for a potential 1% Local Government pay award for 2013/14 and an uplift of 1% to fund increased employers pension contributions for those staff within the Local Government Pension Scheme. The pay forecast remains broadly in line with that assumed in the budget forecast in February 2012.

Other Adjustments (£5,684k)

49. These are technical adjustments relating to the recent Council restructure, with the transfer of £5,684k Supporting People budgets to Social Care & Health.

DEVELOPMENT AND RISK CONTINGENCY AND SERVICE PRESSURES FOR GROUP

50. The Development and Risk Contingency for Social Services, Health & Housing Group provides for resources within the revenue budget that are unallocated at the beginning of the year, but that can be applied to issues as they arise during the year. The contingency is therefore used to budget for items where the probability or value of items is uncertain at the beginning of the year. The current draft Development and Risk Contingency includes items totalling £12.9m for 2013/14 for the Social Services, Health & Housing. Key items within this are set out below.

Development & Risk Contingency (£000s)	Provision 2013/14	Provision 2014/15	Provision 2015/16	Provision 2016/17
<u>Potential Calls</u>				
Increase in Transitional Children due to Demographic Changes	3,814	5,165	6,229	7,286
Social Care Pressures (Adults)	8,323	10,453	12,400	14,500
Impact of HB changes on Temporary Accommodation	737	737	737	737
Total Potential Calls	12,874	16,355	19,366	22,523

Increase in Transitional Children due to Demographic Changes

51. The department works closely with the E&CS SEN team to identify at an early age children who may transfer to Adult Social Care due to their profound disabilities. The tables below show the trend since 2006/07; since 2011/12 the additional costs have averaged approx £1.2m per annum.

52. This amount also includes the contingency set aside for 2011/12 and 2012/13 which totals £2,742k. Members of this committee will be aware from previous MTF reports of the on-going pressure for disability services from the transfer of children⁷ from education into adult services.

53. The table below indicates the reasons and numbers for those children who have transferred since April 2006 and the forward looking forecast to 2017. The difficulty in financially planning for these transfers is that the associated costs can range from less than £100 per week to in excess of £2,000 per week depending on the care package required. This itself can be significantly influenced by the wider support network available for the young person.

	06/07	07/08	08/09	09/10	10/11	11/12	Sub Total	12/13	13/14	14/15	15/16	16/17	Total
Low needs Learning Disability (LD)	0	1	1	0	0	0	2	1	1	0	1	0	5
Moderate needs LD	4	5	9	9	11	6	44	12	8	11	9	7	91
Severe needs (LD)	16	9	17	8	8	8	66	13	12	14	13	8	126
Autistic Spectrum Disorder	4	6	5	1	7	5	28	10	3	12	11	14	78
Behaviour, emotional & Social Difficulty	0	1	0	0	1	0	2	4	5	3	4	2	20
Physical Disability	7	5	4	1	0	3	20	6	3	1	0	2	32
Mental Health	2	1	0	0	0	0	3	0	0	0	1	0	4
Communication Needs	0	0	0	1	2	3	6	6	1	1	4	4	22
Total	33	28	36	20	29	25	171	52	33	42	43	37	378

⁷ Sometimes referred to as Transitional Children

Social Care Pressures (Adults)

54. This amount also includes the contingency set aside for 2011/12 and 2012/13 which totals £6,171k. The contingency is based on the financial modelling undertaken for the purchase of Adult Social Care from suppliers. The contingency shown above is based on a position earlier in the MTFF cycle and as in previous years is currently being updated for February cabinet.
55. The data used in the modelling is automatically collated within the IAS system 'Protocol' which is used to pay all ASC suppliers for client specific payments. This data source is therefore the most complete and reliable data available for monitoring and MTFF forward planning. Information is received via an automated report fortnightly. This reporting tool was established during 2005 and has been used from April 2006 to forecast in-year and for MTFF planning purposes. It therefore has good trend information which can be used to model what would happen if we did not take action to mitigate demographic pressures.
56. A review of the financial models which are used to predict future demand for both Adult and Children's services was undertaken by LG Futures and as a result of the findings from that review, new more interactive finance models are being developed for both Adults and Children's Services. Work on the new models is nearing completion and once full analysis of the output is completed a refresh of the social care demographic pressures will be undertaken. However at this stage the figures are based on the existing models which indicate the demographic pressures for 2013/14 remains at £8.3m for Adults Social Care, an increase of £2.15m from 2012/13. There are clear underlying pressures in these areas and work on improved models will allow these forecasts to be refined.
57. The client numbers going forward for each client group are based on detailed MTFF plans for each client group reflecting a detailed timetable for moving clients into supported housing; projecting the impact of TeleCareLine service and other initiatives/external changes.

Impact of HB changes on Temporary Accommodation

58. The wider economic downturn has affected the housing markets and the key issue for the housing area relates to the rental market. Private rentals have risen higher as a result of more people renting rather than buying. Some 85% of our Temporary Accommodation provision is from the private sector. The majority of these leases are due to expire and such a trend is significant as the Landlords will only renew at LHA (Local Housing Allowance) levels.
59. The contingency figure is based on an assumption that some landlords will not make their properties available when their current leases end due to the market rentals being more attractive. A drop out rate of 10% has been assumed leaving around 620 properties for temporary accommodation. The main consequence of a reduction in supply is pressure on the Bed and Breakfast (B&B) budget.

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FEES AND CHARGES

60. Schedules detailing the proposals relating to fees and charges for 2013/14 for Social Services, Health & Housing are attached at Appendix C.
61. The Council is empowered to seek income from fees and charges to service users across a wide range of activities. Some of these fees and charges are set by the Government or other stakeholders, but many others are set at the discretion of the Council, based on Cabinet's recommendations.
62. The inflation assumption included in the budget does not take account of any increase in income from fees and charges. However, within their detailed savings proposals groups will take account of any projected increases as was the case in 2012/13.

CAPITAL PROGRAMME

63. The capital programme for 2013/14 was approved by Cabinet and Council as a one-year capital budget that focused on maximising the use of identified funding in order to minimise the level of new borrowing that ultimately impacts on budget requirements funded through Council Tax.
64. The process of developing a capital programme has again focused on identifying and sustaining available funding streams whilst simultaneously managing the impact of increased demand for primary school places in the borough. The Capital Programme is expected to require an investment in the region of £149m over the period 2010-15, to be financed from a combination of funding streams yet to be announced by Government.
65. The draft capital programme may need to be revised once the final impact of the settlement is known as this may impact on the affordability of the programme. A summary of the draft capital programme for the Social Services, Health & Housing Group is shown in Appendix D.

General Fund

66. For the General Fund there are only 2 items proposed within the draft capital programme, these are for the provision of Disabled Facilities and Private Sector Renewals Grant to support residents to live independently in their own homes.

Housing Revenue Account

67. For 2013/14 the HRA capital programme includes the works to stock programme of around £3.8m. Apart from this ongoing maintenance commitment to keep HRA stock in good condition the HRA Pipeline Phase 2 should also be completed during 2013/14.
68. Included in the programme for 2013/14 is phase 1 relating to the development of 126 of the 225 supported housing units envisaged. This project provides a strategic link with the Adult Social Care service by providing accommodation to enable people, who would otherwise need inappropriate and expensive residential care facilities, to live independent lives.

HOUSING REVENUE ACCOUNT

69. Following the changes to how the HRA is financed which became effective in April 2012 the opportunity has been taken for the HRA budget to utilise the same formats as for the General Fund.

70. There is a requirement to carry out a periodic review of rents for dwellings and charges for services and facilities provided to tenants. The rent restructuring formula used in previous years to set rent levels will continue into the future as part of the 10 year plan for the HRA. Attached at appendix B is a corporate summary of the HRA budget for 2013/14 - 2016/17 detailing all aspects of the budget movements from the budget agreed for 2012/13 set at Council in February 2012.

HRA Budget Requirement for 2013/14

71. The movement between the current year's budget and the draft budget requirement for 2013/14 is detailed in table 3 below. Further detail on each line in table 3 is explained below and a more detail summary is attached as appendix B.

Table 3: HRA Budget Requirement 2013/14

	Budget (£000s)
Budget Requirement 2012/13	55,526
Inflation	502
Corporate Items	(1,552)
Contingency	34
Priority Growth – Investment in Housing Stock	4,937
Savings	(2,019)
Budget Requirement 2013/14	57,428
<u>Funding Sources</u>	
Net Dwelling Rents	55,623
Non Dwelling Income	1,805
Total Resources	57,428

Corporate items

72. This relates to the use of £1,769k from balances to fund the increases in the major works programmes set out in para graph 73 below. This is reduced to £1,552k due to funding the revenue impact of £217k relating to capital expenditure which includes the interest and principal payments in relation to the self-financing regime.

Priority Growth

73. Additional major works proposals of £4.9m are included in 2013/14 to maintain and improve the condition of the Housing Stock. These relate to increasing the impact of the current major works programme agreed by Cabinet in February 2012 and include

energy efficiency projects, adaptations to properties to meet the needs of tenants, environmental improvements, security access controls amongst others.

Development and Risk Contingency

74. Following a review of debts due to the HRA the provision for writing off bad and doubtful debts has been increased by £34k to £877k for 2013/14.

Savings

75. Total savings of £2,019k are included in this draft budget of which £1,281k are new savings proposed for 2013/14. BID reviews of Housing Management Structure (£500k) and remodelling of back office functions (£400k) will deliver savings of £900k. Additionally a remodelling of the repairs service and a review of contracts will deliver further savings of £381k.

Fees and Charges

76. Rental income is the most significant element of the total resources available to the HRA and corresponding increases to resources rely on increase to rent. This draft budget has been developed on the basis of a 3.1% increase to rents calculated in line with the CLG national rent restructuring programme. Whilst a little more flexibility is now available to the Council as a result of self financing settlement, there remains a considerable restraint in the requirement to repay the outstanding debt. In essence the Government calculated the amount of debt the HRA could repay based on rent rises in line with the rent formula. In addition the proposed changes to Housing Benefit and the move to Universal Credit could increase the risk of rent arrears and default as a result and it would be prudent to continue to take a cautious approach to rent increases in the short to medium term. Charges for non-dwelling rents such as garages, hard standings, carports will also increase by the rate of inflation plus 0.5%.

77. Within the HRA self financing regime, the assumed expenditure allows for costs of general management and maintenance. This allowance does not cover certain services provided to tenants such as caretaking, cleaning, grounds maintenance etc. Other costs recharged to tenants include heating and energy, supported housing costs for those in sheltered housing and other optional services. In previous years for these charges and existing leasehold service charges the increases have been inflation plus a nominal amount to support the actual cost of service provision.

SUGGESTED COMMITTEE ACTIVITY

To be written by the O&S Team

BACKGROUND PAPERS

Medium Term Financial Forecast 2013/14 – 2016/17 – report to Cabinet 20 December 2012

Social Care & Health Savings

	Net Variation from 2012/13 Budget Description	2013-14 £000's	2014-15 £000's	2015-16 £000's	2016-17 £000's
(1) FULL YEAR IMPACT OF PRIOR YEAR SAVING (NO CHANGES)					
BI1A	Estimated One-Off ASCH&H redundancy costs (not included in above)	-100	-150	-150	-150
ES1	Full year impact of 2011-12 - West London Alliance home care framework & high cost packages	-100	-100	-100	-100
RE12	Mental Health Commissioning	-294	-383	-383	-383
RE1	Full year impact of 2011-12 saving - reablement service	-2,812	-4,540	-4,540	-4,540
RE2	Full year impact of 2011-12 Saving - learning disability in-house services, day services & client transport	-313	-403	-403	-403
RE3	Full year impact of 2011-12 Saving - older peoples in-house services, day services & client transport	-120	-180	-180	-180
BI1	Full year impact of 2011-12 saving - application of BID operating model	-20	-20	-20	-20
(2) FULL-YEAR IMPACT OF PRIOR YEAR SAVING (REVISED)					
FC12	Fees & Charges	-100	-100	-100	-100
	The annual increase in welfare benefits is based on the CPI for October and it is expected that this will create headroom between this rate and the LBH assumed income inflation rate.				
RE1a	Full year impact of 2011-12 saving - reshaping learning disability housing & support	-224	-2,906	-2,906	-2,906
	The redesign and development of a range of housing options for people with a learning disability by supporting people with a learning disability to move from residential care to supported living accommodation or properties that meet their individual needs. By supporting people to maintain or regain a more independent lifestyle there will be a significant reduction in costs from a diversion from long-term residential placements.				
RE1b	Full year impact of 2011-12 saving - reshaping physical disability housing & support	0	-510	-510	-510
	The redesign and development of a range of housing options for people with a physical disability by supporting people with a learning disability to move from residential care to supported living accommodation or properties that meet their individual needs. By supporting people to maintain or regain a more independent lifestyle there will be a significant reduction in costs from a diversion from long-term residential placements.				
RE1b-CC	Charles Curran, Closure of unit	-145	-145	-145	-145
	The earlier than expected availability of alternative independent living accommodation at Cottesmore and elsewhere has enabled the end closure date to be brought forward.				
(3) NEW 2013-14 MEASURES					
ASC - ORD1	Review of all Adult Social Care out of Borough placements	-275	-400	-400	-400
	To undertake a review of all out of borough care packages in order to ensure value for money.				
	Major Transformation Projects & BID Reviews	-1,004	-1,004	-1,004	-1,004

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	Net Variation from 2012/13 Budget Description	2013-14 £000's	2014-15 £000's	2015-16 £000's	2016-17 £000's
	Total Savings Adult Social Care & Health	-5,507	-10,841	-10,841	-10,841

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Corporate Summary (HRA)	2013/14 £(000s)	2014/15 £(000s)	2015/16 £(000s)	2016/17 £(000s)
<u>Resources</u>				
Increase/(Decrease) in Number of Dwellings units after conversion to social rent from different rent schemes	35	40	5	(45)
Increase in Average Weekly Dwelling Rent (%)	3.1%	3.0%	3.0%	3.0%
Equivalent number of dwelling units after conversion to social rent from different rent schemes	10,335	10,375	10,380	10,335
Average Weekly Dwelling Rent	£104.55	£107.69	£110.92	£114.25
<i>Gross Dwelling Rental Income</i>	56,187	58,103	59,873	61,402
Void Risk Contingency	(564)	(588)	(609)	(626)
<i>Net Dwelling Rental Income</i>	55,623	57,515	59,264	60,776
<i>Non-Dwelling Rental Income</i>	1,805	1,859	1,914	1,972
Net Rental Income	57,428	59,374	61,178	62,748
<u>Budget Requirement</u>				
Roll Forward Budget	55,526	55,526	55,526	55,526
Inflation	502	1,509	2,574	3,709
Corporate Items	(1,552)	553	2,000	3,030
Contingency	34	56	78	78
Priority Growth - Investment in Housing Stock	4,937	3,749	3,019	2,424
Savings	(2,019)	(2,019)	(2,019)	(2,019)
<i>Budget Requirement</i>	57,428	59,374	61,178	62,748

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HRA Savings

	Net Variation from 2012/13 Budget Description	2013/14 £(000s)	2014/15 £(000s)	2015/16 £(000s)	2016/17 £(000s)
(1) FULL YEAR IMPACT OF PRIOR YEAR SAVING (NO CHANGES)					
	General Services	-150	-150	-150	-150
	Repairs Services - Responsive	-588	-588	-588	-588
(2) NEW 2013-14 MEASURES					
	General Services	-400	-400	-400	-400
	This review will result in the remodelling of the back office functions removing vacant posts				
	Bid Review	-500	-500	-500	-500
	To Undertake a BID review of current Housing Services				
	Repairs Services - Responsive	-381	-381	-381	-381
	Review of all facilities management functions across the Council. Anticipated outcome: rationalisation of contracts, service improvements and streamlined structure. Conservative estimate of staff savings (£150k) and contract management savings (£100k). More will be known after the RIE is completed in September. Phase 1 Management restructuring gives 2013/14 GF saving of £144k in 2013/14 HRA saving £145K in 2013/14. Further savings will be identified in next phase or work .				
	Total Savings HRA	-2,019	-2,019	-2,019	-2,019

SOCIAL SERVICES, HEALTH & HOUSING GROUP FEES AND CHARGES 2013/14

ADULT SOCIAL CARE SERVICES

Introduction

1. This appendix sets out the current 2012/13 charges and any proposed changes to Social Care fees and charges for 2013/14.
2. The full cost of Social Care services is recharged to Other Local Authorities; therefore the maximum charge in some cases refers to the amount that would be charged should another LA use that service.
3. The regulations governing the Social Care (Social Services) charging regime are complex and therefore, as an aid to decision making, the report provides Members with background information on the statutory framework which regulates it.

Recommendations

4. It is **recommended** that discretionary charges for Social Care services remain unchanged.
5. A number of LBH social care charges are linked to the DWP and DCLG rates and are therefore based on current information although subject to confirmation. Cabinet are asked to **delegate authority** to Officers to amend the proposed charges contained in this report should these rates subsequently confirmed by the DWP and DCLG be different.

Residential Services

6. Local authorities (LA's) are obliged to charge persons provided with accommodation under Part 3 of the National Assistance Act 1948. Section 22 of the Act requires LA's to fix a standard rate for such accommodation at an amount equivalent to the full cost to the authority in providing or purchasing it. LA's must assess an individual's ability to pay for services and decide what amount should be charged using the 1992 Assessment of Resources Regulations. Residents must be given a clear explanation of their financial assessment and informed of any proposed changes. The specific rules are reviewed and published annually by the DH in their Charging for Residential Accommodation Guide (CRAG).
7. Residents will pay their assessed charge direct to the LA except when placed in the independent sector when residents may pay their contribution direct to the home or to the LA with the LA paying the remainder. LA's remain responsible for the full amount of the debt should the resident default on payment. A charge should not be made for aftercare services provided under section 117 of the Mental Health Act 1983.
8. Clients may choose accommodation anywhere in England and Wales and at a more expensive rate than the council would usually expect to pay providing that the resident or a third party is willing and able to pay the 'top up' difference. Failure to meet top up arrangements could result in the resident being moved to other cheaper accommodation.

Similarly self-funding clients with diminishing resources could find themselves being moved to lower cost accommodation. However, if their assessed needs can only be met in their current accommodation neither the resident nor a third party should be asked for a top up. Any arrangements made between the council, a resident and third parties will need to be reviewed regularly to take account of changes to accommodation fees and the council's usual costs which may not change in line and at the same rate. It must be made clear to residents and third parties whether the council intends to share the costs of future accommodation price increases.

9. Funding councils may refer to their own "usual costs" when making placements in another council's areas. A council's usual cost policy should be set at the start of each financial year, planning period or in response to significant market changes. The calculation of usual costs should be based on actual cost of providing care, other local factors and best value requirements. Councils should not set arbitrary ceilings on the amount they expect to pay for services nor should residents be charged more as a result of market inadequacies or commissioning failures. Councils need to be able to demonstrate that set costs are sufficient to meet assessed care needs to provide residents with the level of care services that they could reasonably expect to receive.

Non-Residential Services

10. Section 17 of the Health and Social Services and Social Security Adjudications Act 1983 gives councils a discretionary power to charge adult recipients of non-residential services. Section 17 of the Act provides that councils may recover such charges as they consider reasonable; this necessitates taking account of a user's financial means. Particular care needs to be taken to avoid an adverse impact on a user's income and guidelines have been published by the DH and are contained in "Fairer Contributions Guidance, Calculating an Individual's Contribution to their Personal Budget" published in July 2009. Councils can justify charging a flat rate for services such as meals which substitute for ordinary living costs.
11. In considering what is reasonable in their local circumstances councils may need to go beyond the DH minimum requirements that a user's net income should not be reduced below defined basic levels of income support or the Guarantee Credit of Pension Credit plus a 25% buffer. This minimum level is set so as not to undermine policies for social inclusion and the promotion of independence
12. It is proposed that the currently hourly rate charge for Homecare services remains unchanged at £14.40.
13. It is not acceptable to make a charge on disability benefits without assessing the reasonableness of doing so for each user. The guidance expects earnings of disabled people and their carers to be disregarded for assessment purposes so as to provide an incentive for them to enter and progress in the work environment. Councils have a responsibility to seek to maximise the incomes of users, where they would be entitled to benefits and therefore should ensure that comprehensive benefits advice is provided to all users at the time of a charge assessment. Councils need to monitor the impact of charging policies on users and need to know how much it costs to administer their system.

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14. At the present time the number of people in receipt of a personal budget is increasing and by the end of 2012/13 is expected to become the majority of service users. The DH guidance⁸ allows authorities to choose the percentage of a person's personal budget that should be subject to a charge and thereby determines the maximum charge according to their individual financial circumstances. A maximum charge of 100% of an individual's personal budget was set when Council approved the 2012/13 budget and there are no proposals to change this for 2013/14. However this will continue to be reviewed annually whilst experience is gained.
15. The transition to personal budgets is expected to be completed by the end of June 2013 and as a result all service users assessed for a personal budget will have been financially assessed under Fairer Charging to determine their maximum contribution towards their care services. Under personal budget arrangements there is no longer a direct relationship between the service purchased by the individual and a unit charge, indeed the council will be unaware of what an individual is purchasing and individuals may not utilise traditional services to which a unit charge can be applied as has been the case in the past. If an individual has savings greater than the CRAG upper limit which is currently £23,250 then they will pay the full cost of the care provided. The personal budget is calculated by the Resource Allocation system (RAS) and represents the amount of money an individual requires to meet their assessed needs.

Income Management

16. Assessment of a person's need for care should not be confused with the financial assessment of a person's ability to pay a charge. Once someone has been assessed as needing a service that service should not be withdrawn because the user refuses to pay the charge. The Council should continue to provide the service while pursuing the debt which may involve taking action through the civil courts.
17. The Council's solicitor advises that the Council has no course of redress should a client default on payment in such circumstances where a client is charged the full rate without them having completed a financial assessment. The solicitor advises also that where a person has power of attorney over a client's affairs and defaults on making a payment on their behalf the council would have to sue the client who in turn would have to counter sue the person with power of attorney. This course of action is not considered feasible due to the fact vulnerable clients are generally reluctant to pursue the matter.

HOUSING GENERAL FUND SERVICES (HGF)

Introduction

18. This part sets out the current 2012/13 charges and any proposed changes to the fees and charges relating to Housing General Fund (HGF) and Housing Revenue Account (HRA) services for 2013/14. The paragraphs below give brief details of Housing General Fund fees, along with any proposed changes to the current charges.

⁸ Fairer contributions guidance: calculating an individual's contribution to their personal budget

Recommendation

19. It is **recommended** that discretionary charges for Housing Services are agreed as set out in this paper. For the Housing General Fund Services these are recommended to remain at the 2012/13 level except for the Colne Park Caravan site where the rental charge is uplifted by 3.1% and utility charges are increased in line with expected increases from the suppliers.

Colne Park Caravan Site

20. Following consultation with Hillingdon Housing Service, and in line with HRA dwelling increases, a 3.1% inflationary increase for the main rental charge is recommended for all plots at the caravan site. This inflationary rise is set in line with the main council dwelling rents.

21. Charges for water and electricity are recommended to increase in line with expected increases from the relevant suppliers. The expected increase in charges from the water supply company is likely to be 7.01% from April 2013 and, the increase for electricity costs is expected to be 9.43%.

Private Sector Enforcement Notice

22. A charge can be made when a formal enforcement notice is served under the Housing Act 2004. The service has in the past charged the maximum allowed under the statutory order. For 2013/14 this is unchanged at £300.

HMO Licensing

23. This relates to Houses in Multiple Occupation, which depending on size are now subject to more detailed regulation and licensing. The Council's costs are recoverable via a fee which is set according to a formula agreed by the West London Housing sub-regional group. For 2013/14 it is recommended that this stays at the 2012/13 level. This varies from a minimum charge of £311 to a maximum of £480. The minimum charge of £311 only applies for multiple license applications from the same landlord.

Works in Default

24. Officers will, after appropriate notice, ensure that works to property are carried out, where there is a safety or health concern. Costs incurred are recoverable which, following legal advice, are based on the cost of the officers' time involved in resolving the issue.

Homelessness / Temporary Accommodation

25. Two main types of temporary accommodation are used for homeless residents of the borough:

- a) Private Sector Short-term Leases (PSL).
- b) Bed & Breakfast accommodation (B&B).

a) PSL

26. In 2002/03 the Government provided new incentives to local authorities which made PSL properties affordable for local authorities for use in accommodating homeless clients.

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Rent charges for PSL properties are constrained; the Government sets maximum rent levels for Housing Benefit eligibility. In recent years the practice has been at Hillingdon for officers to set the precise level of rent, with appropriate member consultation, within the cap level.

27. From 2010/11 the Government reviewed the subsidies paid for Housing Benefit on PSL properties and significantly revised the cap level and now apply the cap across homes according to the number of bedrooms. This had the effect of reducing the council's income by around £6m per annum. The Government set these housing benefit cap levels based on LHA levels at January 2011 for the two years: 2011/12 and 2012/13. A recent DWP Housing Benefit and Council Tax Benefit General Information Bulletin dated 19th October advised that the housing benefit cap level would remain unchanged for 2013/14. Consequently, in line with current practice, there will be no change in weekly PSL rents as shown in the table below.

Weekly Rent Charged	1 Bed	2 bed	3 bed	4 bed	5 bed
2013/14 Rent pw	£195.77	£226.92	£268.47	£310.00	£341.16
2012/13 Rent pw	£195.77	£226.92	£268.47	£310.00	£341.16

b) Bed & Breakfast

28. From 2010/11 the housing benefit threshold for B&B has been similarly set at the January 2011 LHA rates. Officers are recommending a rental charge to recover cost of procuring and managing B&B accommodations be set at the appropriate LHA bed levels for 2013/14, which have remained at the same level as 2012/13.

HOUSING REVENUE ACCOUNT SERVICES

29. The proposed increase in rent from April 2013 is based on DCLG rent restructuring guidance. This takes the September RPI rate (2.6%) and adds 0.5% for rent restructuring. This combination results in the proposed average rent increase of 3.1% from April 2013. The paragraphs below give brief details of HRA fees, along with any proposed changes to the current charges.

Recommendation

30. It is **recommended** that discretionary charges for the HRA are either increased or remain the same as set out in tables A to E below.

HRA Rent Setting Framework

31. The HRA account framework is regulated by the DCLG. Dwelling rents are calculated using the formula rent in line with the DCLG national rent restructure programme. The rent restructure programme was introduced in 2002/2003 and the 2012/13 HRA self financing settlement assumed that future rents would be charged using these rent restructuring guidelines.
32. Accordingly, the Hillingdon dwelling rents proposal recommends an average increase of 3.1%. This average is based on property specific calculations using the rent restructuring

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formula provided by DCLG. The maximum increase for any property in Hillingdon will be 3.84%.

33. The HRA Self-financing Determination that was implemented on 1st April 2012 assumes an increase in line with the rent re-structuring formula of (September) RPI +0.5%. Consequently, in order to minimise losses to the HRA, it is recommended that rents be increased by an average of 3.10%. The Table A below shows that increases range from 2.23% to 3.84% which is due to the rent restructuring formula as it is applied to each type of property; the average though is 3.1%.

Table A: HRA Dwelling Rents

Table A		Previous Year	Previous Year	Current Year	Next Year Proposed:- with new build	
Dwelling Rents		2010/11 Rent	2011/12 Rent	2012/13 Rent	2013/14 RENT	
		Actual rent pw	Actual rent pw	Actual rent pw	Proposed Rent pw	% Increase
	HRA Council Dwelling Rents (Average)	£95.29	£89.98	£101.41	£104.53	3.10%
a.	1 bed Flats/ Maisonettes	£77.82	£77.63	£82.61	£85.78	3.84%
b.	2 beds Flats/ Maisonettes	£88.37	£88.38	£94.05	£97.58	3.75%
c.	3+ beds Flats/ Maisonettes	£102.00	£102.00	£108.55	£111.94	3.12%
d.	1 bed Houses/ Bungalows	£87.58	£87.61	£93.23	£95.97	2.94%
e.	2 beds Houses/ Bungalows	£101.95	£101.96	£108.51	£111.39	2.66%
f.	3 beds Houses/ Bungalows	£115.49	£115.49	£122.91	£125.65	2.23%
g.	4+ beds Houses/ Bungalows	£125.38	£125.41	£133.47	£137.66	3.14%

34. Included in the rent restructuring calculation for rents set out in the table is an inflation factor prescribed by the DCLG. The increase to rents includes an element of the rent restructuring formula that allows for convergence of social housing rents towards a formula rent. Consequently, the rent increase for the year 2013/14 has been based on the September 2012 RPI of 2.6% +0.5% and therefore an average increase of 3.10% for HRA tenants within the Borough. This will increase the rent income to be generated for 2013/14 by £1.653m and this is in line with the 30 year business plan for HRA.

Non Dwelling Rents

35. HRA non-dwelling rents cover garages, hard standings, carports, shops and commercial premises. This report deals with garages, hard standings and carports. Shops and commercial premises are managed as part of the Council's Corporate Landlord function.

36. Garage, hard standing and carport rents are not covered by rent restructuring. Historically, we have always increased non-dwelling rents by the same base percentage used to increase dwelling rent each year. For 2013/14, officers are recommending an inflationary increase of 3.1% to the existing average charges listed in Table B below.

Table B: HRA Non-Dwelling Rents

Table B		Previous Year	Current Year	Next Year Proposed	
Non Dwelling Rents		2011/12 Average Weekly Charges	2012/13 Average Weekly Charges	2013/14	
				Average Weekly Charges	% Increase
a.	Garages	£10.51	£11.10	£11.44	3.10%

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b.	Car Ports	£7.04	£7.43	£7.66	3.10%
c.	Hard Standings / Parking Spaces	£4.04	£4.27	£4.40	3.10%

Service Charges and Allowances

37. Within the HRA self financing regime, the assumed expenditure allows a limited category of costs to cover general management and maintenance. This allowance does not cover certain services provided to tenants such as caretaking, cleaning, grounds maintenance, CCTV cameras etc. Government expectations are that these costs are identified and de-pooled from the general level of rents and charged for separately. Local authorities can recover the actual cost of the relevant service, and only tenants receiving the service (either individually or as a group) within similar types of properties, can be charged the appropriate amount.
38. In previous years the Council's policy has been to increase existing service charges and allowances by inflation plus a nominal rate to support actual cost of service provision. Officers are recommending changes listed in Table C to Table D below for 2013/14. The base inflation rate used in calculating HRA rent increase for 2013/14 is 2.6%. We are recommending that service charges go up by the rates as stated below in Table C, where appropriate; except for energy supplies where the policy is to recover costs so that in some cases charges can be reduced to reflect efficiencies or reductions in costs.
39. Additional management support is being provided at the newly built Extra Care Housing accommodation, Triscott House site. These new residents receive support services from two dedicated staff that will, for example, help manage security of the site, liaise with individual care workers coming on the site and provide support for residents if need arises. This charge is related to, but independent of the tenancy. The charge would apply to extra care housing where additional support is being provided. Currently, this would apply to the new build site at Triscott House and potentially to future sites of a similar nature.
40. There is relief for this support charge from housing support funding. The local authority's housing support commissioner has indicated that all housing support costs – including 70% of the scheme manager's costs, 100% of the support worker's costs and 4% for void loss - can be recovered from housing support grant subsidy if the individual is eligible for this. If the individual is not eligible, or does not wish to apply for subsidy, they must personally pay the charge. In line with other services charges within the HRA, the officer recommendation is to increase these by 2.6%.

Table C (i): Ancillary charges

	ANCILLARY CHARGES	CURRENT YR	Proposed Change		ESTIMATE
		2012/13 CHARGES & ALLOWANCE	%	£	2013/14 CHARGES & ALLOWANCE
		£		£	£
a.	Grounds Maintenance Cost of cutting grass, weeding and general open space management within the HRA.	£1.06 - £3.44	5%	£0.05 - £0.17	£1.11 - £3.61
b.	CCTV Cost of maintaining CCTV cameras on HRA estates	£0.61 wk	8%	£0.05	£0.66 wk
c.	Door Entry Cost of managing and maintaining door entry systems on HRA estates	£0.23 wk	2.6%	£0.01	£0.24 wk
d.	Window Cleaning Window cleaning for shelter schemes	£0.26 wk	2.6%	£0.01	£0.27 wk
e.	Management Support Charge Management support for additional Extra Care in HRA Accommodation	£22.77 wk	2.6%	£0.59	£23.36 wk

41. As stated above the policy for service charges, such as energy related charges are to recover costs. HRA energy contracts are managed within the LBH LASER energy procurement contract, procured by Kent County Council and this contract is allowing the procurement of energy at much cheaper rates than normal domestic market prices. Taking this into account, the cost of energy for the HRA has gone up by an average of 9.43%. Estimated charges are shown in Table C (ii) below and they are increased in line with electricity and gas inflation: actual energy charges are however, also dependent on energy usage.

Table C (ii): Heating and Energy Charges

Table C (ii)	2012/13		2013/14	
Energy Charges	Current Weekly Charge	Increase / (reduction) %	Increase / (reduction) £	Estimated Charge
Communal Electric (Cost of providing communal and street lighting on estates)	£1.31	9.43%	£0.12	£1.43
Sheltered Heating - Communal Element (supply to communal arrears)	£2.83	9.43%	£0.27	£3.10
Sheltered Heating - Property Element (supply to dwellings)	£4.43 to £7.64	9.43%	£4.85 to £8.36	£0.42 to £0.72
District Heating	£4.88 to £11.82	9.43%	£5.34 to £12.93	£0.46 to £1.11

42. Table C (iii) below lists all allowances paid in the HRA for redecoration and home release payments. It is recommended that these allowances are frozen at the current rate.

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Table C (iii): Allowances

Table C (iii)		Current Year		Proposed
Allowances		2012/13 Charges & Allowance	Proposed Change	2013/14 Charges & Allowance
1	REDECORATION ALLOWANCES			
a.	Living Room	£105.00	0	£105.00
b.	Dinner/Kitchen	£150.00	0	£150.00
c.	Staircase	£105.00	0	£105.00
d.	Landing/Hallway	£50.00	0	£50.00
e.	Double Bedroom	£105.00	0	£105.00
f.	Single Bedroom	£75.00	0	£75.00
g.	Bathroom	£75.00	0	£75.00
h.	WC	£30.00	0	£30.00
i.	Dining Recess	£25.00	0	£25.00
j.	Working Kitchen	£105.00	0	£105.00
k.	Sweeping Flue	£5.00	0	£5.00
l.	Two Room Allowance	£260.00	0	£260.00
2	OTHER ALLOWANCES			
a.	Home Release Reward - Reduction by 1 Bed	£750.00	0	£750.00
b.	Home Release Reward - Reduction by 2 Bed	£1,000.00	0	£1,000.00
c.	Home Release Reward - Reduction by more than 2 Beds	£1,250.00	0	£1,250.00
d.	Statutory Home Loss	£4,700.00	0	£4,700.00

43. Table D below is the list of caretaking charges. Caretaking costs have been reviewed and are recommended to increase in line with inflation (September RPI of 2.6%) which is in line with policy to recover costs within the HRA.

Table D: Caretaking Charges

Table C (iii)	Previous Year	Previous Year	Current Year	Next Year Proposed		
Caretaking Charges	2010/11 Charges & Allowance Per wk	2011/12 Charges & Allowance Per wk	2012/13 Charges & Allowance Per wk	Increase/ (Decrease) Per Wk	2013/14 Charges & Allowance Per wk	
Caretaking Band				%	£	£
A	£10.00	£10.00	£10.00	2.60%	£0.26	£10.26
B	£6.50	£6.50	£6.50	2.60%	£0.17	£6.67
C	£4.50	£4.50	£4.50	2.60%	£0.12	£4.62
D	£3.50	£3.50	£3.50	2.60%	£0.09	£3.59
E	£2.50	£2.50	£2.50	2.60%	£0.07	£2.57
F	£1.50	£1.50	£1.50	2.60%	£0.04	£1.54
Sheltered Housing	£5.00	£5.00	£5.00	2.60%	£0.13	£5.13

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Queens Lodge	£6.30	£6.30	£6.30	2.60%	£0.16	£6.46
Additional Refuse Collection	£1.84	£1.84	£1.94	2.60%	£0.05	£1.99
Scooter's Charge	£0.00	£5.15	£5.15	0	0	£5.15

Other Charges

Sheltered Charges

44. It is proposed that there is no change to the housing related support charge to sheltered housing; this will stay at £16.94.
45. Charges for granting consent to leaseholders for improvements to their flats were reviewed in 2011/12. It is proposed to keep the charges unchanged. This will be £184.50 for minor works permissions and also to split this into two categories - for simple works (such as giving consent to rewire the property) a charge of £50, and for works that require plans or a specification to be checked and approved (eg windows, kitchens, heating and the like), a charge of £130. For major works and more complex cases (eg an extension or loft conversion), the fee will range from £92.24 to £100 and to continue to charge an additional sum based on the hourly rate of the technical officer involved in dealing with the works. In addition, any legal costs that the Council may incur will also be payable by the leaseholder.

Charges for optional services to tenants

46. Where the Council, due to various circumstances, carries out repairs that are the residents' responsibility, the Council maintains the right to charge these works back at cost, or if done under the handyman scheme at a reduced charge subsidised from the HRA repairs account. The Council introduced a scheme for vulnerable tenants as part of the local offer to help them maintain their gardens in an acceptable condition. This is also subsidised - from the garden maintenance budget in the HRA – and tenants using the service pay a weekly sum which will vary depending on the level of service they chose. For 2013/14 it is recommended that these remain at the same level as the 2012/13 charges.

Table E Optional services

Service	Description	2013/14 charge
Rechargeable repairs	On request or on leaving a property	At cost
Handyperson scheme	Qualifying repairs	Voluntary £10 contribution plus the cost of any materials used
	Replacing lamps in light fitting (for tenants over 60 or with a disability that prevents them doing this)	The cost of the lamp
Gardening service	Hedge cutting (standard frequency)	£39.50 annually or £0.76 per week
	Lawn mowing (standard frequency)	£197.51 annually or £3.80 per week
	Bed maintenance (standard frequency)	£26.33 annually or £0.51 per week
	Hedge cutting (increased frequency)	£65.83 annually or £1.26 per week
	Lawn mowing (increased frequency)	£296.26 annually or £5.70 per week
	Bed maintenance (increased frequency)	£59.25 annually or £1.14 per week

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Discretionary Repairs to dwellings

47. Where the Council exercises its discretion to carry out works that are the residents responsibility, but due to various circumstances the Council carries out these works, the Council maintains the right to recharge costs for these works to the relevant residents.

2013/14 MTFF

48. The total client income base for Adult Social Care is approx £7.8m which will increase by approx £100k due to the increase in individual DWP benefits for service users in receipt of long term residential care. This marginal increase in income is because the majority of the department's charges (and therefore income) is effectively set by Government.

49. The total income base for Housing General Fund is approx £141k which will increase by approx £5k due to these increases. This marginal increase in income is because the majority of the department's charges (and therefore income) is effectively set by Government through the benefit system.

50. The total income base for Housing Revenue Account is approx £55.5m which will increase by approx £1.9m due to these increases, the majority of which are based on Government guidelines, eg rent formula.

FEES AND CHARGES 2013/14

Type of Fee / Charge (charges are per week unless otherwise stated)	Type	VAT Status	Current Minimum Charge £	Proposed Minimum Charge £	% Increase Min Charge	Current Max Charge £	Proposed Maximum Charge £	% Increase Max Charge	Date of last change to charge	Effective Date
Adult Social Care										
Homecare (Per hour)	R	OTS	Nil	Nil	0.00%	14.40	14.40	0.00%	09-Apr-12	08-Apr-13
TeleCareLine (TCL):										
Level 1	R	OTS	0.00	0.00	0.00%	1.13	1.13	0.00%	01-Apr-05	08-Apr-13
Level 2	R	OTS	0.00	0.00	0.00%	5.00	5.00	0.00%	01-Apr-11	08-Apr-13
Level 3	R	OTS	0.00	0.00	0.00%	8.50	8.50	0.00%	01-Apr-11	08-Apr-13
Level 4	R	OTS	0.00	0.00	0.00%	12.00	12.00	0.00%	01-Apr-11	08-Apr-13
Meals on wheels (per meal):										
Daily delivery	R	OTS	2.80	2.80	0.00%	2.80	2.80	0.00%	05-Apr-10	08-Apr-13
Frozen meals weekly/fortnightly	R	OTS	2.80	2.80	0.00%	2.80	2.80	0.00%	05-Apr-10	08-Apr-13
Lunch club dining centre meal	R	OTS	2.80	2.80	0.00%	2.80	2.80	0.00%	05-Apr-10	08-Apr-13
Day centre meal	R	OTS	2.80	2.80	0.00%	2.80	2.80	0.00%	05-Apr-10	08-Apr-13
Respite (Residential) Care :										
Young Adults (18-25)	R	OTS	Nil	Nil	0.00%	61.53	61.53	0.00%	09-Apr-12	08-Apr-13
Adults (25-60)	R	OTS	Nil	Nil	0.00%	76.09	76.09	0.00%	09-Apr-12	08-Apr-13
Older People (60+)	R	OTS	Nil	Nil	0.00%	118.09	118.09	0.00%	09-Apr-12	08-Apr-13
Permanent (Residential) Care:										
Young Adults (18-25)	R	OTS	63.10	64.30	0.00%	No Max	No Max	0.00%	09-Apr-12	08-Apr-13
Adults (25-60)	R	OTS	77.85	79.20	0.00%	No Max	No Max	0.00%	09-Apr-12	08-Apr-13

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Type of Fee / Charge (charges are per week unless otherwise stated)	Type	VAT Status	Current Minimum Charge £	Proposed Minimum Charge £	% Increase Min Charge	Current Max Charge £	Proposed Maximum Charge £	% Increase Max Charge	Date of last change to charge	Effective Date
Older People (60+)	R	OTS	119.20	121.90	0.00%	No Max	No Max	0.00%	09-Apr-12	08-Apr-13
Colham Road:										
under 25	R	OTS	62.60	63.80	0.00%	2,086.21	2,138.36	2.50%	09-Apr-12	08-Apr-13
over 25	R	OTS	77.35	78.70	0.00%	2,086.21	2,138.36	2.50%	09-Apr-12	08-Apr-13
Merrimans House:										
Full board: under 25	R	OTS	62.60	63.80	0.00%	1,631.28	1,672.02	2.50%	09-Apr-12	08-Apr-13
Full board: over 25	R	OTS	77.35	78.70	0.00%	1,631.28	1,672.02	2.50%	09-Apr-12	08-Apr-13
Respite: under 25	R	OTS	Nil	Nil	0.00%	61.53	61.53	0.00%	09-Apr-12	08-Apr-13
Hatton Grove:										
under 25	R	OTS	62.60	63.80	0.00%	1,592.64	1,632.40	2.50%	09-Apr-12	08-Apr-13
over 25	R	OTS	77.35	78.70	0.00%	1,592.64	1,632.40	2.50%	09-Apr-12	08-Apr-13
Merchiston House:										
under 25	R	OTS	62.60	63.80	0.00%	2,569.91	2,634.10	2.50%	09-Apr-12	08-Apr-13
over 25	R	OTS	77.35	78.70	0.00%	2,569.91	2,634.10	2.50%	09-Apr-12	08-Apr-13
Charles Curran:										
under 25	R	OTS	62.60	63.80	0.00%	1,592.64	1,632.40	2.50%	09-Apr-12	08-Apr-13
over 25	R	OTS	77.35	78.70	0.00%	1,592.64	1,632.40	2.50%	09-Apr-12	08-Apr-13
Chapel Lane:										
under 25	R	OTS	62.60	63.80	0.00%	1,110.41	1,138.13	2.50%	09-Apr-12	08-Apr-13
over 25	R	OTS	77.35	78.70	0.00%	1,110.41	1,138.13	2.50%	09-Apr-12	08-Apr-13
Fully staffed supported housing unit (*)										
Goshawk Gardens	R	OTS	13.80	13.80	0.00%	831.81	852.60	2.50%	09-Apr-12	08-Apr-13
236 Swakeleys Rd	R	OTS	13.80	13.80	0.00%	831.81	852.60	2.50%	09-Apr-12	08-Apr-13

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Type of Fee / Charge (charges are per week unless otherwise stated)	Type	VAT Status	Current Minimum Charge £	Proposed Minimum Charge £	% Increase Min Charge	Current Max Charge £	Proposed Maximum Charge £	% Increase Max Charge	Date of last change to charge	Effective Date
Satellite supported housing unit (*)										
9 Petworth Gardens	R	OTS	13.80	13.80	0.00%	149.80	153.51	2.48%	09-Apr-12	08-Apr-13
8 Newhaven close	R	OTS	13.80	13.80	0.00%	149.80	153.51	2.48%	09-Apr-12	08-Apr-13
(*) the minimum charge represents the Amenity contribution paid by all residents										
Other Accommodation:										
Supported Accommodation	R	OTS	0.00	0.00	0.00%	No Max	No Max	0.00%	04-Apr-11	
Adult Care Scheme	R	OTS	0.00	0.00	0.00%	No Max	No Max	0.00%	04-Apr-11	
Learning Disability Day & Resource Services (per day):										
Parkview	R	OTS	Nil	Nil	0.00%	83.00	85.00	2.41%	09-Apr-12	08-Apr-13
Phoenix	R	OTS	Nil	Nil	0.00%	83.00	85.00	2.41%	09-Apr-12	08-Apr-13
Challenging Behaviour	R	OTS	Nil	Nil	0.00%	83.00	85.00	2.41%	09-Apr-12	08-Apr-13
Woodside	R	OTS	Nil	Nil	0.00%	45.55	46.70	2.52%	09-Apr-12	08-Apr-13
Resource Service	R	OTS	Nil	Nil	0.00%	N/A	85.00	N/A	09-Apr-12	08-Apr-13
Older People (per day):										
Grassy Meadow	OP	OTS	Nil	Nil	0.00%	47.90	49.00	2.30%	09-Apr-12	08-Apr-13
Asha	OP	OTS	Nil	Nil	0.00%	47.90	49.00	2.30%	09-Apr-12	08-Apr-13
Poplar Farm	OP	OTS	Nil	Nil	0.00%	47.90	49.00	2.30%	09-Apr-12	08-Apr-13
Asian Carers Grant Respite (Day Care)	OP	OTS	Nil	Nil	0.00%	47.90	49.00	2.30%	09-Apr-12	08-Apr-13
Personal Budgets (PB)										

 PART 1 – MEMBERS, PUBLIC AND PRESS

Type of Fee / Charge (charges are per week unless otherwise stated)	Type	VAT Status	Current Minimum Charge £	Proposed Minimum Charge £	% Increase Min Charge	Current Max Charge £	Proposed Maximum Charge £	% Increase Max Charge	Date of last change to charge	Effective Date
Maximum Financial contribution	R	OTS	Nil	Nil	0.00%	100% of PB	100% of PB	0.00%	09-Apr-12	
Client Financial Affairs (CFA)										
Management charge (Per Hour)	R	OTS	36.00	36.00	0.00%	36.00	36.00	0.00%	09-Apr-12	
<u>Housing</u>										
Colne Park Caravan Site:										
Main Rental Charge - Single Plot	R	EXP	122.80	126.63	3.10%	122.80	126.63	3.10%	01-Apr-12	01-Apr-13
Main Rental Charge - Double Plot	R	EXP	214.90	221.55	3.10%	214.90	221.55	3.10%	01-Apr-12	01-Apr-13
Water Single Plot	R	EXP	5.11	5.47	7.01%	5.11	5.47	7.01%	01-Apr-12	01-Apr-13
Water Double Plot	R	EXP	8.94	9.57	7.01%	8.94	9.57	7.01%	01-Apr-12	01-Apr-13
Personal Use Electricity (Charge per kwh)	R	EXP	0.09	0.10	9.43%	0.09	0.10	9.43%	01-Apr-12	01-Apr-13
Communal Electric charge per week	R	EXP	0.20	0.22	9.43%	0.20	0.22	9.43%	01-Apr-12	01-Apr-13

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Type of Fee / Charge (charges are per week unless otherwise stated)	Type	VAT Status	Current Minimum Charge £	Proposed Minimum Charge £	% Increase Min Charge	Current Max Charge £	Proposed Maximum Charge £	% Increase Max Charge	Date of last change to charge	Effective Date
Private Sector Housing (Fixed fees):										
Private Sector Enforcement Notice	R	EXP	300.00	300.00	0.00%	300.00	300.00	0.00%	01-Apr-09	01-Apr-13
HMO licensing	R	EXP	311.00	311.00	0.00%	480.00	480.00	0.00%	01-Apr-09	01-Apr-13
Works in default	R	EXP	N/A	N/A	N/A	Full Cost Recovery	Full Cost Recovery	N/A	01-Apr-09	
Agency Charge for DFG (a % is applied to cost of works)	R	EXP	15.00%	16.50%	0.00%	16.50%	16.50%	0.00%	01-Apr-12	01-Apr-13
Chemical Toilet Emptying	R	OTS	5.50	5.50	0.00%	5.50	5.50	0.00%	09-Apr-12	01-Apr-13
Homelessness (set to recover costs up to HB threshold levels):										
Temporary Accommodation	R	EXP	150.00	150.00	0.00%	375.00	375.00	0.00%	01-Apr-10	01-Apr-13
Bed & Breakfast	R	EXP	150.00	150.00	0.00%	375.00	375.00	0.00%	01-Apr-10	01-Apr-13

Notes:

R relates to a charge that is resident based
The VAT status code 'OTS' relates to Outside Scope
The VAT status code 'EXP' relates to Exempt service

PART 1 – MEMBERS, PUBLIC AND PRESS

Housing Capital Budget

General Fund Capital Programme (2013/14 - 2016/17) (£000s)

Full Project Forecast Outturn	Revised Budget	Forecast Outturn	Project	Draft Programme	Financed by:			Draft Programme			Financed by:		
	12/13	12/13			Borrowing / Receipts	External Grants	Other Sources	14/15	15/16	16/17	Borrowing / Receipts	External Grants	Other Sources
			Programmes of Works										
12,500	2,500	2,500	Disabled Facilities Grant (DFG)	2,500	900	1,600	0	2,500	2,500	2,500	2,700	4,800	0
3,446	450	450	Private Sector Renewal Grant (PSRG)	710	450	260	0	762	762	762	1,350	936	0
15,946	2,950	2,950	Total Programmes of Works	3,210	1,350	1,860	0	3,262	3,262	3,262	4,050	5,736	0

Housing Revenue Account Capital Programme (2013/14 - 2016/17) (£000s)

16,631	2,691	2,384	Works to Stock	3,792	0	0	3,792	3,485	3,485	3,485	0	0	10,455
3,873	2,591	354	New Build - HRA Pipeline Sites Phase 2	2,237	2,137	100	0	0	0	0	0	0	0
27,052	14,000	2,200	New Build - Supported Housing Programme Phase 1 *	15,572	13,682	1,890	0	9,280	0	0	9,280	0	0
12,748	0	0	New Build - Supported Housing Programme Phase 2	0	0	0	0	4,249	8,499	0	11,253	1,495	0
60,304	19,282	4,938	Total HRA Capital Programme	21,601	15,819	1,990	3,792	17,014	11,984	3,485	20,533	1,495	10,455

* Based on latest Business case recommendations to commence with the delivery of 126 units where there are developed projects

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MAJOR REVIEWS IN 2012/13 - DRAFT REPORT REVIEW OF ADULT COMMUNITY MENTAL HEALTH SERVICES

Contact Officer: Moira Wilson
Telephone: x 0722

REASON FOR ITEM

For the Committee to consider a draft report for this review (*attached separately*), prior to submission to the Cabinet.

OPTIONS OPEN TO THE COMMITTEE

1. To accept the report as drafted.
2. To amend, add or delete parts of the report.

INFORMATION

Background

1. At 19 June 2012 meeting the Committee selected Mental Health Services as one of its major review topics for 2012/13.
2. At previous meetings, the Committee took evidence on the review and received a series of verbal updates from officers on the progress made.
3. Attached is a draft report for the Committee's consideration.

SUGGESTED COMMITTEE ACTIVITY

- To consider whether the draft report takes account of the evidence, advice and views received by the Committee.
- To consider whether any changes would improve the clarity of the report.
- To agree the recommendations of the report.

PART 1 – MEMBERS, PUBLIC AND PRESS

Social Services, Health and Housing POC – 30 January 2013

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Report of the Social Services, Health & Housing Policy Overview Committee 2012/13

Review of Adult Community Mental Health Services



Members of the Committee

Cllr Judith Cooper (Chairman)
Cllr Peter Kemp (Vice-Chairman)
Cllr David Benson
Cllr Sukphal Brar
Cllr Patricia Jackson
Cllr John Major
Cllr June Nelson
Cllr Mary O'Connor



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Chairman's Foreword

There is a vast array of mental health support and advice in the Borough – disseminated by an equally vast array of organisations and procedures/methods. The work itself is undertaken with considerable skill and sensitivity and many, though not all, service users told us how satisfied they were with the support they received – once it's in place. However, we heard about aspects of service that clearly need to be flagged up as areas of concern:



- Transition – between and within services.
- Crisis and particularly, that for the service users and/or family and friends, at the point of crisis the route into services is not clear.
- The Council web-site, which should offer an accessible menu of support and advice
- A clear safety-net for those deemed to be “independent” and therefore ineligible for services

The overwhelming impression is of committed and well qualified people working hard within services, but without a sufficiently clear map to help them ensure service users move effectively through services in order to maximise their potential recovery, or to maintain stability in their condition. It has been difficult to tell whether there are any significant gaps in delivery and whether carers, friends, family are, not just supported, but have access to the information they need to help themselves and their cared for. A significant issue is stigma; this prevents 9 out of 10 people with mental health problems doing everyday things. Stigma prevents people having relationships, jobs, education and denies them opportunity to live their lives to the full. Improvements to services must be accompanied with a major change in how people with mental health problems are viewed.

Mental health, like all areas of health & social care is in a state of flux because of the NHS changes and the development of service lines, the recovery model and personal budgets. There are two trends with which Officers and Partners are very familiar and keen to improve – effective partnerships and a focus on commissioning for outcomes. Properly developed these two mechanisms have the potential to create a more cohesive service with shared models for delivery based on a person centred approach which gives people who use services choice and control on how their support needs are met.

That is the challenge that this Committee has been seeking to articulate and to offer support through its recommendations.

A handwritten signature in blue ink, appearing to read 'Judith Cooper'.

Cllr Judith Cooper

Summary of Recommendations

This review examines adult community mental health services in Hillingdon. Following the evidence received, we make the following recommendations.

That the Council and CNWL working in partnership through the Mental Health Partnership Board:

Identifying needs and early identification

- 1. Identifies ways to improve early identification of mental health needs and increase access to mental health services. This will include utilising voluntary sector resources but also other services accessed by the public**
- 2. Reviews current arrangements to support service users and carers in a crisis and produce recommendations to provide an improved and integrated service**

Information and Support for users and carers

- 3. Promotes the greater and effective use of Assistive Technology (Telecare and medicine) to support and enhance the daily lives of mental health service users and those with additional disabilities**
- 4. That the Council website and Directory of services are reviewed so that people seeking information about mental health and well-being can find the help they need.**
- 5. Develop a mental health carers strategy to improve services for carers in Hillingdon, including a commitment to needs and role of carers, clarity on services and improved communication**

Enabling people make choices, balancing risks and community involvement

- 6. Ensures that CNWL and the Council as employers support people with mental health problems in returning to work.**
- 7. Ensures that people leaving services are given clear information about how they can re-engage if they feel their condition worsening or becoming unwell again**
- 8. Ensures that people in the process of recovery are introduced to services and facilities that will continue to support them as statutory support reduces.**

Partnership working

9. That Cabinet welcomes the work to further improve the links between Mental Health Services and the Council's Housing Teams including:
 - identifying a link worker in each community team to work with housing lead officer.
 - establishing regular forums:- to discuss and explore appropriate housing options for those service users in the community who may have particularly challenging needs
 - Improving joined up working to sustain tenancies
10. Identifies current informal support services in the Borough and develops mechanisms to support them in their task through publicity, advice and information.
11. Establishes a formal relationship between senior managers in libraries and leisure and Mental Health Services to ensure consistent and continued support of service users and carers in community settings.
12. Supports voluntary sector organisations to improve co-ordination and share best practice.
13. Produces a report for the Cabinet Member and Committee on the views and experiences of mental health service users and carers and how they have been acted upon.

Staff training and development

14. Works with service users to more consistently challenge stigma against mental health service users, and produce a realistic programme projecting positive images of mental health.

Learning from best practice

15. Identifies ways of ensuring a consistent / universal response from GP surgeries in relation to mental health issues. Consideration should be given to applying good practice models from across the country.

Resources

- 16. Welcomes the proposed 2013/15 Commissioning Plan as a basis for shifting resources towards community support and to reduce the reliance on high cost residential and nursing care (placements).**

DRAFT

Introduction

Reason for review and terms of reference:

There is a growing acceptance that the promotion of mental health and well being and providing support to aid recovery from mental illness are important issues for both national and local government and health services. Good mental health is central to our quality of life and to our economic success. It is interdependent with our success in improving education, training and employment outcomes and tackling some of the persistent problems of society. Mental health problems of some form may affect as many as 1 in 4 of the population over their lifetime. The associated costs of mental health problems to the economy in England have recently been estimated as £105 billion, and treatment costs are expected to double in the next 20 years.¹

Despite widespread prevalence there remain issues of stigma. It is a particular problem in most societies and can be a major barrier to the use and take-up of services. As a result, people with mental health problems too often experience isolation, poor opportunity, discrimination and a lack of acceptance by society. Addressing this issue will be an important element of this review.

The concept of recovery has been introduced to mental health in recent years, for many people this is about staying in control of their life despite experiencing a mental health problem. Professionals in the mental health sector often refer to the 'recovery model' to describe this way of thinking. Putting recovery into action means focusing care on supporting recovery and building the resilience of people with mental health problems, not just on treating or managing their symptoms.

There is no single definition of the concept of recovery for people with mental health problems, but the guiding principle is hope – the belief that it is possible for someone to regain a meaningful life, despite serious mental illness. Recovery is often referred to as a process, outlook, vision and conceptual framework or guiding principle.

The recovery process:

-provides a holistic view of mental illness that focuses on the person, not just their symptoms

-believes recovery from severe mental illness is possible is a journey rather than a destination

¹ No Health Without Mental Health – a cross government mental health strategy February 2011

- does not necessarily mean getting back to where you were before
- happens in 'fits and starts' and, like life, has many ups and downs
- calls for optimism and commitment from all concerned
- is profoundly influenced by people's expectations and attitudes
- requires a well organised system of support from family, friends or professionals
- requires services to embrace new and innovative ways of working.

The Council and NHS commission and provide a wide range of community mental health services to meet the needs of people with mental health problems. Adult social care services are provided through a joint arrangement with Central and North West London NHS Foundation Trust (CNWL). It is one of the largest Trusts in London, offering a wide range of health and social care services across ten boroughs. CNWL specialises in caring for people with mental health problems, addictions and learning disabilities, as well as providing community health services to residents in Hillingdon and Camden and primary care services in a number of prisons. Social care staff are located in joint teams and are accountable to both managers within the Council and CNWL. This arrangement is underpinned by a formal partnership under Section 75 of the National Health Services Act 2006.

Current funding levels for social care mental health services in Hillingdon are in line with those of comparator councils¹. The Council also spends similar proportions of its budget on mental health as other similar London boroughs.

Current spending on mental health services reflects a relatively traditional model of care with disproportionately high expenditure on residential care and nursing homes. This was explored in the September Committee meeting. There is a correspondingly low spend on home and community based solutions such as befriending, support to remain in employment, assistance to participate in education and leisure opportunities and guidance to learn budgeting, cooking skills and improve personal hygiene. This is where it is the lowest within the same comparator group. Work is already underway to rebalance care through reducing reliance on institutionalised care and support and developing a range of services including greater use of community options including personalised budgets supported housing and floating support for people within their own tenancies. The NHS spend on mental health services in Hillingdon is relatively low compared to similar health economies but has improved in recent years. A new joint commissioning plan emphasises the need to shift resources away from bed-based services towards greater support in the community.

¹ LIT Results of Financial Mapping 2011-12 – Hillingdon – Department of Health

This review offers an opportunity to learn more of what works well and recommend more systematic approaches to implementation across the Council

The review sought to

To review and make recommendations in respect of supporting adults with mental health issues in Hillingdon.

Terms of Reference

1. To consider existing internal and external arrangements in the Borough in regard to adult community mental health services and any improvements that could be made;
2. To review whether the local processes in supporting adults in the community with mental health services are adequate, timely, effective and cost efficient;
3. To review the support that is currently available to assist people to remain in or return to employment
4. To review the guidance and support that is currently available from the NHS, voluntary organisations and the Council to these individuals and their families and carers;
5. To seek out the views on this subject from service users, carers and partner organisations using a variety of existing and contemporary consultation mechanisms;
6. To improve awareness and understanding of adult mental health issues for staff working in mainstream services arranged or provided by the Council including housing, leisure, libraries and adult learning;
7. To examine best practice elsewhere through case studies, policy ideas, witness sessions and visits; and
8. After due consideration of the above, to bring forward cost conscious, innovative and practical recommendations to the Cabinet in relation to adult mental health service arrangements in the Borough.

Lines of enquiry

To address the Terms of Reference, the Committee agreed the following lines of enquiry:

Identifying Needs and Early Identification

1. How people with mental health problems are currently identified and supported across the Borough and how can this be improved and standardised, including support in a crisis?
2. How good are local awareness, early identification and diagnosis?

Information and support for users and carers

3. What information, support and advice is available to those that may need it? How can this be improved?
4. What treatment and support and recovery services are available e.g. CNWL Recovery College?
5. What support is available for the carers of adults with mental health issues? Is this support sufficient/ how could this be improved?

Enabling people to make choices, balancing risks and community involvement

6. How are service users' and carers expectations and concerns reflected in local service delivery
7. How are adults with mental health issues involved in their communities and civil society?
8. How are issues of supporting people to exert choice and control in their lives balanced against issues of potential risk the individual and wider community.

Partnership Working

9. How well developed are local strategies and partnerships with regard to adult mental health issues?
10. Are there any barriers to successful partnership working?

Staff Training and Development

11. What training is available to staff to properly assist them in support people with mental health difficulties
12. How can education for professionals and carers be improved?

Learning from best practice

13. Which other areas/councils are recognised as successful in supporting people with mental health needs in their local communities?

Resources

14. What funding is available and how sufficient is this to meet the needs of the demand of the service required?

Methodology

To address the lines of enquiry, the Committee held three meetings in September, October and November which were attended by senior Council officers, representatives from CNWL and a variety of different stakeholders. In addition to its formal evidence collection, the Committee also conducted three site visits between early November and mid December. The final meeting in December was used by the Committee to consider its draft recommendations. Details of these meeting are described in Appendix 7 to this report.

The next section of the report provides background on the main issues, and then presents the main issues arising in our evidence. We then make recommendations to Cabinet, which we believe will address these issues.

Findings & Recommendations

- **Identifying Needs and Early Identification, Learning from best practice, Resources**

Mental Health: An Overview

Mental health is a complex issue which has serious ramifications for the community. To support members in absorbing both national and local policy and practice the Committee were provided with six information packs at the outset of the review as a point of reference:

1. National Context – Summary of '*No Health without Mental Health*'
2. Contextual Information for Hillingdon – data informing the new Commissioning Plan
3. Performance Data
4. Access to Services
5. Organisational Structure
6. National examples of best practice

These information packs are included as Appendices 1 to 6 to this report.

Levels of Need in Hillingdon

Common mental health disorders, such as depression, generalised anxiety disorder, panic disorder, obsessive-compulsive disorder (OCD), post-traumatic stress disorder (PTSD) and social anxiety disorder, may affect up to 15% of the population at any one time

The prevalence of individual common mental health disorders varies considerably. The 1-week prevalence rates from the Office of National Statistics 2007 national survey were 4.4% for generalised anxiety disorder, 3.0% for PTSD, 2.3% for depression, 1.4% for phobias, 1.1% for OCD, and 1.1% for panic disorder.

Estimates of the proportion of people who are likely to experience specific disorders during their lifetime are from 4% to 10% for major depression, 2.5% to 5% for dysthymia (low mood), 5.7% for generalised anxiety disorder, 1.4% for panic disorder, 12.5% for specific phobias, 12.1% for social anxiety disorder, 1.6% for OCD and 6.8% for PTSD. More than half of people aged 16 to 64 years who meet the diagnostic criteria for at least one common mental health disorder experience co morbid anxiety and depressive disorders.

The Committee heard that the most common mental disorder in Hillingdon was anxiety and depressive disorders which affected a significant number of people with mental health problems.

Although the mental health need in Hillingdon was lower than England as a whole, the picture fitted with the national pattern of indicators and determinants that impact on mental health.

The profile for Hillingdon activity in 2010/11 shows

7.5% of those on the caseload of CNWL were admitted, 88.4% were treated in the community with, 4.1% receiving no care. For comparison, the average for all commissioners is approximately 8.1% admitted, 85.1% community, 6.8% no care. Also, the average for all PCT peers (6 Thriving London Periphery) is approximately 9.5% admitted, 87.8% community, 2.7% no care

Based on data from NHS commissioners most admissions needing mental health treatment in Hillingdon came from the south of the Borough. These wards were predicted to have a higher population increase in areas already more densely populated and more deprived. On average, these localities showed higher numbers for the following social determinants:

- Lower educational attainment
- More unemployment
- More crime

Clearly, the scale of the challenge is set to escalate with the inequality gap widening in both life expectancy and quality of life.

The Provision of Services in Hillingdon

The Committee heard that clearer lines of reporting meant that existing resources could be used more efficiently to achieve the best outcomes for service users. The Committee noted that CNWL had been reconfigured into 11 Service Lines three of which have particular relevance for this report:

1. **Rehabilitation Service Line**
2. **Assessment and Brief Treatment Service Line** – It is hoped that this reconfiguration will improve access to services.
3. **Community Recovery Service Line** – Focusing on supporting individuals in their recovery journey and developing support networks for service users.

CNWL reported that Liaison Services in the Acute hospital setting were a new service area which was being developed further with the aim of more effectively managing physical health and mental health needs reducing secondary health care needs for example with Long Term Conditions.

This is a consistent format common to all the London Boroughs that the Central and North-West London Mental Health Foundation Trust (CNWL) serve.

Officers and representatives from Central and North West London Foundation Trust (CNWL) explained that community mental health services in Hillingdon were delivered jointly through an integrated health and social care service which included the following Joint Teams:

- A combination of Consultant psychiatrists and other medical staff
- Social workers
- Community mental health nurses (CMHNs)
- Psychologists
- Occupational Therapists
- Pharmacists

Initial referrals are made to an Assessment and Brief Treatment Team. Referrals can be made directly by the individual concerned, through a carer or through primary health services including GPs. Longer term support is offered where necessary through both Recovery and Rehabilitation teams. Although support is frequently provided in home settings service users are also assisted from three community bases in the Borough. These bases provide not just access to community mental health staff but also to specific services including drop in support.

Contextual Information for Hillingdon – data informing a new Commissioning Plan

The Committee heard that the priorities for NHS Hillingdon and the London Borough of Hillingdon included:

1. Promoting healthier lifestyles
2. Improved co-ordination of joint health and social care working
3. Safeguarding, prevention and protection
4. Community based, resident focused services
5. Promoting economic resilience
6. Preserving and protecting the natural environment
7. Reducing disparities in health

Commissioning of community mental health services was undertaken jointly by NHS Hillingdon and London Borough of Hillingdon and the commissioning officer was a joint appointment.

Members asked about outcomes based commissioning and the progress which was being made. In response, the Joint Commissioning Officer explained that the National (Mental Health) Strategy was outcomes focussed which was then progressed down to the local level. The Committee heard that in terms of service user outcomes, CNWL are in discussion with commissioners about using the recovery star system to track and monitor service user outcomes but currently use the National Strategy also incorporated HONOS (Health of the Nation Outcome Scales) to measure individual service user progress against performance targets.

The Director of Operations and Partnerships, confirmed that CNWL ensured that the 6 core strategy indicators included in the *No Health Without Mental Health* paper were aligned with CNWL's and the Council's commissioning goals.

In response to a question about the cost and value for money of interventions, the Committee heard that whereas everyone would like to know about efficiencies and the cost effectiveness of a service, mental health was one of the most difficult areas to measure outcomes. Eventual outcomes could be examined but tracking the service user journey was often a time consuming and complex exercise

It was noted that a key challenge for the new Commissioning Plan would be the focus on the national context, and a move away from dependency on secondary care to primary care. The commissioning plan would translate national policy into local practice. This particularly applies to moving more resources into prevention and early intervention and away from bed-based services. Based on their discussions, the Committee agreed with this approach.

Recommendation 17 – (The Mental Health partnership Board) welcomes the proposed 2013/15 Commissioning Plan as a basis for shifting resources towards community support and to reduce the reliance on high cost residential and nursing home care placements.

Current Performance

CNWL representatives explained that in order to monitor performance and establish which service areas were going well and which required further improvement a number of performance targets were used. These included:

1. 7-day follow up

2. Care Programme Approach (CPA) reviews
3. Delayed Transfers of Care
4. Gate keeping all inpatient admissions
5. New EIS (Early Intervention Service-for first onset of a psychotic illness)Cases
6. NHS Data completeness
7. Home Treatment episodes
8. Self directed support/Personal Budgets
9. Placement reviews
10. Assessment waiting times
11. Carers assessments
12. Service Users receiving review

The Committee were pleased to learn that overall, performance had improved over the past 3 years and in particular work around home treatment and early intervention had gone well. However it was highlighted that self directed support, placement reviews, carers' assessments and social care reviews required improvement. The Committee welcomed the news that a series of action plans had been introduced to address these areas. Despite a relatively low NHS spend in Hillingdon, it was broadly meeting expected performance outcomes.

A key aspect of improving performance related to the organisational structure of CNWL, as described in the earlier section under The Provision of Services in Hillingdon.

Early Intervention and Crisis Provision

MIND, a national charity providing specific advice and support to anyone experiencing mental health problems defines an acute crisis as:

- suicidal behaviour or intention
- panic attacks/extreme anxiety
- psychotic episodes (loss of sense of reality, hallucinations, hearing voices)
- other behaviour that seems out of control or irrational and that is likely to endanger yourself or others.

Given the statistic that one in four people will experience some form of mental health issue in their lifetime, clearly there are other forms of mental health crisis which the person experiencing it may classify as a crisis but which may well not require crisis or acute mental health services. Examples of these may be the experience of emotions or behaviours that are difficult or hard to manage (e.g. depression, intense loss or bereavement, or self-harm).

The Committee heard that in some cases a mental health crisis might signify that a service users' current care or treatment might not be working and

needed to be changed, and if this were the case, it could have serious consequences if not managed well. However, it was accepted that crises could have good outcomes if handled well and if they were used as a transition point; whereby they gave an opportunity for a service user to reflect on the past, reassess the future and possibly take a new direction.

Officers explained that if a crisis was handled well, it could also provide valuable lessons as to how similar episodes could be prevented or resolved in future.

In relation to crisis provision, the Committee heard that local community teams could respond within office hours. Outside these hours provision included:

- The NHS - 111 - phone number for emergency and care services which were less urgent than 999 calls
- General Practitioner services
- Accident and Emergency services
- Emergency Out of Hours Team
- Crisis number provided by CNWL

The Committee heard that Early Intervention work was being conducted in partnership between the Council, CNWL and GP surgeries across the borough to increase this support. It was noted that the Well-Being Centre had a role to play in signposting service provision, as well as providing a location for some services. It was acknowledged there were further opportunities to better promote well-being and signpost people into services. The valuable role the voluntary sector played in identifying need and especially early need was also emphasised.

In terms of early diagnosis and treatment of common mental disorders, Members heard that NHS Hillingdon commissions this. They are committed to creating more psychological support through GP practices. This is described as Improving Access to Psychological Services (IAPT), a national initiative with a goal of improving outcomes through access to a range of psychological treatments and therapies in primary care

Having heard about the importance of crisis management, the Committee were disappointed to learn that CNWL are not commissioned to provide a dedicated crisis team but instead were taking steps to enhance the current out of hours service and put in place a single telephone number to help people, thereby creating a more consistent service.

In relation to the current out of hours service, the Borough Director (and Service Director Assessment and Brief Treatment Service Line) CNWL confirmed that service users were given details of a crisis number to call for advice and signposting which out of hours may be to Accident and

Emergency or a Social Services Team. These outcomes are not tracked however a new system to be operational in CNWL by February 2013, with a single helpline number covering the whole of CNWL, will have a process for tracking and monitoring outcomes.

Officer's confirmed that the Council's Emergency Duty Team did include mental health professionals or had access to them.

While noting the ongoing service development work which was currently underway, to compare and contrast other experiences of crisis, the Committee heard from service users at the November meeting. Service Users explained that if they were in crisis in the evening, they were more likely to contact the Samaritans than the Council or CNWL services because this was a readily available service with a single point of contact.

To ensure that service users and carers were equipped to react to any periods of future crises the Committee agreed that it was essential to:

Recommendation 8 - Ensures that people leaving services are given clear information about how they can re-engage if they feel their condition worsening or becoming unwell again

It was noted that carers often played a vital role in assisting persons in crisis. However when the Committee met a group of carers in December they heard mixed experiences:

- Some service users appeared to have little or no support.
- The (carer explained) only way to access help was after a service user had been sectioned (hence no perceived Crisis Service). Prior to this there was no help available
- Carers had been informed that care co-ordinators were only available to those service users who had been in hospital (i.e. a crisis was the trigger required to receive help in the future)
- To improve the crisis response it was essential that service users could contact staff they were familiar with
- Offering practical advice and guidance over the telephone was essential
- Carers sometimes experienced perceived language barriers which was an added complication which added to frustrations.

Whilst the views of the Carers group visited are very important, it should be acknowledged that they may not necessarily reflect the views of all the carers of the 6,400 people in contact with secondary mental health services.

In terms of prevention, the Committee heard that all service users were provided with crisis cards to reduce the likelihood of relapse which recorded

some personal details and included information about whom to contact if the person was in crisis.

Based on their own experiences and from feedback received at Ward surgeries, Councillors noted that the current adult social care website was difficult to navigate and meant that it was hard to extract information about support for people with mental health problems. The Corporate Director of Social Care and Health acknowledged that the new website was experiencing teething problems. To enhance the information, advice and guidance available to all residents the Committee agreed that:

Recommendation 4 -That the Council website and Directory of services are reviewed so that people seeking information about mental health and well-being can find the help they need.

It was noted that the Hillingdon Carers were in the process of developing their own crisis card so, in the event of an emergency where they could not provide care; others would know what support was needed for the relative or friend they supported.

Recommendation 2 - Reviews current arrangements to support service users and carers in a crisis and produce recommendations to provide an improved and integrated service

Members agreed that it was vital there was support immediately after a period of crisis to ensure the person felt able to return to work as quickly as possible. It was highlighted that working within the voluntary sector for a period of time could help build confidence and provide support networks to persons in recovery. As well as the role played by the voluntary sector, it was acknowledged that one of the greatest challenges in promoting recovery would be addressing the issue of how staff enable service users to fulfil their aspirations and encourage them to use the services and networks available to them.

Recommendation 9 - Ensure that people in the process of recovery are supported in services, activities and facilities that will enable them to fulfil their recovery and support them as statutory intervention reduces

The Borough Director (and Service Director Assessment and Brief Treatment Service Line) CNWL explained that there were further opportunities for CNWL to engage with GPs and in particular to develop the commissioning role played by GPs. Members also highlighted that one of the key roles played by them was at an early stage, ensuring appropriate interventions and treatment in primary care, but requesting swift specialist services when needed. There was scope to enhance this area. On this basis and referring to the numerous

examples of national best practice cited in information pack 6 the Committee recommended that the Mental Health Partnership Board: Identified the following:

Recommendation 16 - Identifies ways of ensuring a consistent / universal response from GP surgeries in relation to mental health issues. Consideration should be given to applying good practice models from across the country

Members highlighted that one specific area which required further attention was the eating disorder groups which did not appear to have a voice at forum meetings. The Borough Director reported that access to psychologists in Hillingdon had improved which would help identify needs at an earlier stage.

The Committee welcomed the news that over the last 18 months, partnership working between the Council and CNWL had improved and that the new London Borough of Hillingdon Service Manager post would act as a focal point for liaison between the Council and CNWL to enhance joint working.

In response to a question about what aftercare was available to carers and the families of mental health patients following a suicide CNWL said they will appoint a member of staff to liaise with the families, through a series of telephone calls, or, in some cases, through home visits, face to face contact.. There were also a range of funded carers groups and Rethink offered a service particularly for people with mental health problems.

Members highlighted that the Well-Being Centre (located within the Boots Chemist on Uxbridge High Street) provided a fantastic service and there was an opportunity to publicise and promote what it did. The Borough Director (and Service Director Assessment and Brief Treatment Service Line) CNWL confirmed that the IAPT was based at the Well Being Centre and this needed to be expanded. Members highlighted the importance of promoting mental well-being through informal as well as formal outlets. They highlighted that that St Margaret's Church was also a valuable resource to people with mental health issues and it was important that services, information and guidance was available to service users at those locations. To support this request the Committee recommended that the Mental Health Partnership Board:

Recommendation 11 - Identifies current informal support services in the Borough and develops mechanisms to support them in their task through publicity, advice and information.

However when the Committee heard from LINK in December, they outlined that they perceived not all parts of the centre of Uxbridge were so welcoming, citing examples of security staff in the Chimes not responding and addressing

the needs of people in the centre who clearly had mental health problems. This is picked up in Rec 15.

Through these concerns, the Committee \it was suggested that staff in libraries and leisure facilities attend Mental Health awareness training identified that mental health awareness training for staff working in leisure and libraries might also be usefully offered to private sector agencies who have frequent contact with the public and recommended that the Mental Health Partnership Board:

Recommendation – 12 -Establishes a formal relationship between senior managers in libraries and leisure and Mental Health Services to ensure consistent and continued support of service users and carers in community settings.

Recommendation 1- Identifies ways to ensure improved early access to mental health services. Such as voluntary sector resource centres and the Well-Being Centre

In response to a question about the possible ways in which the Council might assist CNWL deliver improved Mental Health Services, the following suggestions were proposed:

1. Implementing a new Council structure to deliver mental health services in Hillingdon, overseen by a new post would strengthen service provision
2. Exploring further ways of working between CNWL and the Council's Housing Teams to look at housing needs and accommodation options
3. Exploring those opportunities for CNWL to work in partnership with the Council's Leisure and Recreation services to develop the inclusion and recovery agenda (especially looking at the work of libraries as local resources).

The first of these has now been delivered with the appointment of a full-time Service manager for mental health within the Council. In relation to the final suggestion, the Corporate Director of Social Care and Health confirmed that her Department had been working closely with Residents Services to look at ways in which services could be delivered in the future. It was noted that access to self help therapies either on line or in written form could be very useful. It was noted that the Council did not have a "books on prescription" service for example, but there were lots of instances where there were opportunities for greater joint working. The Joint Commissioning Manager

from NHS Hillingdon confirmed that she was aware of a project called Getting into Reading and that Hillingdon MIND also ran a scheme.

In terms of engaging with volunteers, and in particular those from ethnic minority backgrounds, Members heard that Hillingdon MIND were the leaders in this field and had successfully developed links across different communities.

Resources

The Committee learnt at the September meeting that Hillingdon Council spend on mental health services was in line with those of comparator councils. It also spends similar proportions of its budget on mental health services as other Greater London boroughs. For NHS spending resource allocation was relatively low compared to similar health economies but had improved in recent years.

To help improve patient outcomes and make the most of existing resources the Acting Chief Operating Officer, NHS Hillingdon reported that the Clinical Commissioning Group were looking at profiling the current spend to try and match resources to those areas which required additional funding. This is addressed in the Joint Commissioning Plan.

The Corporate Director, Social Care and Health explained that the Council were looking at an integrated approach to commissioning and that resources were focused on people in community based care rather than expensive residential care facilities.

Officers reported that the Mental Health Partnership Board, which consisted of Council and CNWL representatives, was looking at a 'whole family approach' to delivering Mental Health services in Hillingdon. In the current financial climate, it was acknowledged that any change programme would have cost implications and it was important that officers demonstrated affordability and efficiency savings.

The Acting Chief Operating Officer, NHS Hillingdon confirmed that when an assessment was being made about improving outcomes, NHS Hillingdon would examine both the required outcome and the timeframe to achieve this as well as the pathway.

The Mental Health Consultant reported that the recent change in the structure of CNWL had helped to support the shift towards supporting more people at home and fewer in institutional settings. Recent reviews undertaken in 2012 by the Rehabilitation Service as part of the Placement Efficiency Programme had highlighted that cost savings could be made by helping people move towards regaining their independence more quickly than they had in the past. The Placement Efficiency Programme, which in Hillingdon reports to the

Mental Health Partnership Board, had identified where further appropriate transfers into the community could be achieved and also cost savings.

In relation to the size and efficiency of the Mental Health Services budgetary spend, the Committee were informed that historically this had not been as efficient as possible but there were clear plans to improve this. As well as the Placement Efficiency Programme, officers were looking at a range of innovative options through offering more personalised and tailor-made responses. People were given the opportunity to control more of their own care and receive higher levels of support at home rather than remain in residential care where there was less likelihood of regaining longer-term independence.

In relation to the topic of reducing stigma associated with mental illness, Members heard that at this stage, nothing had been done systematically across Councils. This is picked up in Recommendation 15.

In terms of future challenges, the Committee heard that moving away from risk averse practice and encouraging health professionals and service users alike to consider taking informed risks was a fundamental shift in practice.

2 Local Strategies – translating policy into practice, partnership working, enhancing joint working

Partnership Working

At the October meeting, the Committee heard from Rethink and Hillingdon MIND about the services they provided to assist people with mental health issues and how they worked in partnership with the Authority. The Committee also heard from officers within the Housing Department about the ongoing work which was being conducted between them and the Social Care department to assist people in transition.

Rethink

The Committee learnt that Rethink North West London Carer Support Service was an organisation which worked to support families and friends of adults experiencing mental illness in the London Boroughs of Hillingdon and Ealing.

The aim of the organisation was to aid the support and recovery of families and friends affected by mental illness. A key aspect of Rethink's remit was the work it conducted with carers in a variety of ways to enable them to cope better with their difficult situations. Its Objectives were shared at the October Committee meeting.

The Committee heard that Rethink Mental illness was in the process of launching a new Information System and had developed new carer support planning tools. Councillors emphasised the importance of supporting carers and from personal experience of the service praised the work that they did.

Hillingdon MIND – An Overview

The Committee heard that its vision was: *A society that promotes and protects good mental health for all, and that treats people with experiences of mental distress fairly, positively, and with respect.*

Hillingdon MIND comprised of a group of users and ex-users of mental health services, professionals and interested individuals who shared a concern about the lives of mentally or emotionally distressed people in the community. Hillingdon MIND took an overarching view of people's mental health and emotional wellbeing. Through projects and services Hillingdon MIND aimed to:

- prevent isolation,
- offer talking therapies,
- enable social inclusion,

- arrange housing opportunities,
- and provide services specific to different cultures.

Role and Activities included:

- A variety of training options
- run sports and leisure activities,
- Opportunities for volunteering, and can provide assistance to those with mental health needs arrested by the Police.

Hillingdon MIND recognised the diversity of Hillingdon's multi-cultural community and aimed to set examples of good practice by listening to service users and providing imaginative, innovative and quality services which met their expressed needs and help people gain some control over their own lives.

The Committee learnt that through a variety of clubs and activities they offered opportunities for people from all communities to avoid serious mental illness and/or prevent one reoccurring.²

The Committee heard that Rethink and Hillingdon MIND had worked together in the past but did so less partly due to recent staffing changes. The Committee felt there was an opportunity to develop local partnerships to highlight what each organisation did and to bring residents and carers together.

<p>Recommendation 13 – Supports voluntary sector organisations to improve co-ordination and to share best practice.</p>
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In relation to a question about referrals and what the eventual outcomes were, the Committee heard that Rethink took a recovery based approach and considered the carers' role and what they did. One of their key roles was to provide assistance with housing issues. At present Rethink were looking at the Hayes Group and ways of diversifying this as well as investigating how the age and gender composition of this might be broadened. It was noted that very few men attended therapy groups.

Hillingdon MIND explained they had about 850 service users. In terms of outcomes, MIND offered service users a safe place to meet and gain confidence through projects such as food / catering training and mental health first aid. It also encouraged service users to become involved with voluntary work to gain further confidence and assisted them with the transition from voluntary work back to the work place.

Concentrating on outcomes and how each organisation measured success, Rethink explained that measuring success was not an exact science as

² More information on the detail of the services can be found in the October 2012 Policy and Overview Committee report

service users often had a number of issues which could not be resolved in a single meeting. Based on their experience, Members heard that most service users were guided through a series of structured questions which could take up to six separate meetings. Following these meetings, and based on the responses received, an action plan would be drawn up which would then act as a monitoring tool so that personal development and progression could be assessed.

The Committee were informed that another indicator of success was how both organisations contributed to a reduced number of hospital readmissions and the role they played in ensuring that service users were registered with their local GP so that other health needs such as obesity or diabetes could be addressed. Rethink also referred to the databases they held to monitor service users progress and the service level agreements they had in place with the Council to ensure they delivered the services that Hillingdon residents valued. Officers confirmed that the Council was working with both Rethink and Hillingdon MIND on a number of carer assessments.

In response to partnership working with schools, the Committee heard that Hillingdon MIND had provided some teachers with mental health first aid training and that they had also held training sessions with 5th and 6th formers at some secondary schools.

Hard to reach groups within the community

Having heard about the valuable out reach work both organisations did, the Committee highlighted that they were aware there were a number of hard to reach groups and engaging with them had proved a challenge given some communities viewed mental health needs as a social taboo. To address these concerns, the Committee were encouraged to learn that Hillingdon MIND were actively working with Asian, Somali, Nepalese and Afghani groups and had been working with Somali groups for the last 18 months through partnership working with Surhan.

Members highlighted that in many cases, service users with mental health issues often had underlying physical health needs which needed to be addressed. To meet these needs, the Committee were encouraged to learn that Rethink were planning on inviting nurses to events in the future so that that basic health checks including weight, height and blood sugar levels could be conducted.

Housing

(Housing Needs and Options for persons with Mental Health Needs)

Members were encouraged to learn that CNWL were in regular dialogue with the Council and held frequent meetings. To ensure mental health services improved in the future, CNWL explained the focus was on pre-planning. The

Committee heard that there was an emphasis on raising staff awareness, asking the right questions and ensuring that services became involved well before issues reached crisis point.

The Committee recognised that independence and the ability for someone to shape and control their own life were important factors for continued emotional well-being. As such it was essential that the review examined those measures the Council was taking to assist people with mental health issues live independent lives by looking at the transition within and between services. The Committee learnt that there were well-established processes to refer people from mental health services to council housing advice services.

It was noted that the Housing Department offered a wide range of universal services which included:

- Advice – landlord/tenant, mortgage arrears, relationship breakdown, mediate within households, looking for accommodation
- Managing the housing register
- Homelessness assessments
- Visiting vulnerable customers at their home and liaison with hospital wards.
- Manage lettings to permanent, temporary or private sector housing.
- Access arrangements for supported housing

Details of further services provided by the Housing Department are listed in Appendix 8.

- More specifically, the Committee learnt that a series of assessments relevant to their housing tenure and need were available to service users with mental health needs. This also included signposting to additional services provided by other agencies

The Committee were informed that in relation to Mental Health Supported Housing and Floating Support Services, there were:

- Currently a total of 66 units of supported accommodation for people with mental health needs.
- For short term support there were 25 units of short term support and 9 units of long term support provided by Look Ahead at Hayes Park Lodge, Hamlet Lodge and Hornbeam Road
- 32 units of short and long term supported accommodation provided by Hestia at Hutchings House, Cowley Road, Myddleton Road, Sidney Close, Ivybridge Close and Brambles Farm Drive
- 66 units of mental health floating support provided by Hestia to people living in independent accommodation across the borough

The Committee heard that an additional 42 units were planned and the Council was working in partnership with CNWL on placement efficiencies to develop a wider supported housing sector. In comparison with other London

Boroughs, the Committee were encouraged to learn from the Director of Operations and Partnerships, CNWL that Hillingdon had more supported housing provision than neighbouring boroughs.

Having been informed about the housing options available to people with mental health issues, the Committee asked officers to provide further clarification about the reasons why rents arrears might accrue during a probationary tenancy period. Officers explained that service users not knowing how to access housing forms or understanding some of the questions were common factors. In some cases there were also ongoing issues around housing benefit claims.

To improve partnership working between Council departments and specifically between Mental Health Services and Housing the Committee proposed the following recommendation:

Recommendation 10 – That Cabinet welcomes the work to further improve the links between Mental Health Services and the Council’s Housing Teams including:

Identifying a link in each community team to work with the Housing lead officer

establishing regular forums:-to discuss and explore appropriate housing options for those service users in the community who may end up being evicted due to mental health issues

improved joined up working to sustain tenancies

The Committee agreed it was vital to ensure there was sufficient assistance available to all tenants at the outset of their tenancy to ensure all parties were aware of their obligations (as tenants).

Members heard that the use of Telecare and Telemedicine, in conjunction with other community support, could assist some people both in terms of routine monitoring and assistance and at times of crisis. It was noted that there was greater potential for its use in relation to mental health. Based on the knowledge gained from their recent review on assistive technology the Committee were keen that the opportunities this could provide should be investigated for people with mental health needs:

Recommendation 3 - Promotes the greater and effective use of Assistive Technology (Telecare and medicine) to support and enhance the daily lives of mental health service users and those with additional disabilities

Concern was raised about the levels of support available to people with mental health needs across the borough and whether or not there were some areas which had less support than others. In response officers explained that services were borough-wide. Any issues about local access should be picked up in the new Joint Commissioning Plan and CNWL were looking at using existing community resources in innovative ways to ensure there was enhanced service provision.

The Committee enquired whether the community was necessarily the best place for recovery for someone with mental health needs. In response, the Councillors heard that many persons with mental health needs had been through the acute service and then had progressed to housing options as their health had improved. Clearly a balance needed to be struck between an individual's ability to cope and their housing needs it was agreed that finding the most appropriate form of accommodation was about making links between recovery and the community as a whole.

Concern was raised about those people with mental health needs which were non-compliant with their medication and whether there were ways of supporting them. The National Service Framework 1999 introduced the concept of assertive outreach and a model of service to engage and manage those who were hard to reach and difficult to engage however this service is now part of the three service lines. It was suggested that the Recovery College could play an important role in educating services users, carers and attendees of the importance of taking prescribed medicines at the allotted times however, it was recognised that there would always be some people who would be non-compliant.

Where possible, bed and breakfast accommodation is avoided. However, in those cases where there were no other short term options available, the Council seeks self contained bed and breakfast accommodation and ensure that housing officers and out reach support visit to assist them.

Areas for improvement

Clearly considerable efforts were being made through partnership working to assist those with mental health needs access the services they required. However the Committee noted that there were several areas for improvement and suggestions included:

- Improving existing links by identifying a link worker in each community team to work with housing lead officer.
- Establishing regular forums: to discuss and explore appropriate housing options for those particularly difficult service users in the community who may end up being evicted due to mental health issues, but who still require accommodation which is not supported or residential due to vulnerability.
- A greater need for joined up working to sustain tenancies

Service Users / Partnership working

Clearly any review of adult community mental health services would not be complete without incorporating the views of service users. To ensure the Committee received a representative snap shot of how services were perceived, the Committee visited the social group run by Hillingdon MIND based at Mead House and also invited several service users to attend the November committee meeting. All the views recorded were anonymous.

For many at Mead House the general perception of service users which was that it was a popular service, providing structure to the day, which most users chose to attend several times a week. The Committee were encouraged to learn that Mental Health staff were well liked and respected by service users who knew that most staff would be conversant with their respective medical histories and so were best placed to provide timely assistance ,advice and support to them.

As well as being popular for providing hot lunches at reasonable cost, most service users acknowledged that Mead House provided them with a safe environment in which to meet people. It also enabled them to make new friends and develop support networks which were essential to overcoming the feelings of social isolation which accompanied many of the conditions people faced. Many of the opinions expressed were positive but there were of course some reservations as well.

In terms of general concerns, service users explained that they were often limited to attend their nearest adult community mental health resource centre because they only travelled by foot because they found using public transport too stressful. Another point of concern related to weekend provision. Many service users explained how they often found their health would decline over the weekend. Although some service users were aware there was weekend provision based at the Pembroke Centre in Ruislip Manor, many explained that, as this was located in the north of the borough, it was difficult to get to as there were travel cost and timings issues to consider.

The Committee heard that in periods of crisis, many service users had high levels of contact with their key workers. However when their condition had stabilised or their needs were not as acute there were often long periods without any contact. On this basis, some service users questioned how mental health professionals ,key workers or care co-ordinators were able to monitor their health effectively or be in a position to note any changes to their mental health needs and as such were less likely to act in a preventative way to 'triggers'.

The Committee noted that triggers were factors which might result in changes to mental health needs and could include:

- Anniversaries
- the Christmas holiday period
- apprehension about benefits or housing applications

- or the forthcoming changes to benefits

There were also contrasting views about the help available with housing provision and the opinion was expressed that if a person currently required assistance with Housing Needs, the onus was on the service user to request help. The Committee felt that if a change of mindset or cultural shift could be introduced and a basic assumption introduced that everyone needed help and all the service user needed to do was decline this, there would be less likelihood of people 'falling through the net'.

(The learning from Mill House about Recovery work, the Riverside Gym about physical well-being and the Bike Project – Uxbridge can be found in Appendix 9.)

Recommendation 15 - Works with service users to more consistently challenge stigma against mental Health service users, and produce a realistic programme projecting positive images of mental health. CNWL to resent LBH patient survey data/outcomes to Partnership Board

Service Users Experiences as shared at Committee

In addition to the site visits which were conducted in early November, the Committee also invited several service users to attend the November Committee meeting to share their views. At this meeting the Chairman invited each witness to express their views and experiences of service provision in Hillingdon and the following points were noted.

Services that were appreciated included:

- The range of day services at Pembroke House;
- Specific community mental health services for Asian communities
- Providing volunteer befriending services
- Aston House – in particular social activities, guitar classes and a gardening group
- Support networks through Café Mind
- Social groups through the Oak Tree Group at Christ Church
- Most service users they knew, had either a key worker or care co-ordinator that could be contacted if they felt unwell during the day; and
- The promotion of positive images of mental health through the Time for Change programme at Christ Church

Concerns expressed included:

- availability of weekend services
- a lack of a café facility at Pembroke House
- inadequate crisis services out of ordinary office hours

Responses from officers acknowledged:

- that better performance in relation to supporting carers was necessary

- more could be done to support leisure and library staff in supporting people with mental health difficulties;
- further consideration was necessary of improved weekend access at Redford House
- ensuring that the new joint commissioning plan is focussed on patient outcomes; and
- that demonstrating with precision value for money in preventative mental health services was difficult.

Officers agreed that leisure, libraries and adult education staff could benefit from awareness training so they were better equipped to direct service users to information, advice and guidance

Recommendation 7 - Ensures that CNWL and the Council as employers support people with mental health problems in returning to work.

DRAFT

Carers' Views

Carers are highly valued and play a vital role in supporting family members who are sick, infirm or disabled. There can be little doubt that the families of those with mental health issues are affected by the condition of their near ones. Families are a source of practical help and personal care but also give emotional support to their relative with a mental health issue. Therefore the service is dependent on the carer, and their well-being is directly related to the nature and quality of the care provided by the carer.

At the Rethink Carer's Group meeting, the Committee heard that these demands often brought significant levels of stress for the carer and did affect their overall quality of life including work, socializing and relationships. Research into the impact of care-giving shows that one-third to one-half of carers suffer significant psychological distress and experience higher rates of mental ill health than the general population. In addition, the Committee learnt how being a carer could regularly raise difficult personal issues about duty, responsibility, adequacy and guilt.

Carers explained that caring for a relative with a mental health issue was not a static process as the needs of the care recipient altered as their condition changed. Moving forward, studies and research have shown that developing constructive working relationships with carers, and considering their needs, is an essential part of service provision for people with mental disorders who require and receive care from their relatives.

All carers in the group had relatives and loved ones who received mental health services. The group felt that community mental health provision could be improved. They explained that there were issues with communication and staff attitudes. They gave examples of situations where they felt mental health professionals could have been more helpful, sympathetic and courteous. They felt that written correspondence and telephone calls were often not responded too in a timely way. The framework of working together in partnership was often compromised by a culture of not sharing information due to confidentiality.

To improve adult community mental health services in the future, the Committee asked carers for their specific suggestions, these included

- Improved local services
- Crisis provision 24hours a day ,7 days a week
- A timely response to letters and telephone calls
- Improved links and communication with the mental health inpatient unit
- Better publicity of the groups and activities available at the mental health inpatient unit

The themes identified by Carers' are included as Appendix 11.

These issues are neither unique to Hillingdon nor unique to mental health. They are themes which have been reflected in a national patient survey in which all mental health trusts participate, where specific questions are asked about the quality of care. This can be broken down to a local level and would provide useful qualitative data on the quality and standard of care received in Hillingdon.

In Witness Sessions officers confirmed that health and social care staff had an opportunity to improve its engagement of carers and this had been included in action plans. It was acknowledged that carers had a vital role to play in reducing the number of admissions or readmissions to care services (and hence costs) and it was essential to better establish what the needs of carers and families were so CNWL could provide improved support.

Upon receiving this feedback CNWL suggested that the following actions could improve the experiences of Carers:

- Introducing mechanisms to capture more effective real-time feedback from carers as often their issues have built up over a long period of time and therefore make is very difficult to deal with.
- Assisting Carers in looking at ways to feel empowered and also contribute to service developments more than they do now.
- CNWL will work with Rethink to ensure that the contract reflects those outcomes needed to support carers.
- Consider recovery courses to support carers but also for them to contribute to staff training- involve carers in designing(we are already doing this)
- Ensure that a more coordinated approach to engagement as currently rather ad hoc and not joint

To hold CNWL and the Council to account and to improve service provision in the future the Committee recommended that:

17. Recommendation 14 - Produces a report for the Cabinet Member and Committee on the views and experiences of mental health service users and carers and how they have been acted upon.

....

Closing Word

Good mental health is essential to our quality of life and to our economic success. Given that statistically, a mental health issue is likely to impact on one in four persons in their lifetime, ensuring there is sufficient service provision is a significant challenge. To assess where some of these challenges lay, the Committee heard from a number of stakeholders and at this point, the Committee would especially like to thank those service users and carers who shared their personal journeys with us.

Our review highlighted just some of the work undertaken by the Council in partnership with CNWL and the voluntary sector to support people with mental health issues in their own homes and communities. While we commend this support, we found that in particular there was scope to improve crisis provision, transition arrangements within and between services and also strengthen partnerships with carers.

Our review makes a series of recommendations which address our lines of enquiry, and seek to ensure that current support is maintained and developed in the future. In particular, we saw the review as an opportunity to improve outcomes for people with mental health problems and those that care for them and sought ways of strengthening the Council's partnership with CNWL to help deliver more integrated services. (Subject to Cabinet's approval, these recommendations will be taken forward by the Council and CNWL and the progress made will be formally reported to POC).

Finally, the review identified that although a range of support is available, it can only be of use if service users and carers are aware such help exists. The communication and signposting of services are therefore vital and we welcome those improvements and actions which are currently underway across the Mental Health Partnership to ensure help and support are as accessible as possible.

Background Documents

Appendix 1 to 6 – The information packs considered at the September 2012 meeting

- 1 National Context – Summary of *'No Health without Mental Health'*
- 2 Contextual Information for Hillingdon – data informing the new Commissioning Plan
- 3 Performance Data
- 4 Access to Services
- 5 Organisational Structure
- 6 National examples of best practice

Appendix 7 - Methodology

Appendix 8 – Asian Support Groups (to be added)

Appendix 9 – Housing Support available to people with mental health needs

Appendix 10 – Site Visits held on 1 and 2 November 2012

Appendix 11 – Site visit to Rethink Carers Group meeting, 12 November 2012.

Appendix 12 – Witnesses and contributors to the review

Information pack 1.1 National Policy

The way forward: No health without mental health: A cross-government mental health strategy for people of all ages: Translating the vision into a reality:

More people will have good mental health
More people with mental health problems will recover
More people with mental health problems will have good physical health
More people will have a positive experience of care and support
Fewer people will suffer avoidable harm
Fewer people will experience stigma and discrimination

The way forward: No health without mental health: A cross-government mental health strategy for people of all ages: Translating the vision into a reality:

<p>1 More people have better mental health</p> <p>Self reported wellbeing (PHOF)</p> <p>Rate of access to NHS MH services by 100,000 population (MHMDS)</p> <p>Ethnicity of detained patients (MHMDS)</p> <p>1st time entrants into Youth Justice System (PHOF)</p> <p>School readiness (PHOF)</p> <p>Emotional wellbeing of looked after children (PHOF, Placeholder)</p> <p>Child development at 2-2.5 years (PHOF, Placeholder)</p> <p>IAPT: Access rate (IAPT Programmes)</p>	<p>2 More people will recover</p> <p>Employment of people with mental illness (NHS OF)</p> <p>People with mental illness or disability in settled accommodation (PHOF)</p> <p>The proportion of people who use services who have control over their daily life (ASCOF)</p> <p>IAPT recovery rate (IAPT Programme)</p>	<p>3 Better physical health</p> <p>Excess under 75 mortality rate in adults with severe mental illness (NHS OF & PHOF, Placeholder)</p>
<p>4 Positive experience of care and support</p> <p>Patient experience of community mental health services (NHS OF)</p> <p>Overall satisfaction of people who use services with their care and support (ASCOF)</p> <p>The proportion of people who use services who say that those services have made them feel safe and secure (ASCOF)</p> <p>Proportion of people feeling supported to manage their condition (NHS OF)</p> <p>Indicator to be derived from a Children's Patient Experience Questionnaire (NHS OF, Placeholder)</p>	<p>5 Fewer people will suffer avoidable harm</p> <p>Safety incidents reported (NHS OF)</p> <p>Safety incidents involving severe harm or death (NHS OF)</p> <p>Hospital admissions as a result of self harm (PHOF)</p> <p>Suicide (PHOF)</p> <p>Absence without leave of detained patients (MHMDS)</p>	<p>6 Fewer people experience stigma and discrimination</p> <p>National Attitudes to MH survey (Time to Change)</p> <p>Press cuttings and broadcast media analysis of stigma (Time to Change)</p> <p>National Viewpoint Survey – discrimination experienced by people with MH problems (Time to Change)</p>

The way forward: No health without mental health: A cross-government mental health strategy for people of all ages: The vision:

The strategy aims to bring about significant and tangible improvements in people's lives. Achieving this for everyone will mean that;

- 1 Mental health has "parity of esteem" with physical health within the health and care system
- 2 People with mental health problems, their families and carers, are involved in all aspects of service design and delivery
- 3 Public services improve equality and tackle inequality
- 4 More people have access to evidence-based treatments
- 5 The new public health system includes mental health from day one
- 6 Public services intervene early
- 7 Public services work together around people's needs and aspirations
- 8 Health services tackle smoking, obesity and co-morbidity for people with mental health problems
- 9 People with mental health problems have a better experience of employment

Govt priorities:

£400m investment in NICE-Approved Psychological Therapies

Drive improvements in the quality of mental health services including development of a payments system based around the needs of people accessing services; quality and outcomes indicators will be embedded in this new approach; commissioners will ensure that providers assess and improve their services in line with relevant standards in relation to;

- User experience
- User involvement
- Clinical outcomes

Commissioners to develop levers to drive improvements in service quality

NHS Equality Delivery System will

- help NHS services address the needs of people with mental problems as an equality (disability issue)
 - ensure that the mental health needs of Equality Act protected characteristic groups are understood and addressed
 - ensure that all organisations meet their equality and inequality obligations in relation to mental health and that they ensure equality of access and outcomes for groups with particular mental health needs, which include the most vulnerable in society
- For the first time the NHS has a duty to reduce health inequalities

Mechanisms will be developed for effective:

- commissioning
- monitoring (development of a national mental health dashboard) of mental health services delivery

Mental health will be at the heart of the new public health system; Public Health England will:

- integrate mental health and wellbeing throughout all its key functions
- Provide local leadership in promoting better mental health for all

No health without
mental health:

A cross-Government
mental health outcomes
strategy for people of all ages

A Call to Action



Centre for
Mental Health



The New Savoy Partnership



Mental health and wellbeing have a fundamental impact on our chances in life. Mental wellbeing increases longevity and the capacity to self care.

Mental health problems affect one in four of us at some time in our lives. As well as being a major cause of distress for individuals and their families, they cost society an estimated £105 billion every year through lost productivity and avoidable costs for the criminal justice system as well as the costs of care and support.

The signatories to this statement recognise there is an urgent need for co-ordinated action, starting from the earliest years in life that will improve the mental health and wellbeing of the population year on year, and the life chances and recovery rates of people who experience mental health problems.

To this end we pledge to work together to deliver these shared objectives contained in the Government's mental health outcomes strategy No Health without Mental Health:

1 More people will have good mental health

- More people of all ages and backgrounds will have better wellbeing and good mental health;
- Fewer people will develop mental health problems – by starting well, developing well, working well, living well and ageing well;
- More children will have the positive start in life needed to experience good mental health and wellbeing over the life course;

2 More people with mental health problems will recover

- More people who develop mental health problems will have a good quality of life – greater ability to manage their own lives, stronger social relationships, a greater sense of purpose, the skills they need for living and working, improved chances in education, better employment rates and a suitable and stable place to live;

3 More people with mental health problems will have good physical health

- Fewer people with mental health problems will die prematurely, more people with mental health problems will have better physical health and more people with physical ill health will have better mental health;

Signatories: Richard Webb, Joint Chair, **Mental Health Network ADASS**; Val Huet, Chief Executive Officer, **British Association of Art Therapists**; Faye Wilson, Deputy Chair, Mental Health Committee, **British Association of Social Workers**; John Hanna, Director, Policy Unit, Division of Clinical Psychology, **British Psychological Society**; Sean Duggan, joint Chief Executive, **Centre for Mental Health**; Dr Stephen Battersby, President, **Chartered Institute of Environmental Health**; Maggie Jones, Chief Executive, **Children England**; Genevieve Smyth, Lead Professional Affairs Officer, **College of Occupational Therapists**; Paul Burstow MP, Minister of State for Care Services, **Department of Health**; Professor Lindsey Davies, President, **Faculty of Public Health**; Helen Dent, Chief Executive Officer, **Family Action**; Andrew McCulloch, Chief Executive, **Mental Health Foundation**; Steve Shrubbs, Director, Mental Health Network, **NHS Confederation**; Professor Carolyn Steele, Chair, **Mental Health Providers Forum**; Paul Farmer, Chief Executive, **Mind**; Jeremy Clarke, Chair, **New Savoy Partnership**; Paul Jenkins, Chief Executive, **Rethink**; Professor Helen Lester, mental health lead, **Royal College of General Practitioners**; Ian Hulatt, Mental Health Advisor, **Royal College of Nursing**; Professor Dinesh Bhugra, President, **Royal College of Psychiatrists**; Benita Refson, OBE, Director, **The Place2Be**; Martina Millburn, Chief Executive Officer, **The Prince's Trust**; Sue Baker, Director, **Time to Change**; Liz Felton, Chief Executive, **Together**; Angela Mawle, Chief Executive, **UKPHA**; Sarah Brennan, Chief Executive, **YoungMinds**; Barbara Rayment, Director, **Youth Access**; Fiona Dawe, Chief Executive Officer, **YouthNet**; Pam Webb, Head, **Zurich Community Trust**.

A Call to Action

4 More people will have a positive experience of care and support

- Care and support, wherever it takes place, should offer access to timely, evidence-based interventions and approaches that give people the greatest choice and control over their own lives, in the least restrictive environment and should ensure that people's human rights are protected;

5 Fewer people will suffer avoidable harm

- People receiving care and support should have confidence that the services they use are of the highest quality and at least as safe as any other public service; and

6 Fewer people will experience stigma and discrimination

- Public understanding of mental health will improve and, as a result, negative attitudes and behaviours to people with mental health problems will decrease.

All the organisations who are signatories to this Call to Action are committed to working together to ensure a co-ordinated approach to policy making that supports delivery of the above shared objectives.

The Cabinet Sub-Committee on Public Health will oversee all the strands of work on mental health undertaken by government departments in order to raise the profile of mental health and to ensure appropriate action is taken, to help implement the strategy.

The Cabinet Sub-Committee on Social Justice will tackle many of the underlying issues which contribute to poor mental health. A Mental Health Strategy Ministerial Advisory Group of key stakeholders, including people with mental health problems and carers, will be established to work in partnership to realise the Strategy.

The strategy recognises that improved mental wellbeing and the reduction of mental ill health require the efforts of many agencies. It sets out the central role of local government and the NHS, as well as other public sector bodies, and the distinct contributions of the voluntary sector, employers and other groups in society that will all be crucial to the strategy's success.

All of us have a part to play in promoting the importance of good mental health and in challenging negative attitudes in our society.

A Call to Action

Key areas of action for mental health

- Fewer people will suffer from stigma and discrimination as a result of negative attitudes and behaviours toward people with mental health problems by improving public and professional attitudes and reducing the institutionalised discrimination inherent in many organisations, including support services;
- Ensuring a good start in life;
- Promoting mental health across the life course;
- Ensuring mental health has parity of esteem with physical health in terms of public health and care services; reducing the social, economic and the wider determinants of mental ill health across all ages; reducing the inequalities that can both cause and be the result of mental health problems including, for example, social isolation amongst older people; promoting and supporting comprehensive and just housing policies which will provide the foundation for good physical and mental health and wellbeing;
- Identifying mental health problems and intervening early across all ages;
- Ensuring equity in access for all groups, including the most disadvantaged and excluded, to high quality appropriate services;
- Building care and support around outcomes that matter to individuals to enable them to live the lives they want to live, including good relationships, purpose, education, housing and employment;
- Offering people a choice of high quality evidence- and practice-based interventions, including psychological therapies;
- Ensuring people with severe mental health problems receive high quality care and treatment in the least restrictive environment, including inpatient and secure settings, in their homes and in alternative settings – when, for example, they are receiving care from crisis services;
- Fewer people with mental health problems should have poor physical health;
- Fewer people with mental health problems should die prematurely;
- Fewer people with physical ill health, including those with long-term conditions and medically unexplained symptoms, should have mental health problems;
- Services should be designed around the needs of individuals, ensuring appropriate, effective transition between services when necessary, without age-based, professional or organisational barriers and attitudes getting in the way;
- Wherever possible, services should listen to and involve carers and others with a valid interest and provide them with information about the patient's care, to ensure that 'confidentiality' does not become an obstacle to delivering safe services; and
- Improved services will result in fewer people suffering harm from the care and support they receive; fewer people harming themselves and others; and further progress on safeguarding children, young people and vulnerable adults.

The mental health strategy and supporting documents can be found at www.dh.gov.uk/mentalhealthstrategy

**Information Pack Two
Data to support proposed
Joint commissioning plan for adults
2012 – 15**

Hillingdon profile: Population profile and the health and social care needs of the population

Hillingdon Profile: Hillingdon Borough: Unique in terms of London/England

2nd largest London Borough covering 42 sq miles with 22 wards

3 demographic zones ranging from very deprived to very affluent; the north of the Borough is semi-rural with large sections of green belt land; the south of the Borough is more urban and densely populated with some areas falling in the most deprived 20% nationally

Boundaries with 3 London Boroughs and 3 Shires

Over half of the Borough is countryside including canals, rivers, parks and Woodland

266,100 estimated population (2010) with 8% increase 2002-10:

- 10% rise in under 15 yr olds
- 15.4% rise in those aged 75yrs and over

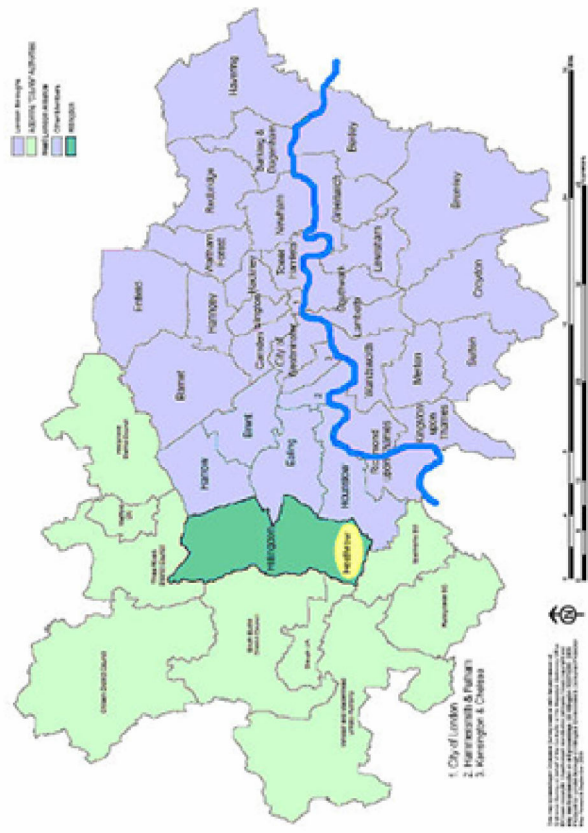
Heathrow airport sits within the Hillingdon boundary; with 2 immigration detention centres. The largest RAF airport is located at Northolt

Significantly higher proportion 15 – 19 yr olds compared with London and England

Significant diversity in the population with 30% from a black and minority ethnic background

The migration rate is 139 per 1,000 with annual movement in and out of the Borough of 35,000 and net annual migration of over 1,100 people

Figure 1: Location of London Borough of Hillingdon



Hillingdon: Health and social care organisation and issues	
The Borough is divided into 3 localities: Ruislip and Northwood: 86,148 population Uxbridge and West Drayton: 86,139 population Hayes and Harlington: 88,730 population	Hillingdon has 49 GP Practices
There is significant pressure on health and social care resources caused by:	Hillingdon hospital gains the majority of its income from Hillingdon residents
An increasing older population	
rising rates of dementia and frailty in the older population	
Increases in "lifestyle" conditions of childhood obesity	
Increases in alcohol related hospital admissions	
These do not impact consistently across the Borough	

Hillingdon Profile: Hillingdon Borough: Unique in terms of London/ England

Environment

Hillingdon has a considerable network of green spaces as well as rivers and canals. These natural environments are essential to the diversity of the borough as well as promoting a healthy way of life and helping to mitigate the effects of climate change. Hillingdon's population is expected to grow and there will be increasing pressure on the natural environment to accommodate growth, and to manage the increasing human impacts.

Leisure

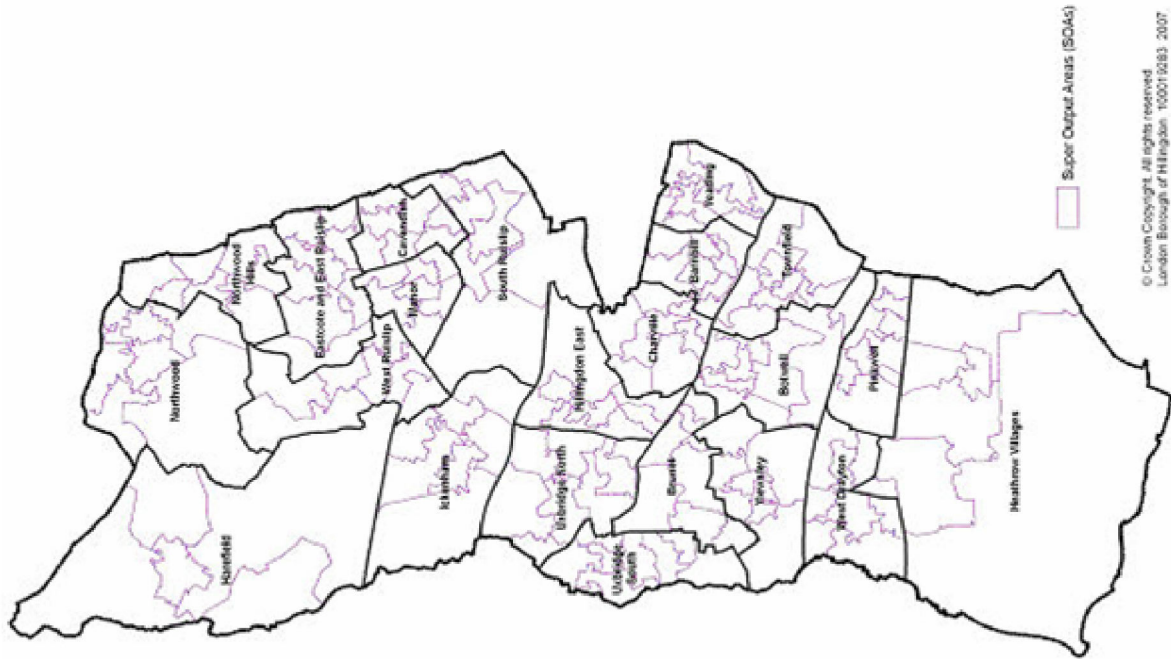
Hillingdon's borough's leisure facilities offer a variety of sports and fitness classes. Hillingdon Sports and Leisure Complex in Uxbridge includes a new 50 metre pool, outdoor pool and sport facilities. Botwell Green Sports and Leisure Centre has a new 25m pool and sports facilities. Ruislip Woods covers 726 acres with footpaths and cycle paths. Ruislip Lido features a 60 acre lake, a narrow gauge railway, beach and watersplash area. There are four public golf courses in Ruislip, Northwood, Stockley Park and Uxbridge. Hillingdon's 17 libraries are being rebuilt or refurbished to create a more relaxed way to enjoy books and become the centre of the local community. There is also a mobile library which tours the borough.

Economy

Hillingdon has a strong local economy and strong potential for an improving position. The presence of Heathrow Airport provides considerable benefits for the local economy. Stockley Park and Uxbridge are established locations for major corporate headquarters. Hayes has major generation opportunities, and West Drayton also has potential in the longer term. Unemployment has not significantly affected Hillingdon's economy to date. Hillingdon continues to have relatively high proportions of economically active people.

Transport

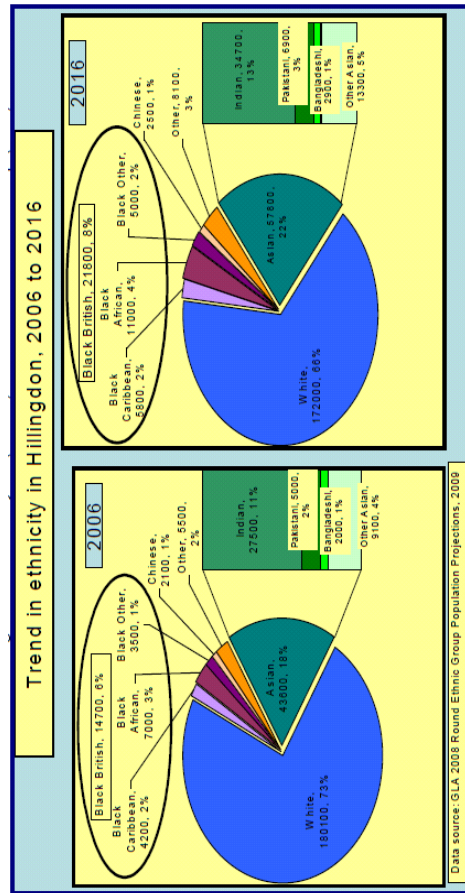
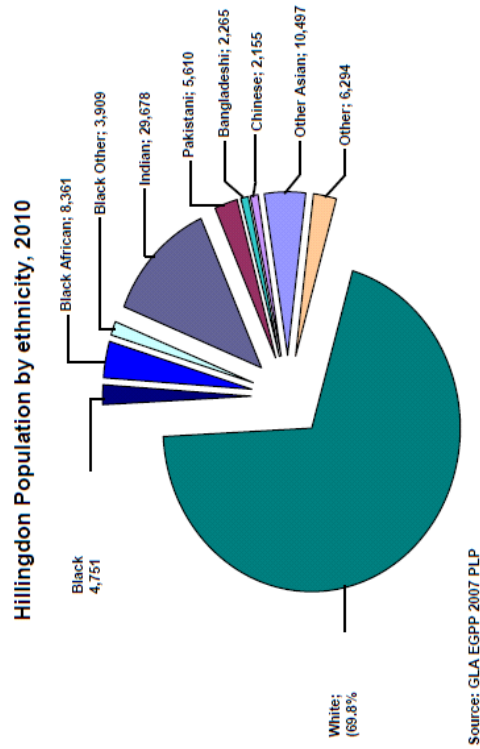
Hillingdon is directly served by three of the country's busiest motorways namely the M25, M4 and M40. The road network in Hillingdon is strongest from east to west with the A4 and M4 in the south, A40 running centrally and the A404 in the north east. Rail routes connect the borough with central London, Thames Valley, Chilterns and the west-country. North-south traffic movements in the borough are mainly served by the A312 Hayes By-pass, A437 - A408 Yiewsley By-pass and M25, along the western perimeter. Journey times on north south trips can be unreliable, especially across the A40 but also between the A4 and A40. Public transport provision in Hillingdon is also better when travelling east-west rather than north-south. Hillingdon's Core Strategy seeks to address the challenge of poor north-south links. Hillingdon's carbon emissions per person are much higher than the London average. The number of people travelling to and out of Hillingdon is a major contributing factor. It has also led to impacts on air quality, particularly around Heathrow where hotels and office accommodation have been developed.



Hillingdon: Ethnicity of the population

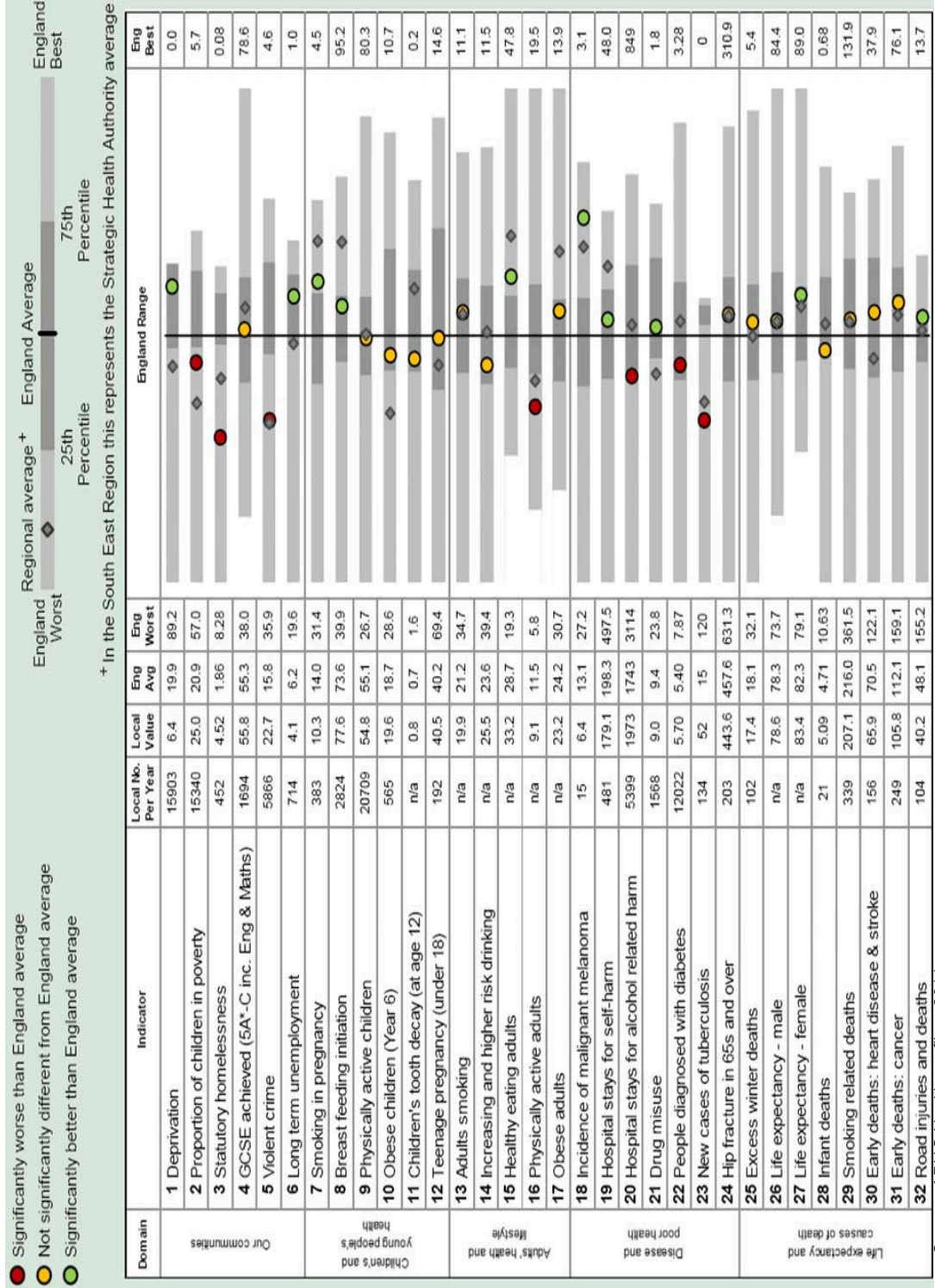
In 2010 30% of the population was constituted of people from black and ethnic minority communities; this was a rise of 20% from 2001; a further 20% increase is projected to 2020

There are significant numbers of asylum seekers and refugees in Hillingdon; putting significant pressure on providers in terms of the need to understand and respond to cultural differences and the need to respond to individual behaviours



Hillingdon Profile: Health and social inequalities

Overview of Hillingdon (Hillingdon Health Profile)



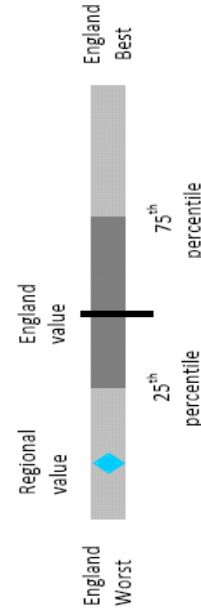
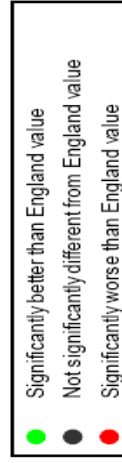
Source: APHO Health profiles, 2011

Hillingdon Profile: Health and social inequalities

Overview of Hillingdon

Marmot Indicators for Local Authorities in England

The chart below shows key indicators of the social determinants of health, health outcomes and social inequality that correspond, as closely as is currently possible, to the indicators proposed in Fair Society, Healthy Lives. Results for each indicator for this local authority are shown below. On the chart, the value for this local authority is shown as a circle, against the range of results for England, shown as a bar.



Hillingdon

Indicator	Local Authority Value	Regional Value	England Value	England Worst	England Best
Health outcomes					
<i>Males</i>					
1 Male life expectancy at birth (years)	78.6	78.6	78.3	73.7	84.4
2 Inequality in male life expectancy (years)	6.6	7.1	8.8	16.6	2.7
3 Inequality in male disability-free life expectancy (years)	9.1	9.1	10.9	20.0	1.8
<i>Females</i>					
4 Female life expectancy at birth (years)	83.4	83.1	82.3	79.1	89.0
5 Inequality in female life expectancy (years)	6.3	4.7	5.9	11.5	1.8
6 Inequality in female disability-free life expectancy (years)	8.8	7.9	9.2	17.1	1.3
Social determinants					
7 Children achieving a good level of development at age 5 (%)	59.8	54.7	55.7	41.9	69.3
8 Young people not in employment, education or training (NEET) (%)	6.1	5.8	7.0	13.8	2.6
9 People in households in receipt of means-tested benefits (%)	15.6	20.6	15.5	41.1	5.1
10 Inequality in people in receipt of means-tested benefits (% points)	27.5	30.1	30.6	61.3	2.9

Hillingdon Profile: Health and social inequalities

Hillingdon is 157th most deprived district in England (n= 326) and 24th out of the 33 boroughs in London

There are 15,340 children living in poverty in Hillingdon. The levels of tooth decay and physical activity among children are worse than the England average

Worse than England average rates for:

- Percentage of people diagnosed with diabetes
- Hospital admissions rate for alcohol-related harm
- The rate of new cases of tuberculosis

Rate of CDV and cancer mortality varies significantly within the Borough

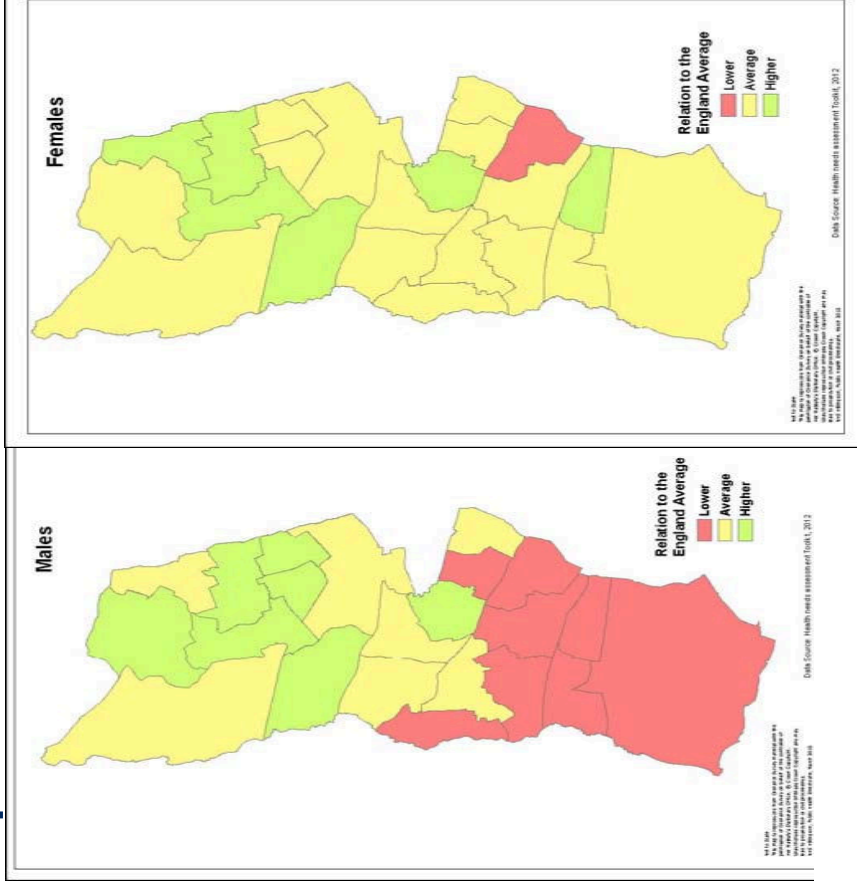
Over the last 10 years, the rates of deaths from all causes combined and of early deaths from cancer and from heart disease and stroke have fallen. With the exception of the death rate from all causes combined for women, which is now lower, the rates have remained similar to the England averages.

There is significant inequality in Hillingdon:

- Life expectancy can vary by as much as 8.1 yrs for men and 7.4 yrs for women
- For the most deprived communities the SMR has been worsening while the overall rate has been improving

The burden of disability is high with significant numbers of people needing support for physical disabilities, frail elderly etc

The standardised mortality ratio (SMR) for the Borough is similar to London and improving



Priorities for NHS Hillingdon and the London Borough of Hillingdon

HCCG and LBH recognise the connection between broader community, environmental and social factors and health and the connection between physical and mental wellbeing. The 2 organisations are therefore increasingly adopting a joint approach and agreement of cross cutting themes and a joint vision:

Vision: To ensure that people who need health and social care treatment and support are empowered and supported to choose and commission services that will meet their specific needs, helping them to move towards recovery, regaining meaningful lives as individuals who are active members of the communities in which they live and work.

Priority themes for action from JSNA and joint LBH/NHS Hillingdon work:

- 1 Promoting healthier lifestyles
- 2 Improved co-ordination of joint health and social care working
- 3 Safeguarding, prevention and protection
- 4 Community-based, resident-focussed services
- 5 Promoting economic resilience
- 6 Preserving and protecting the natural environment
- 7 Reducing disparities in health outcomes

HCCG identified the following objectives for health care services:

- Demonstrate and evidence equality and consistency in access to services and health outcomes within Hillingdon that continues a reduction in health inequalities
- Development of primary and community based care that :
 - Improves the quality care
 - Improves access
 - Reduces variation in clinical practice
 - Improves patient satisfaction and reported outcomes
 - Improves management of patients with LTCs
- Development of patient and public engagement that ensures public involvement
- Achieving financial balance and a viable local health economy within existing and future resources, with particular emphasis on robust contract monitoring across the entire contract portfolio
- An expectation that all providers will provide timely and robust quality assured data
- Commission clinically effective care, based on an evidence base
- Commission care in line with health needs as identified by the JSNA and in line with the health and wellbeing strategy
- Engender a culture of value for money underpinned by an understanding that all clinical decisions have financial consequences

Arising from the desire to ensure the personalisation and localisation of services, LBH's aim is to ensure that people are empowered and supported to choose and commission services that meet their specific needs and help them to move towards **RECOVERY** so that they regain their lives as economically active members of the communities in which they live and work.

Currently LBH spends a significant proportion of its social care budget on residential care that is mostly delivered through institutionalised models. A key strategy for improvement therefore relates to re-commissioning of more individualised approaches to the provision of both accommodation and support. This will be achieved through "core and flexi-models of delivery".

Hillingdon Profile: Health and social inequalities: Long term conditions including mental health problems

Approximately 1 in 4 social care claimants live in wards in the south of the Borough; Hayes and Harlington has the greatest proportion of claimants with Uxbridge and West Drayton ranking second; there is a slight variation in age by locality but the primary reason for claims across the Borough is a mental health problem

There is a need to support people with long term conditions into employment, in particular, those with mental health problems

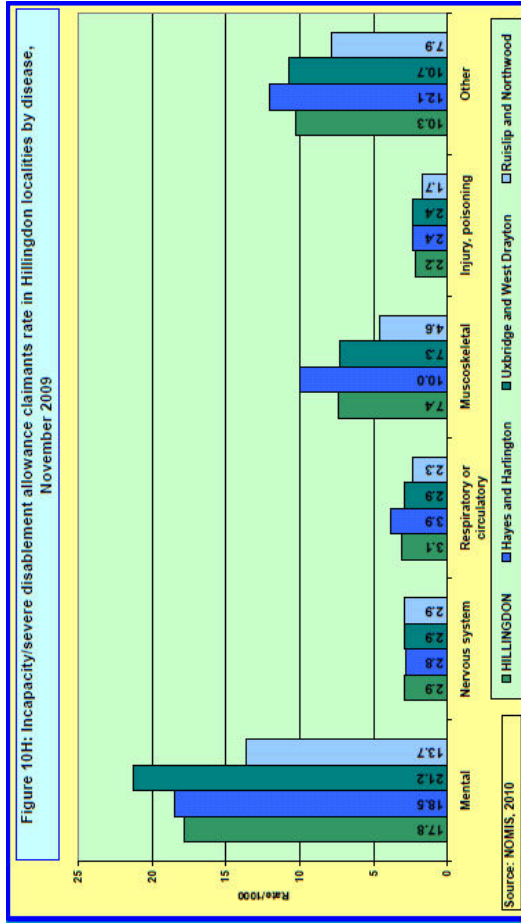
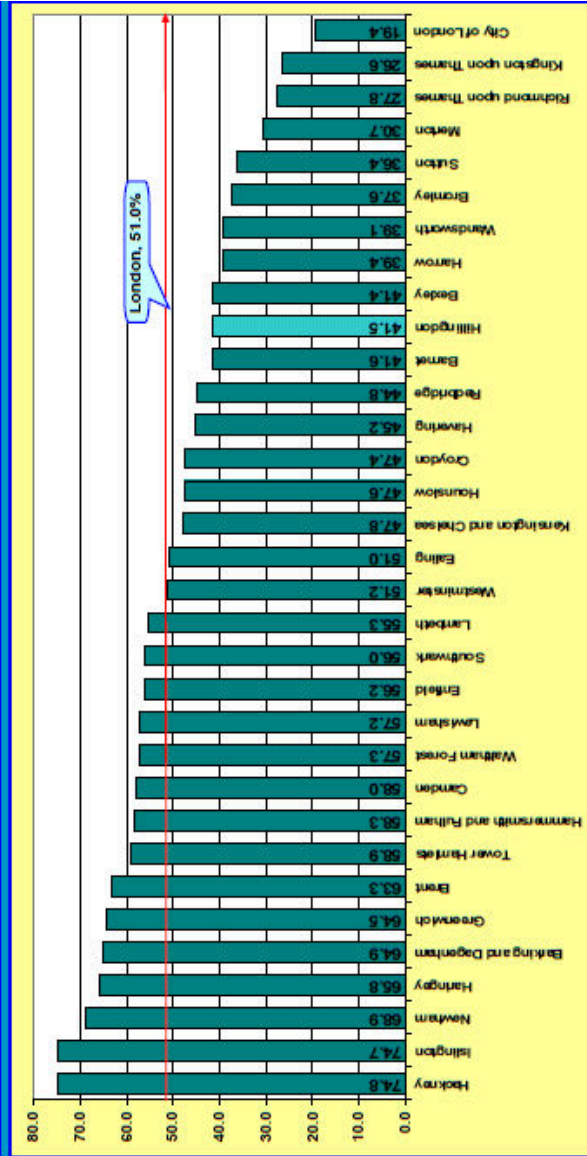


Figure 9: Rate of Incapacity/Severe Disablement Allowance Claimants for Hillingdon compared with the rest of London, November 2009

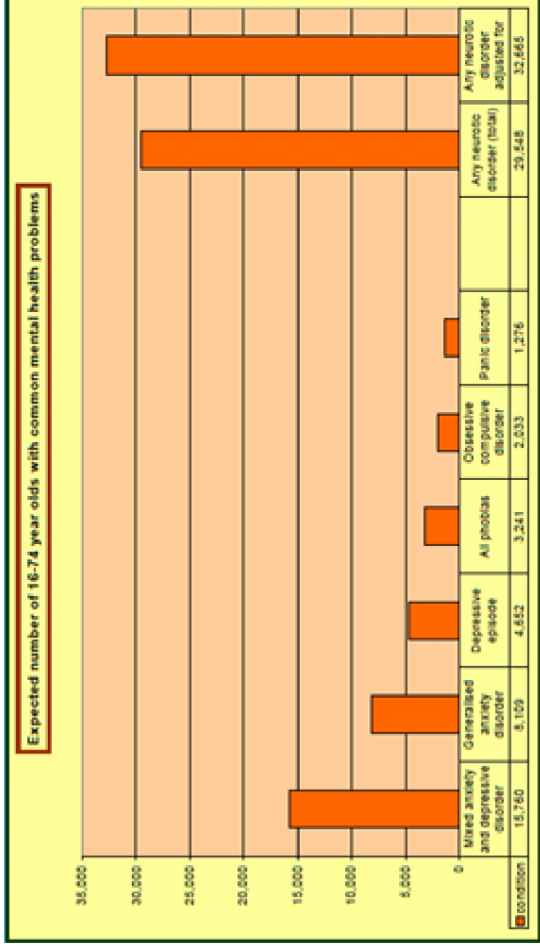


Hillingdon Profile: Mental health needs in Hillingdon

The most common mental health problem in Hillingdon is anxiety and depressive disorders which affect over 50% of people with mental health problems

It is estimated that in any given week, 10% of adults in Hillingdon will experience depression – higher than the England average (8%) but lower than the London average (11%)

Overall, the need for inpatient services for severe mental illness in Hillingdon is 20% lower than the national average 40%, whereas on average in London it is 60% higher



Although the mental health need in Hillingdon is lower than England as a whole, the picture fits with the national pattern of indicators and determinants that impact on mental health. Most admissions needing mental health treatment in Hillingdon come from the south of the Borough. These wards are predicted to a higher population increase in areas already more densely populated and more deprived. On average, these localities show higher social determinants:

- Lower educational attainment
- More unemployment
- More crime

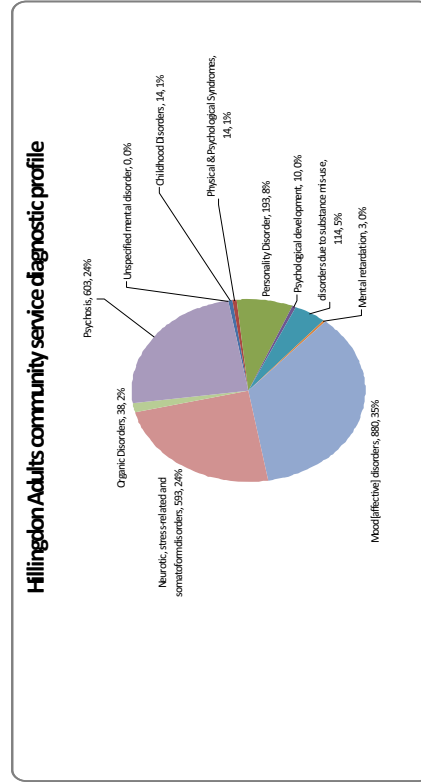
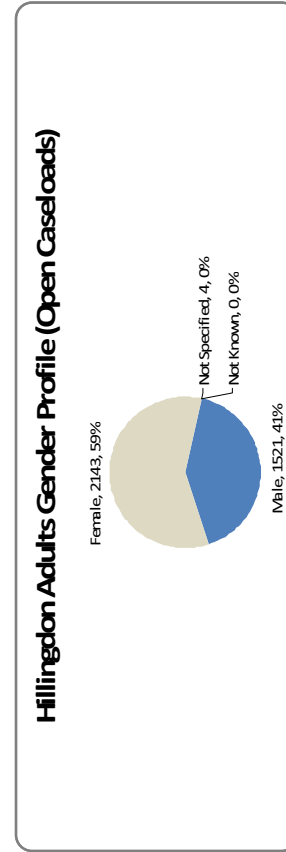
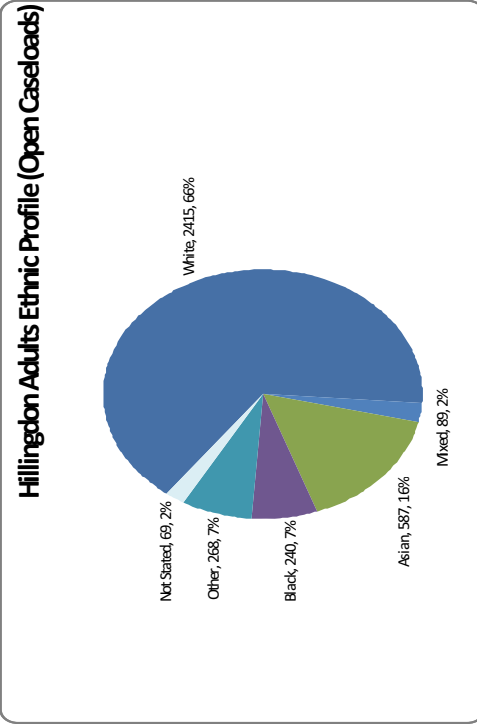
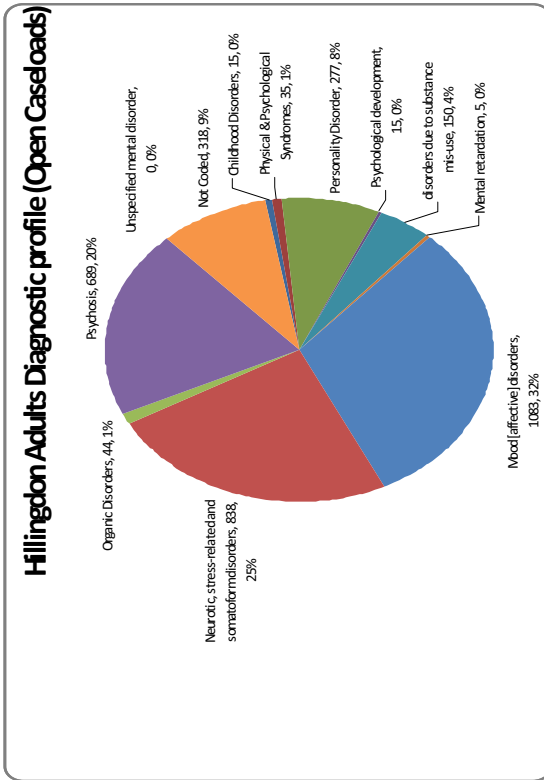
The scale of the challenge is set to escalate with the inequality gap widening in both life expectancy and quality of life

Current mental health services provision Hillingdon: Specialist mental health services profile: Central and North West London Foundation Trust

Central and North West London Foundation Trust is the main provider of specialist and community services for adults in Hillingdon:

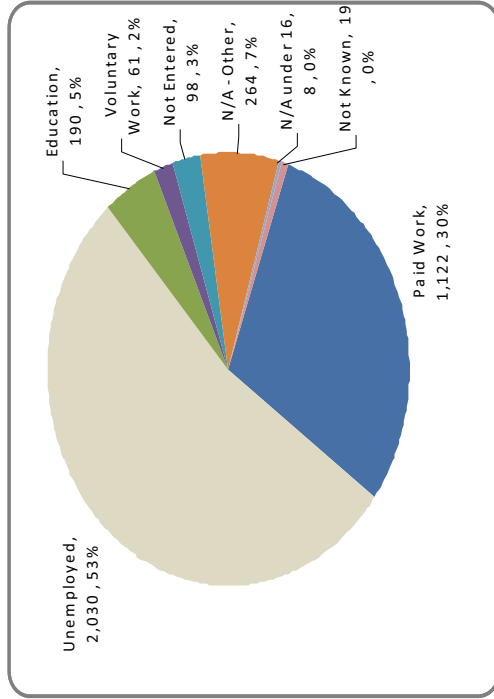
Community Services			
Early intervention service	Pembroke Centre		Multi-disciplinary teams
Assessment and brief treatment service	Mill House		Multi-disciplinary teams
Community recovery service	Mead House & Pembroke Centre		Multi-disciplinary teams
Inpatient Services			
Rehabilitation service	Colham Green Road		15 beds
Acute inpatient	Crane Ward Riverside Centre		18 beds
	Frays Ward, Riverside Centre		23 beds
	Total		41 beds
Psychiatric intensive care unit	Colne Ward, Riverside Centre		8 beds

Hillingdon specialist mental health services 2011/12: Profile of service users

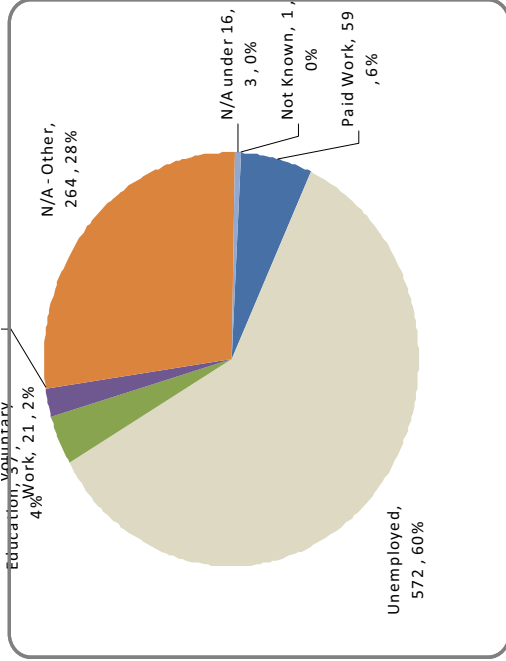


Hillingdon specialist mental health services performance April 2011 to June 2012: Profile of service users

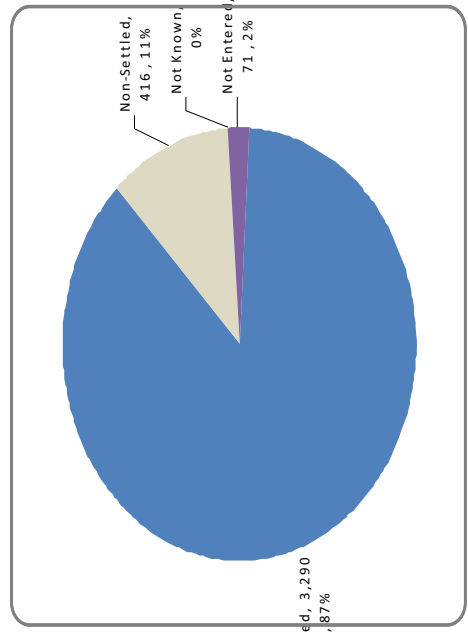
Employment status: total caseload



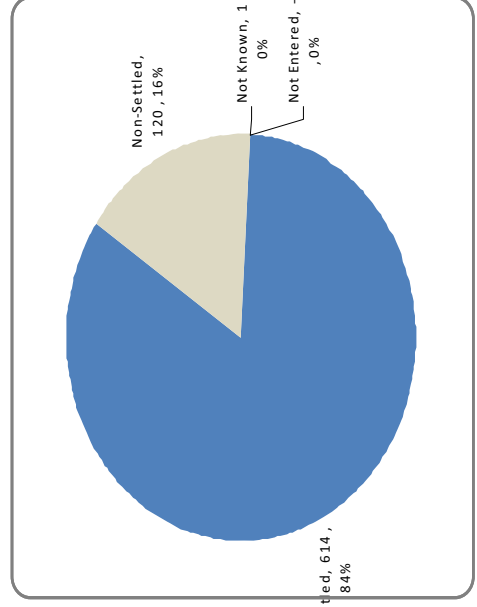
Employment status: CPA caseload



Accommodation status: total caseload



Accommodation status: Care Programme Approach CPA caseload



Information pack 3.1
Hillingdon Adult Mental Health – Key performance indicators

Hillingdon Caseload at 25/08/2012: 3817

Average Hillingdon Referrals per Week 2012-13 financial year: 193

Achievement of Performance Targets

Target Name	Target	2010_11				2011_12				2012_12	
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
7- day follow up	95%	88	100	86	100	94	100	85	100	98	100
CPA Reviews	95%	94	97	96	96	99	97	98	98	97	98
Delayed Transfers of Care	<=7.5 %	19	23	11	13	18	19	6	5	14	8
Gatekeeping	90%	94	100	100	100	100	100	89	91	100	96
New EIS Cases	38	9	29	36	48	12	21	29	39	8	12
NHS # Data Completeness	99%	98	97	99	99	98	99	99	98	98	98
Home Treatment Episodes	509	182	372	572	658	147	260	394	546	120	159
Self Directed Support	30%	N/A	N/A	N/A	N/A	1	1.3	1.0	1.2	1.4	8.0
Placement Reviews	100%	N/A	N/A	N/A	N/A	83	61	66	72	N/A	69
Assessment Waiting Times	60%	29	32	36	65	53	67	67	75	54	48
Carers Assessments	30%	N/A	N/A	N/A	N/A	4	5	7	15	3	4
Service Users receiving review	100%	N/A	N/A	N/A	N/A	11	25	53	64	41	32

Headlines

Performance has improved over the past 3 years with targets usually being achieved consistently at quarter end.

Additional information is now collected in relation to Self Directed Support, Placement reviews, Carers Assessments and Social Care Reviews These are under-performing but action plans are now in place to address these.

Information Pack 3.2
Mental Health Budgets

Cost Centre	Description	BUDGET (£000's)		
		Gross Exp	Income	Net
	<u>Staffing</u>			
64400	Service Manager	67.8	0.0	67.8
64430	Ass & Care Mgmt Mead House	1,253.0	(83.2)	1,169.8
64431	Ass & Care Mgmt Pembroke Centre	362.1	0.0	362.1
64432	Ass & Care Mgmt Mill House	386.4	(27.6)	358.8
64433	MHG - Crisis Team	172.4	0.0	172.4
64435	MH - HOST	117.8	0.0	117.8
65621	Ass & Care Man Com Drugs Team	278.7	(107.4)	171.3
	Total Staffing	2,638.2	(218.2)	2,420.0
	<u>Residential</u>			
64500	P&V Nursing	291.5	(6.5)	285.0
64540	P&V Residential	1,943.0	(16.5)	1,926.5
64570	P&V Supported Accommodation	72.2	0.0	72.2
64571	Look Ahead Block Contract	732.7	(26.8)	705.9
64600	Adult Care Scheme	78.3	(27.5)	50.8
64603	5 Hornbeam Road	16.4	(3.5)	12.9
64604	Church Road	5.7	(4.4)	1.3
	Total Residential	3,139.8	(85.2)	3,054.6
	<u>Community Support</u>			
64630	P&V Homecare	102.3	0.0	102.3
64660	Direct Payments	47.6	0.0	47.6
64680	P&V Day Care	19.1	0.0	19.1
64770	No Recourse To Public Funds	50.0	0.0	50.0
65670	Substance Abuse Placements	159.7	(5.5)	154.2
	Total Community Support	378.7	(5.5)	373.2
	<u>Other MH Costs</u>			
64541	Grants to Voluntary Sector	17.1	0.0	17.1
64411	Legal Costs	9.0	0.0	9.0
	Total Other Costs	26.1	0.0	26.1
	Management Contribution	50.0		50.0
	Totals	6,232.8	(308.9)	5,923.9

CNWL Mental Health Budget 2012-13		BUDGET (£000's)		
Description	Gross Exp	Income	Net	
Assessment and Brief Intervention Team	724	(20)	704	
Community Recovery Team	1,390	(180)	1,210	
Hillingdon Rehab	116	(49)	67	
Total	2,230	(249)	1,981	

**Analysis of Hillingdon mental health services investment 2011/12:
Outliers**

	Hillingdon Investment by Direct provider type					Weighted investment per head			
	Investment £000s	HIL %	SHA %	ONS %	England %	LIT %	SHA £	ONS £	England £
Hillingdon Investment higher than comparator areas									
Accommodation*	4,216	17.9	13.8	12.7	9.6	24.6	23.4	20.2	15.8
CMHTs	4,104	17.4	13.2	11.1	13.8	24.0	22.3	17.7	22.6
Home support services	532	2.3	1.7	3.2	2.0	3.1	2.9	5.1	3.3
Psychological therapy services (non IAPT)	1,694	7.2	3.9	3.6	3.1	9.9	6.7	5.7	5.2
Hillingdon Investment lower than comparator areas									
Psychological therapy services (non IAPT)	91	0.4	3.4	2.9	3.9	0.5	5.7	4.7	6.4
Secure and high dependency	2,875	12.2	17.1	21.3	19.2	16.8	28.9	33.9	31.6

Table Supplied by NHS Hillingdon
* primarily Social Care expenditure

KEY

HIL = Hillingdon

SHA = Strategic Health Authority

ONS = Office of national Statistics

Investment in inpatient services (£4,459,000) is less per weighted head of population (£26.1) than the rest of London (£31.4), the Thriving London Periphery (£31.4) and the rest of England (£29.1)

Overall within health services Hillingdon is now 5th lowest funder of mental health nationally

Information pack 3.3 --Relative Performance

Health Service information supplied by NHS Hillingdon

Potential areas where Hillingdon is doing well in terms of its population's mental health

Hillingdon has a higher than average investment in counselling services

Hillingdon does well on some aspects of primary care of mental health problems e.g. a higher percentage of patient on CHD and diabetes registers have been screened for depression (89.5% compared to 88.5%)

Hillingdon has a higher than average investment in home support services i.e. community based support

Investment in inpatient services is less per weighted head of population than the rest of London, the Thriving London Periphery and the rest of England

The rate of readmission to inpatient services is low

For its population need, Hillingdon has a larger mental health employment scheme caseload than the London average

Service	Performance April 2011 – June 2012
Assertive outreach	Following agreement with commissioners that treatment should be provided by other teams within CNWL
Early Intervention service	Team caseload has been increasing and is now close to meeting its target of 38 new cases by year end. This is a cumulative annual target.
Home treatment service	The target for home treatment episodes was exceeded by 8% 2011/12. The team is continuing to exceed this target During Q3 and Q4, 89% of admissions to inpatient services were made via the home treatment team ("gatekept"). Through 2012/13, 100% of admissions have been gatekept. This is a cumulative target.
Inpatient services	The rate of readmission is well below target (11%) operating at 3% on an ongoing basis Delayed transfers of care from inpatient services have been decreasing: Mid 2011 at 10-12% Reduced to 4% in January 2012 Mid 2012 operating at 10-15% delays have been caused by delays within both health and social care
Community teams	DNAs for first appointment operated at 10% 2011/12 and have increased to 15% for Q1 DNAs for follow up appointments operated at 10% during Q3 and Q4, 2011/12 and at Q1 2012/13 have increased to 17%

Potential areas of concern in terms of the mental health of Hillingdon's population

Hillingdon has a higher rate of people in contact with secondary care community mental health services compared to the London average
 There are ethnic inequalities in admissions to adult psychiatric inpatient services in Hillingdon. The admission rate for white ethnic groups in Hillingdon is 30% lower than the England average for all ethnic groups but the admission rate for black ethnic groups in Hillingdon is 47% higher than the England average

Hillingdon has a higher admission rate for alcohol related harm than the London average

Expenditure on residential care is greater than Hillingdon's comparators

*Hillingdon has only a small investment in services that respond to the needs of people with depression and anxiety (Increasing Access to Psychological Therapies initiative)

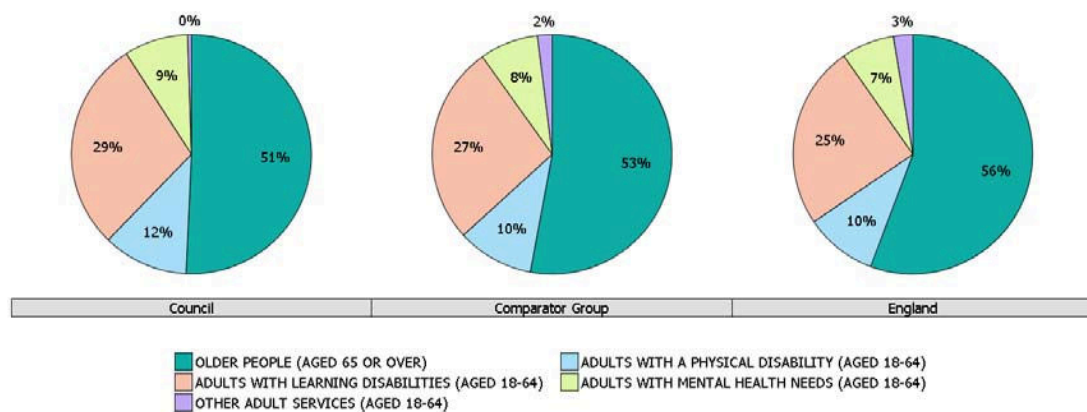
Hillingdon's use of secure and high dependency services is low

Hillingdon has no community team for eating disorder or for people with forensic needs

Information relating to Council Services drawn from the most recent national data

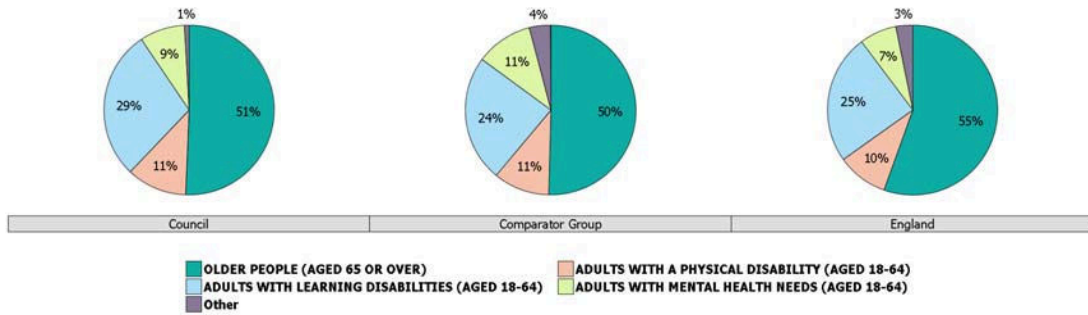
1: Percentage distribution of total gross current expenditure on adult social services by client group, 2010 -11

Hillingdon



1. Chart 02: Percentage distribution of Total Gross Current Expenditure on adult social services, 2010-11

Hillingdon

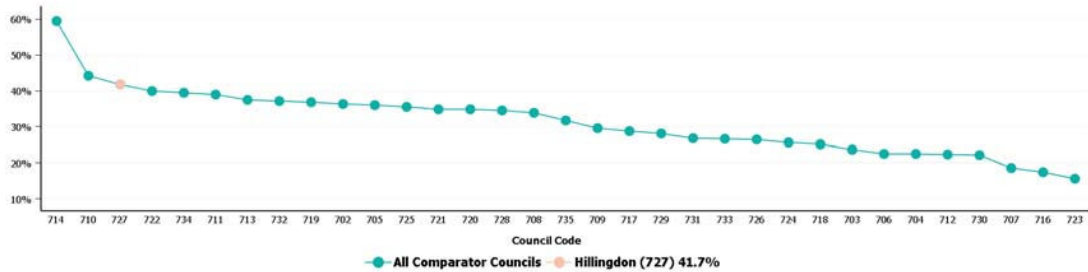


Source: PSSEX1

Hillingdon (727)

2a. Nursing and Residential Care: Proportion of Gross Current Expenditure across client types 2010-11

Chart 06 ADULTS WITH MENTAL HEALTH NEEDS (AGED 18-64)

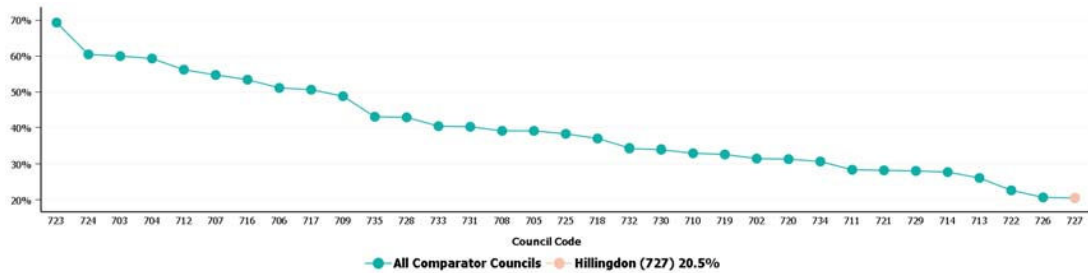


Comparator Average 31.3% Comparator Max 59.5% Comparator Min 15.6%
 Comparator Ranking: 3 of 33

Hillingdon (727)

2b. Day and Domiciliary Care: Proportion of Gross Current Expenditure across client types 2010-11

Chart 10 ADULTS WITH MENTAL HEALTH NEEDS (AGED 18-64)

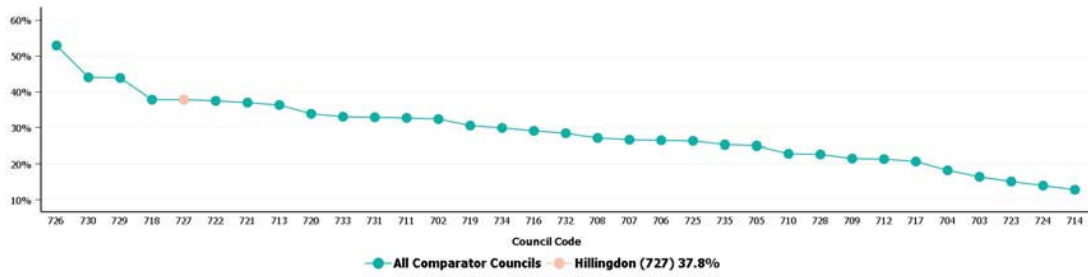


Comparator Average 40.9% Comparator Max 69.3% Comparator Min 20.5%
 Comparator Ranking: 33 of 33

Hillingdon (727)

2c. Assessment and Care Management: Proportion of Gross Current Expenditure across client types 2010-11

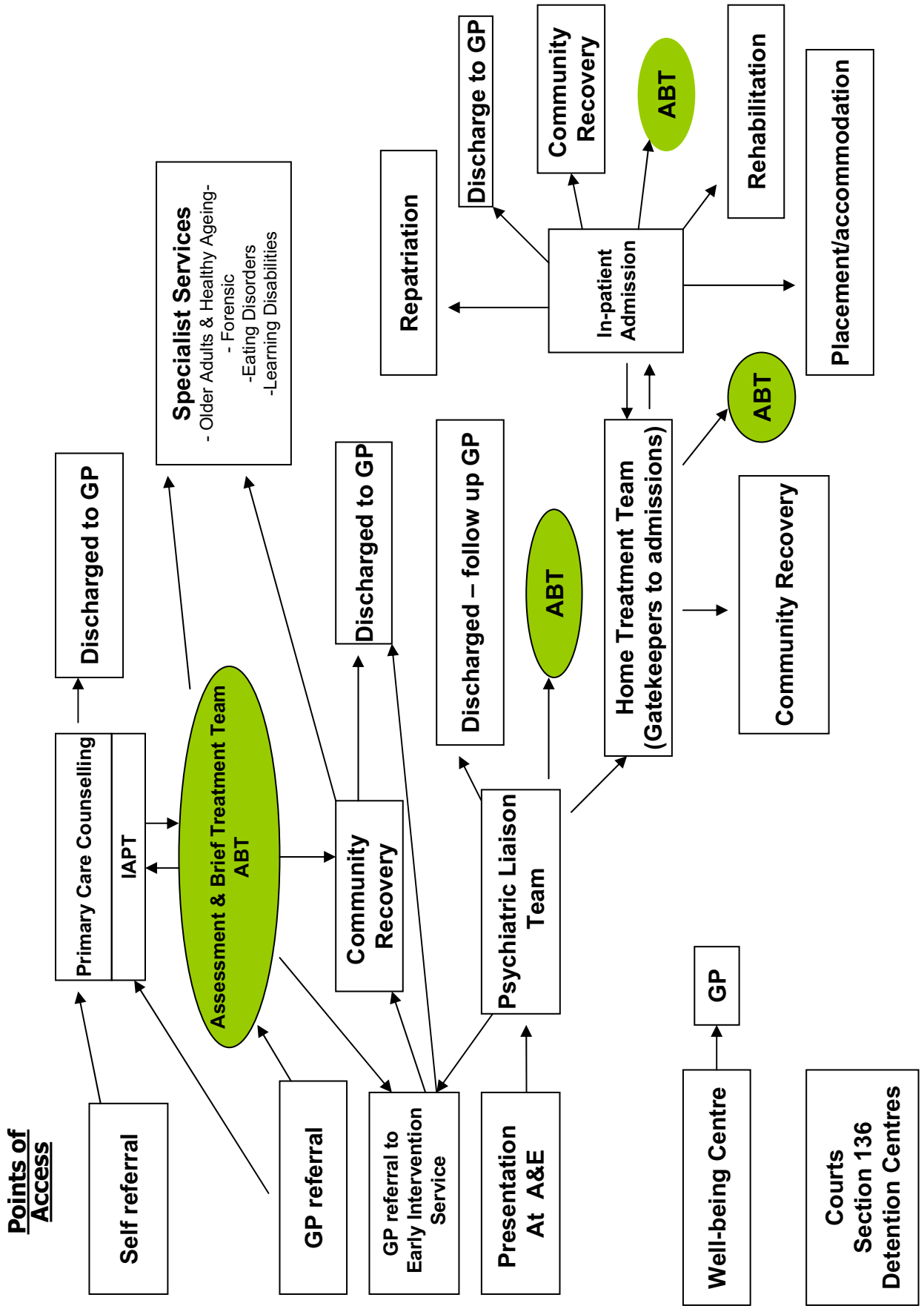
Chart 14 ADULTS WITH MENTAL HEALTH NEEDS (AGED 18-64)



Comparator Average 27.8% Comparator Max 53.0% Comparator Min 12.8%
 Comparator Ranking: 5 of 33

Source for all graphs and tables: NHS Information Centre - National Adult Social Care Intelligence Services (NASIS) Published March 2012
 All data relates to the year 2010-2011

**Information Pack 4
Patient Pathway - POC**



Information Pack Five – Organisational Structure

Community mental health services in Hillingdon are delivered jointly through an integrated health and social care service. Joint teams include a combination of Consultant psychiatrists, social workers and community psychiatric nurses (CPNs). Services are arranged under Service Lines – which is a consistent format that cuts across all the London Boroughs that the Central and North-West London Mental Health Foundation Trust (CNWL) serves. An overview diagram is provided on the next page. The Service lines of particular relevance to this Review are:

- Assessment and Brief Treatment - usually the first point of contact when a person is referred on by Primary care Services
- Community Recovery – the team responsible for supporting people following a hospital admission
- Rehabilitation – the team that supports people who are living in residential and nursing home care

The Service Director responsible for Assessment and brief treatment across the whole Trust is also the Borough Director for Hillingdon. Within each of the service lines there is a team manager and who has day-to-day management responsibility for the management of CPNs and Social Workers. They are supported by Team Leaders. Some are CNWL employees and some are employed by the Council

To support and oversee the professional and statutory responsibilities of the Council there is a Service Manager which is a new post. Recruitment for this post is currently taking place.

Significant resources are invested in both the voluntary and independent sectors. These services are both preventative and support recovery. They include advice giving services, employment and skills support and leisure services that assist people back into everyday life. Significant resources are invested in residential and nursing home care. Please see Information Pack 3.3 for details of expenditure

HILLINGDON BOROUGH MENTAL HEALTH SERVICES 2012

Angela McGee, Service Director – **Acute Service Line** – Dr Con Kelly, Clinical Director
Frays Ward / Crane Ward / Colne Ward / HTT
Therese Cahir, Service Manager

David Dunkley, Service Director – **Rehabilitation Service Line** – Dr Andrew McDonald, Clinical Director
Colham Green Community Rehabilitation Team
Kam Rai Service Manager

Sandra Brookes, Service Director and Hillingdon Borough Manager – **Assessment & Brief Treatment Service Line**
– Dr Julia Palmer, Clinical Director
ABT Team / Primary Care Counselling Service / IAPT / Wellbeing Centre
Jon Ruddock, Service Manager

Pete Raimes, Service Director – **Community Recovery Service Line** – Dr Sarah Marriott, Clinical Director
Community Recovery Team / EIS
Paul Russell, Service Manager

Kim Cox, Service Director – **Psychological Medicine Service Line** – Dr Steven Reid, Clinical Director
A&E Liaison / Health Psychology
Shaun Hare, Service Manager

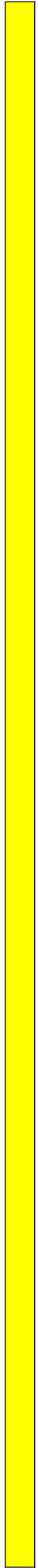
Gail Burrell, Hillingdon Manager – **Addiction Service Line – HDAS** – Dr Jeffrey Fehler, Consultant
Addiction Service Director-Anette Dale-Perera ;Clinical Director – Dr Billy Shanahan

Natalie Fox, Service Director – **Older Adults & Health Ageing Service Line** – Dr James Warner, Clinical Director
Cedar Ward / Oak Tree Ward / CMHT
Bev Smith, Service Manager

Jackie Shaw, Service Director – **CAMHS Service Line** – Dr Mike McClure, Clinical Director
CAMHS Team

Richard Comerford, Service Director – **Offender Care Service Line** – Dr Farrukh Alam / Dr Annie Bartlett, Clinical Directors
Court Diversion Nurse Steve Tufty, Service Manager

Jo Carroll, Service Director – **Learning Disabilities Service Line** – Dr Scott Galloway, Clinical Director



Information Pack 6.1

Some Examples of National Best Practice in Community Based mental health Services

The following examples are taken from the Health Services Journal national awards in mental health.

1. Home Treatment Service - An award-winning project in Scotland is shifting the balance of care from hospital to home support for people



with severe mental health issues.

Service user Carl (see case study) below discusses progress with consultant psychiatrist Ihsan Kader (centre) and social worker Hilda Haddon, from NHS Lothian's intensive home treatment team (pic: Chris Watt/UNP).

Project details

- **Name of service:** NHS Lothian intensive home treatment team.
- **Aims and objectives:** To reduce admissions and readmissions to hospital and support early discharge.
- **Cost:** £1.6m since October 2008.
- **Number of staff:** 26, including nurses, psychiatrists, OTs and social workers.
- **Number of service users:** The team saw 1,588 people between October 2008 and December 2009, 543 of whom received intensive home treatment.
- **Outcomes:** 93% service users reported improvement during IHTT care and there was a 24% decrease in acute hospital admissions between October 2008 and December 2009. An award-winning project in Scotland is shifting the balance of care from hospital to home support for people with severe mental health issues, reports Louise Hunt

An alternative to hospital admission for people with severe mental health problems is helping to speed recovery and reduce pressure on health and social care services.

NHS Lothian's intensive home treatment team (IHTT) is Scotland's only 24-hour home support service. [Last November it was named the Royal College of Psychiatrists' team of the year.](#)

Launched in October 2008, it builds on the work of the intensive home treatment teams established in England, and embraces the ethos of treating people in the community. "Some people do need to be treated in hospital, but others, provided they are safe, can be maintained at home in a comfortable environment," says IHTT consultant psychiatrist Ihsan Kader.

This team provides a seven days a week. Service with a dedicated consultant input, Patients are seen within a day of referral,

The team of 26 consultants, doctors, nurses and two local authority employed social workers is spread over two sites. Most visits are done in pairs, depending on the expertise needed, and can take place up to three times a day, lasting an hour on average. The average length of contact is three-and-a-half weeks. "The team sees five to six people at any one time so you can build a good relationship with them," Kader says.

The treatment approach is making a significant difference to patient recovery times because it is less disruptive to their lives than hospital admission, adds Kader. The average length of stay in hospital for patients with severe mental illness is five to six weeks, and there is usually a period of readjustment when they return. However, those being treated by the IHTT can, to an extent, continue normal daily activities at home. Feedback surveys show most patients and carers are satisfied with the service.

Since the IHTT launch the balance of care has shifted from hospital to the community, resulting in fewer admissions and readmissions.

"We have managed to reduce the number of people being admitted involuntarily because there is another option," says Kader. "Two years ago they wouldn't have another option if they needed intensive mental health care."

When people are admitted to the Royal Edinburgh Hospital, the IHTT works with staff and patients to achieve early discharge, and has reduced by a week the average stay.

Although it will take some time before the cost savings from reduced admissions are quantified, the wards are already benefiting from being relatively quieter, which means better patient care.

The service is also having a positive impact on social services. The two IHTT social workers employed by Edinburgh Council attend daily meetings to discuss patients' needs.

David Hewitson, social work manager for Edinburgh Council and the IHTT, says the service is easing pressure on social services: "Crucially, the team is picking up people whose lives are in distress because of mental illness. Because they are picked up by a medical team and social workers, they receive lots of practical support, such as sorting benefits, that would otherwise have led to chaos and more likely a referral to community services."

2. How long would you wait? Cornwall Partnership FT

The initiative

The How long would you wait? campaign was set up to raise awareness of psychosis and urge family, friends and work colleagues to reach out to help by intervening early.

The campaign aimed to:

- Increase referrals to the early intervention team;
- Meet commissioners target for first episode cases;
- Create a psychosis health promotion post;
- Make links with relevant stakeholders to increase awareness of the service;
- Attend main public events to raise awareness;
- Set up rolling awareness programmes where possible.

A striking, two minute underwater film was filmed at a local swimming pool. The film was designed and produced by a crew of young men who have experienced psychosis. It features submerged characters waiting to be rescued, to symbolise the way in which a person's reality can change when they experience an episode of psychosis.

The film was promoted virally through Facebook, Twitter and YouTube. It was also available on a standalone website — howlongwouldyouwait.com

A series of eight postcards were produced and distributed throughout the county to direct people to the website and provide referral contact details.

The campaign was also promoted with a radio feature and two hour phone in session with BBC Radio Cornwall on the subject of psychosis.

Benefits

The campaign resulted in increased referrals to the early intervention team:

- Between August 2009 and March 2010 there were 91 referrals, whereas in the period August 2010 to March 2011 there were 146.

The PCT's target was 64 new confirmed cases for the campaign — in fact 73 cases were confirmed.

Financial implications

A financial incentive was applied by commissioners to meet the referral and confirmed cases target. The project's success earned the trust £150,000. After taking into account the set up and running costs, an 858% ROI (return of investment) was achieved giving an actual gain of £134,342.

3. Proactive intervention to enhance recovery (PIER) project — engaging the web 2.0 generation about psychosis Surrey and Borders Partnership FT

The initiative

The aim of the initiative was to involve young people (aged from 14–35 years) who are experiencing psychosis in designing and creating original resources — including a new online platform — to make information about the condition more accessible to this age group.

A recent survey of people who use the Early Intervention in Psychosis (EIP) service and their carers reported a lack of easily accessible information about the help available in the local area and about psychosis in general. They also felt frustrated at not being involved as they could be in shaping their local service.

Our objective was to reduce the duration of untreated psychosis and cut the number of hospital admissions by making more young people aware of mental health issues and enabling them to make more informed decisions. We also wanted to improve the service user experience and embed leadership, innovation and user involvement within EIP and the trust in general.

The PIER project addresses recommendations in the national mental health strategy, *No Health without Mental Health* that calls for a shared understanding between people who use services, carers, professionals and the wider community in relation to health promotion and early intervention

A group of people who use services, carers and professionals was recruited in May 2010 to meet on a bi-monthly basis to create and develop ways to make information about psychosis more accessible to the wider community.

Together they reviewed research evidence and literature on cultural health inequalities before discussing their creative ideas. The group decided on the microsite idea and developed the design style and content, even the text, with the in house team.

They agreed that videos with professionals from the team and people who use the service would be more personable, a “psychosis wiki” could explain some of the “jargon”, and blogs would convey people’s real life experiences.

Consent forms were drawn up and then case narratives and videos developed in partnership with students from the University of Surrey. Leaflets, posters and

exhibition display banners were produced to promote the site and in March 2011 the website went live.

The team distributed materials to local health, social care and community organisations and attended events such as the University of Surrey health fair.

In June a dissemination report was showcased at the PIER conference and videos uploaded on the site.

Benefits

Performance has been measured by completing a comparative study before and after the project to look at its impact on the number of referrals to EIIP; referral pathways and any changes to number of self referrals; duration of untreated psychosis; and hospital admission rates.

The number of referrals has significantly increased with a 50% increase in April 2011 as compared with April 2010. In addition, a 75% reduction in admissions to acute inpatient units has been achieved (with a 50% reduction in formal admissions — sections — under the Mental Health Act.)

Research carried out within EIIP showed that the average duration of untreated psychosis was 90 days (the general average is 98 days) but since PIER project's initiative this has fallen to an average of 35 days.

In the three years prior to launching the website, the service only received one self referral. We have already had three in three months. And while detailed feedback surveys are currently in progress, anecdotal feedback on the project so far has been positive.

Financial implications

There was no outright financial outlay from the trust, other than the time of those involved. The PIER project used in house experience and expertise to produce many of the resources, including the microsite itself.

Other items were funded from a £10,000 bursary from the National Leadership Council as one of six "Emerging Leader Projects".

These funds were used to produce a follow up PIER project conference and items to promote the site — such as three promotional videos, leaflets (including one in Nepalese to meet local demand), posters, display banners, t-shirts, pens etc.

This was essentially a year long project, starting in May 2010 — with tangible results recorded by the PIER conference in June 2011 — although the website will continue to be updated so will continue to reap rewards for very little financial outlay. While we don't have a figure for the saving to the trust in reduced admissions and enhanced recovery rates, we can say that peer reviewed studies show that less use of emergency

and inpatient services results in more cost effective illness management and can lead to up to £290m in annual savings at a national level.

Contact

4. Mental health gateway workers: promoting positive mental health Cardiff and Vale University Health Board The initiative

The aim of the gateway workers (GWW) is to bridge the gap between primary and secondary care utilising a stepped care approach. The GWWs ease access to and choice of effective psychological interventions with referral into specialist services if needed. Before the initiative was set up in 2008 primary care professionals felt their patients were getting a poor service from secondary care, and the community mental health teams (CMHT) felt referrals were sometimes inappropriate. Funding was secured to extend the existing primary care liaison worker

post into a dedicated service with three fulltime GWWs and a clinical nurse lead.

The service offers: • Triage assessments for routine mental health concerns; • Stepped care interventions; • Stress management courses' • Solution focused interventions.

The gateway workers needed a range of specialist skills to be able to undertake comprehensive assessment of mental health, recognise serious mental illness and ensure that people needing highly specialised care can access the appropriate service. A training programme was devised that included: • Motivational interviewing; • Solution focused work; • Bibliotherapy prescribing; • Accredited mental health first aid training; • Stress management training.

The client group is the combined adult population of 14 GP surgeries. Treatments are offered to adults and 16–18 year olds not in full time education who have been identified as experiencing mild to moderate mental health problems.

Benefits

GPs were asked to give feedback on the introduction of the GWWs, comments included:

- “The gateway service is easily accessible to both GP and patients. For patients it is a lot less daunting to attend a familiar place with staff known to them in their local area. As a result some patients who have always declined referrals to CMHT have been able to engage with the service”;
- “The services are timely and save the wait for an appointment with the CMHT” .

Patient feedback included:

- “It was good knowing that I had a full hour’s consultation. It gave plenty of time to explore some very difficult issues”;
- “I attended an evening class run by a GWW, which I found very helpful, explaining ways to relax and prioritise everyday occurrences” .
- “The GWW had different ideas for me to try. I would not have got better without the support of the GWW”

Financial implications

Cost savings were difficult to measure over the short period that the pilot has been in operation. However, there was anecdotal evidence that GPs now only refer the most serious cases to the secondary services.

5. Advice on Prescription: a partnership approach to improving mental health and wellbeing

NHS Halton and St Helens

The initiative

Advice on Prescription is a joint initiative run by NHS Halton and St Helens, Halton and St Helens Health Improvement Team (HIT) and the Citizens Advice Bureau (CAB).

Many people when feeling a change in their mood go to see their GP seeking a medical approach when a problem solving approach may be more appropriate. The aim of the initiative is to fasttrack people visiting their GP who have mental health problems due to social welfare issues into more appropriate support services than psychological therapies. Upon identifying a suitable patient, the GP refers into CAB services. Within 24 hours of referral a debt advisor rings the patient to assess which CAB intervention is required.

The initiative was undertaken to improve patients' experience of service delivery when experiencing distress. It is often this distress that a clinician identifies with and may refer to secondary care mental health services. These services often have assessment and treatment waiting times, which can result in the patient's condition deteriorating into a more severe state along with their social welfare issue.

The health improvement team's mental health improvement specialist worked alongside the CAB to produce the necessary materials and to promote the pilot project to selected GP practices, single point of access staff and psychological therapies to ensure their participation.

Benefits

The initiative is ongoing in a number of selected GP practices but an interim evaluation has been undertaken between February and April 2010. Within this period 35 referrals for debt advice were made. Significantly, two people referred had been under the care of the crisis team due to suicidal intent. Through receiving debt advice and support their risk was eliminated.

The key benefits of the initiative are in:

- Reducing patients' anxiety/depression by offering a service that is responsive to their needs;
- Supporting primary care professionals during highly emotive consultations with a social prescribing problem solving, rather than a medical pharmaceutical, approach;
- Making full use of PCT funded debt advisors within the CAB to reduce mental health services costs. After the 12 week period ended we gathered qualitative feedback from staff who referred to the scheme. The general theme was about the time it saved practitioners and the appropriateness of it as an intervention:
 - "Saves time, gives people the opportunity to speak to experts within that field";
 - "Will make my work a lot easier — reduces time spent, chasing round researching what's available";
 - "Knowing I could speedily refer my patient into CAB and then onto a depression group made me feel confident I had done my best as the main problems will be addressed and then the mental health work will probably have a bigger impact";
 - "by accessing the scheme and support so quickly my gentleman went from being a suicide risk and needing crisis support to having no suicidal intent".

Financial implications

The PCT provided funding to the CAB for six debt counsellors for three years and resources for referral materials at a total cost of £300,000. The HIT team performed an analysis to determine whether the project had an impact on the level/step of mental health intervention their patients received (as a proxy for cash releasing savings). They found that within a 12 week period, 38% of referrals resulted in a step down of mental health intervention and that 50% of these were discharged from mental health services completely.

Information pack 6.2 – Local Best practice

The Community mental health teams in Hillingdon undertake a range of interventions to help people recovering from a severe mental illness. These make use of the Borough's leisure, library and adult education services. Through various individual and group activities staff support people back into main stream activity and make direct links between physical and mental wellbeing. Examples of these will be provided by officers at the September 11th meeting as well as the following:

1. CNWL Recovery College

Hillingdon patients are beginning to benefit from the new CNWL Recovery College. The College is based at Central and North West London NHS Foundation Trusts headquarters near Warren Street and is an innovative educational facility, providing recovery focused education for people with mental health issues and those in receipt of addictions and learning disabilities services, their supporters, families and Trust staff. The college operates a 'hub' and 'spoke' model and offers courses across five of the London boroughs that health services are delivered in.

The college first opened its doors in January 2012 and delivered a range of pilot courses in its first term. The success of the pilot has meant that the CNWL Recovery College was launched as a permanent fixture in April. The college has developed a curriculum of recovery courses which are co-produced and co-delivered by Peer Recovery Trainers (people with lived experience of mental health problems) and Recovery Trainers (mental health practitioners) in recognition of the value of both kinds of experience. Trust service users and staff will have a range of opportunities to learn alongside each other.

The College is part of the redesign of services that places greater emphasis on recovery and to put service users at the centre of our work. This is being achieved by having service users and staff co-producing, delivering and attending the courses together, learning together and, where applicable, challenging outdated practice and thinking".

Recovery describes the personal journey people with mental health problems take to rebuild and live meaningful and satisfying lives. A key feature of recovery-focused mental health services is the adoption of an educational and coaching model, rather than solely a therapeutic model of services. The aim of the CNWL Recovery College is not to replace opportunities and resources already available in the local area, but to complement them.

Waldo Roeg, a Peer Recovery Trainer at the CNWL Recovery College said:
"For me the chance to work in a truly co-productive way in the co-productive environment of the CNWL Recovery College has played a big part in my own recovery journey. I really believe it is the same for my peers and for the people who attend".

- Central and North West London NHS Foundation Trust (CNWL) is one of six demonstration sites for the national Implementing Recovery Organisational Change (ImROC) project developed by the Centre for Mental Health and the NHS Confederation to support mental health services to become more recovery focused.

- Educating people about their conditions and how to manage them are important components of National Institute for Clinical Excellence (NICE) guidelines and a core NICE standard of service user experience of adult mental health services.

Courses Available are as follows

Understanding mental health difficulties and treatment

Understanding a diagnosis of depression
 Understanding self-harm
 Understanding a diagnosis of psychosis
 Introduction to personality disorders
 Understanding your medication

Rebuilding your life

Introduction to recovery
 Recovery and social inclusion
 Taking back control
 Introduction to managing stress
 Introduction to mindfulness
 Telling your story

Developing knowledge and skills

Employment: recovery in action
 Getting the best from your ward round
 How to organise and chair meetings
 Better thinking about money
 Personalisation in mental health

2. The Placement Efficiency Project

The CNWL Placement Efficiency Project (PEP) has been introduced into Hillingdon to help address:

- the continued over reliance on residential and nursing home care; and
- reduce the costs of institutional care where community options are not immediately appropriate for the individual

The project had already successfully made efficiencies on placements for 5 of its commissioners. The project was extended to develop an Adult Social Care Hillingdon work-stream to primarily make efficiencies on a prioritised named patient list in existing placements and improve systems and processes. The PEP had also been shortlisted for the health services Journal annual awards.

As well as financial efficiencies, the PEP has supported LB Hillingdon to achieve the following during the project year:

An ongoing system of planned and regular reviews of out of area and in borough placements.

Working towards a clear plan and outcomes for each placement.

Raised awareness of the costs and quality of placements as well gaps.

Supported the development of the Hillingdon Complex Care panel

Application of CFC in identified mental health placements

PEP specialist clinical resources identified to support the process.

Good working relationships between clinical and finance.

Monthly PEP/LBH meetings (Regular communication around placements between CNWL and LB Hillingdon through monthly monitoring meetings)

The principal savings to date have been achieved through tighter and more structured reviews of current services users through a combined team of social workers and nurses. The intention is to expand into other areas necessary to sustain change, in particular supporting cultural changes in the approach of all front line staff to consider more rigorously alternatives to institutional care

The project is planning to make savings in Council-funded mental health placements of £336,000 in the current year. By the end of July it had achieved savings of £179,173 – 53% of its projected total.

Methodology

First Committee / Witness Session: 11th September 2012

The first session (including an officer background report) provided an overview of adult community mental health services in Hillingdon. It also examined how services were delivered in partnership with CNWL. The witnesses included:

- Sandra Brookes - Borough Director CNWL
- Joan Vessey – Acting Borough Director, NHS Hillingdon
- Fiona Davies – NHS Hillingdon
- Alan Coe - Mental Health Consultant, working for the Social Care, Health and Housing Department

Second Committee / Witness Session: 9th October 2012

The second session examined the opportunities for enhanced partnership working with both external partners and also internally between different Council departments. The witnesses included:

- Sandra Brookes - Borough Director CNWL
- Fiona Davies – NHS Hillingdon
- Alan Coe - Mental Health Consultant, working for the Social Care, Health and Housing Department
- Angela Manners – Rethink
- Diego Duarte – Rethink
- Jill Patel – Hillingdon MIND
- Khalid Rashid (Housing, Customer Management Team – Manager)
- Herbie Mann (Housing Options – Team Leader)
- Sinead Mooney (Older People, Housing Services – Housing Manger)

Site Visit: 1st November 2012

During this site visit, the Committee visited the social group run by Hillingdon MIND based at the Mead House Adult Community Mental Health Centre resource. This provided Councillors with an opportunity to hear about local service provision from staff and service users in an informal setting.

The Committee also visited the Mill House Adult Community Mental Health Centre. CNWL staff provided the Committee with an overview of the 'recovery journey' and the services available to service users as well as the important on going work being conducted to provide service users with the necessary support and advice to assist them back into the workplace.

Site Visit: 2nd November 2012

During this visit, the Committee visited the gym at the Riverside Adult Community Mental Health Centre to hear about the relationships between physical and mental health and the types of activities which were available to service users.

The Committee also heard from the Uxbridge Bike project⁴ about the skills this project developed as well as the positive social and networking skills this scheme provided.

Third Committee / Witness Session: 7th November 2010

The third session provided service users with an opportunity to provide their views on Adult Community Mental Health Resources and for the Committee to learn first hand about what was working well and where there was scope to improve services. The witnesses included:

- Witness A, a service user
- Witness B, a service user
- Witness C, a service user
- Robyn Doran - CNWL
- Sandra Brookes - CNWL
- Fiona Davies – NHS Hillingdon
- Linda Sanders - Director Social Care, Health and Housing
- Alan Coe - Mental Health Consultant, working for the Social Care, Health and Housing Department
- Dr Ellis Friedman – PCT / LBH Director of Public Health

Fourth Committee: 11th December 2012

The final meeting enabled the Committee to review a draft framework of the final report and to alter, amend and propose new recommendations to be included in the final draft report.

Site Visit: 12th December 2012

The purpose of this visit was to enable the Committee to hear the views of carers in relation to Adult Community Mental Health Provision. To do this the Committee visited the Rethink Carer's Group, based at Hayes Methodist Church, Hayes End.

Asian Support Groups

Awaiting information from MIND

Housing Support Services and Provision

Housing Support

The service is designed to help clients with advice and support in the following areas:

- Help with setting up their new home
- Help to understand official letters and documents including their tenancy conditions
- Help maximising benefit claims, budgeting, paying bills including rent, arrears or any other debts
- Help to settle into their new community and to access local services including linking in with specialist support
- Helping clients to learn how to look after their home, including for some getting a handy person service
- And much more but it is NOT hands on personal, clinical or health care, or professional counselling.

Community Housing- Managing tenancies:

- Community housing provide support and advice as well as taking appropriate enforcement action to resolve any tenancy and neighbourhood issues
- Refer tenants onto appropriate services including ILSS, community safety team, social services etc; to ensure appropriate support is offered
- Joined up working with key services such as mental health.

Tenant Support

- 90% of tenants have a form of vulnerability
- Common causes for tenancy failure during the probationary period are rent arrears, ASB
- Probationary/secure tenancies
- New tenant visits
- Tenancy verifications.

Sheltered Housing

- Residents to have the choice to live safe, healthy, independent lives in supportive schemes
- Age 60 plus
- 21 sheltered schemes across the Borough
- Daily presence of a scheme manager
- Focus on activities and support

Extra Care Housing

- Residents have their own self-contained flat, with the reassurance of 24 hour on site care and support services
- Excellent shared facilities, including a café and dining area, lounge, garden, shop/kiosk, activity space, laundry and hairdressing.
- Independent living for over 55's with a range of physical, sensory and learning disabilities

Site Visits held on 1 and 2 November 2012

Mead House – Themes Emerging:

The councillors visited the social group run by MIND which they use the Mead House premises for.

General Perceptions

- Mead House (MH) was a popular service
- Most service users attended MH several days per week
- The service catered for a wide variety of age groups
- MH activities included a pool table and free wi-fi access to the internet
- MH staff and MIND staff were well liked and often knew service users histories and so service users felt confident to interact with them
- MH provided a safe environment in which to meet people and make new friends. This was extremely valuable, as mental health issues could make people feel socially isolated.
- The overriding feeling was that 'everyone was in the same boat'. There was no stigma attached to mental health amongst those attending MH.
- MH provided lunches and the proceeds from these covered costs. Any surplus money was saved towards activity days - i.e. hiring a mini bus

Travel

- Most service users travelled by foot, as they could not use public transport as this was too stressful. Others used Dial a Ride or taxis

Weekend Provision

- MH closed over the weekend. Most service users expressed the hope that MH could remain open over part of the weekend. However there were cost considerations and limited staff resources to consider
- Service users explained that their health could decline over the weekend due to feelings of isolation and minimal social contact. MH provided structure to some service users days when it was open during week days
- Service users were aware there was weekend provision based at the Pembroke Centre in Ruislip Manor. However this was difficult to get to as there were travel, cost and time issues to consider. Travelling to provision in the north of the borough was not an option for those service users which could not easily travel by public transport
- In addition, if a person was in crisis, service users were aware they could contact a key worker or a duty officer. Experiences were mixed and some of the advice provided to service users could have been more constructive.

Service User Experiences

- In periods of crisis there were high levels of contact with key workers.
- When service users were not in crisis there were long periods without any contact. Service users were concerned that this meant that key workers or care co-ordinators were less likely to be able monitor their health effectively or be in a position to note any changes to their mental health needs and be less likely to react to triggers

- Triggers were factors which might result in changes to mental health needs:
- Anniversaries, the Christmas holiday period, apprehension about benefits or housing applications or the forthcoming changes to benefits
- It was noted that currently if a person required assistance with Housing needs the onus was on the service user to request help. It was suggested that if this were changed and a basic assumption was made that everyone needed help and all the service user needed to do was decline this, there would be less likelihood of people 'falling through the net'.

Mill House – Themes Emerging

- **The recovery process** involves all mental health services. It is based in the community and involves the service user's family
- The recovery process can be likened to diabetes (as a physical issue) in the sense that mental illness is something someone may never fully recover from, it is lived through on a day by day basis but those affected can continue to live a full life
- The recovery process is service user led and the service user is encouraged to define what recovery means to them. Service users are at the centre of the process
- Whereas the medical model (to mental illness) is to suppress (control and manage) symptoms, the recovery model examines what the service user can do rather than what they cannot and looks at their skills, dreams and aspirations

The Recovery College

- Plays an active role. This based on a WRAP (Wellness and Recovery programme) group which began in the United States by a service user
- Staff are currently undergoing training but it is hoped courses will be running from the New Year on: introduction to managing stress, telling your story, getting the best from your ward round and 'a good nights sleep'. More courses will be run in the future.
- Recovery College training is available to all staff. Carers can go these courses too.
- The Recovery College and Well Being Group run a an 8 week course- run by Occupational Therapists from the Rehabilitation Unit, Nurses from Rehab and Service Users
- The purpose of the course is to assist service users put a recovery plan together. **Recovery plans** can be shared with friends, family and carers. These are useful tools as they can be used to:
 1. spot early warning signs
 2. they look at the resources required to manage the service users condition
 3. look at relapse signatures.
 4. the factors that have been helpful in past periods of crisis
 5. post discharge conditions and the environment the service user will enter
 6. assist service users with their CPA (Care Programme Approach)
- Each week, service users will meet in small groups to complete their recovery plans and speak to the group about how they are recovering and their recovery journey.

- CNWL know this approach is effective from service user feedback

Dual Diagnosis (drugs and alcohol)

- This is one of the largest challenges today as both are readily available and offer escapism (albeit for a very limited time). People with mental health issues are vulnerable and sometimes isolated and therefore can be easy targets for those who sell drugs. Joint working with HDAS and the dual diagnosis worker support these individuals
- Compliance / non-compliance with medication. Service users in crisis have been known to 'disappear' and reappear several days later with little or no recollection of events. The challenge is to improve the local support systems.
- Sometimes service users who have been well for long periods decide to stop their medication as they feel that they are better and no longer require the medication
- Members commented that a large part of the (recovery) challenge related to changing people's mindsets
- To help people move on - At present, the role of staff is to 'carry the hope' for the service user and help service users move from a pre-contemplative stage to contemplation
- In response to a question about whether there were enough mechanisms to help people progress. Members agreed that a number of small incremental steps were required to help people toward independence. However it was vital that there were support networks in place

Employment

- Individual Placement Support Model is used to help people back into paid roles. These are people who have previously worked, returned or are new workers
- The support CNWL provide to service users is not time limited
- CNWL liase with the Council, benefits team and other agencies to assist service users.
- CNWL also sign post useful services, can assist with ICT training and help service users access the resources at local libraries. CNWL encourage service users to incorporate positive statements into job applications highlighting the positive contribution the applicant can make and underlining the support networks they have. If a service user is successful and is invited to interview, CNWL staff can assist in role playing to enhance people's interview skills.
- A considerable amount of time and effort is spent by Occupational Therapy staff into preparing clients for work. Activities include: building service user confidence, anxiety management, graded returns to work and assistance with using public transport. The long term goal is paid employment.
- Numeracy and literacy are key skills. Often, these require some work as part of the service user's long journey back to work.
- Of 55 referrals by CNWL in 2011/12 – 14 had positive outcomes (paid employment, volunteering or returning to education – target was 12 outcomes).
- Since April 2012, there have been 21 referrals

- CNWL'S role includes building a relationship with The Job Centre and local partners including: Green Acres, OEA representatives, Rethink, Employment Link and linking the Chamber of Commerce to local colleges and Universities

Get into Reading

- Service users meet in small groups and read a short chapter / section from a book or a poem.
- The shared reading experience aims to link the issues highlighted in novels to real life events
- It is hoped these CNWL groups can restart from January 2013.
- Reading groups aid concentration and literacy skills and are also about using a medium of self-expression and providing a united experience. They also provide social networks.
- The aim is to have service user led groups in the community
- Other creative groups might include art, music and drama

Site Visits to Riverside Gym and the Bike Project, 02 November 2012

Members in attendance:

Cllr Sukphal Brar
Cllr Peter Kemp
Cllr June Nelson
Cllr John Jackson

Riverside Gym

- Time was spent discussing the benefits of the gym and the five-a-side football teams the rehab service supports.
- Football offers not only a social activity, relieving isolation and encouraging fitness, but also a career path as a number of participants go on to qualify as football coaches

Bike Project – Uxbridge

- The re-cycle a bike project in Uxbridge centre is an innovative and creative scheme recycling and repairing bicycles.
- The workshop enables service users, local students and other unemployed people to become skilled in bicycle maintenance and repair and supports them to go on training courses.
- The project is integrated in the community and fulfils a much-needed role as there is no other specialist bike repair store in the town.
- The project has linked in with several local partners including the police, Brunel university and Healthy Hillingdon
- Both projects had funding difficulties. Members suggested ways in which the football teams might access various sources of funding to assist with pitch hire etc.
- The bike project has received funding from selling bikes, a market stall, fresher's fair at Brunel and the LCC (London cycling campaign)

- The bike project also has a location difficulty as it is situated in a very small rent free workshop. However due to its popularity the scheme has outgrown its premises as they have over a dozen volunteers working every afternoon. The project was hoping to get assistance to help find larger premises.

Further discussion points

- How to jointly work together to reduce the stigma of mental illness
- Promoting good mental health in all citizens in the borough
- Supporting those with mental health issues to integrate into the community and feel supported to do so by all staff. How we promote social inclusion in the borough.
- Provision of a range of venues throughout the borough to run Recovery courses.
- A central point in the borough for Recovery (our own satellite recovery college)

**Site Visit to Hayes Methodist Church, Rethink Carer's Group
12 December 2012**

Social Services, Health and Housing Policy Overview Committee

Members in attendance:

Cllr Judith Cooper
Cllr Patricia Jackson
Cllr June Nelson
Cllr John Major
Cllr Mary O'Connor

Mead House – Themes Emerging:

The councillors visited the carer's group run by Rethink which they use the Church premises for.

The following views were expressed:

- Communication difficulties
- Lack of information on medication and side effects
- Attitude of psychiatrists
- Poor continuity of care
- Difficult to re-engage with the service
- Poor support in a crisis
- Good care co-ordinators highly valued
- Concerns and complaints receive no response
- Care co-ordinators not allocated
- Worry about care of loved ones after the carer has died
- Poor attitude of staff and lack of information in the inpatient unit
- High staff turn over
- Ineffective crisis service
- Better publicity of services

Witnesses and contributors to the review

- Robyn Doran - The Director of Operations and Partnerships, CNWL
- Sandra Brookes – The Borough Director and Service Director Assessment and Brief Treatment Service Line
- Joan Vessey – Acting Chief Operating Officer, NHS Hillingdon
- Fiona Davies – Joint Commissioning Manager, NHS Hillingdon
- Dr Ellis Friedman – PCT / LBH Director of Public Health
- Linda Sanders - Director Social Care & Health
- Neil Stubbings – (then) Deputy Director Social Care & Health
- Moira Wilson – Deputy Director Social Care, Health and Housing
- Alan Coe - Mental Health Consultant, working for the Social Care and Health
- Andrew Theideman – Interim Service Manager
- Khalid Rashid (Housing, Customer Management Team – Manager)
- Herbie Mann (Housing Options – Team Leader)
- Sinead Mooney (Older People, Housing Services – Housing Manger)
- Angela Manners – Rethink
- Diego Duarte – Rethink
- Jill Patel – Hillingdon MIND
- Graham Hawkes – Hillingdon LINK
- Witness A, a service user
- Witness B, a service user
- Witness C, a service user
- Mead House Staff – Cherry Hall, Hillingdon MIND
- Service Users – Mead House
- Key Staff at Riverside Resource Centre – Nick Gore, Sports Technician
- Key Staff at Riverside Resource – Hannah Pall, Senior Occupational Therapist
- Nick – from the Uxbridge Bike Project
- Key Mill House Staff – Katherine Simms, Lead Occupational Therapist / ABT Service Line
- Key Mill House Staff – Brenda Proud, Specialist Occupational Therapist
- Key Mill House Staff – Kosar Khan, Senior Occupational Therapist
- Key Mill House Staff – Poonam Gadher, Occupational Therapist
- Members of the Rethink Carers Support Group, based at Hayes Methodist Church, Hayes End

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WORK PROGRAMME AND MEETING DATES IN 2012/13

Contact Officer: Charles Francis
Telephone: 01895 556454

REASON FOR ITEM

This report is to enable the Committee to review meeting dates and forward plans. This is a standard item at the end of the agenda.

OPTIONS AVAILABLE TO THE COMMITTEE

1. To confirm dates for meetings
2. To make suggestions for future working practices and/or reviews.

INFORMATION

All meetings to start at 7.00pm unless otherwise indicated.

Meetings	Room
19 June 2012	CR 5
31 July 2012	CR 5
11 September 2012	CR 5
9 October 2012	CR 5
7 November 2012	CR 6
11 December 2012	CR 5
30 January 2013 * - 6pm	CR 5
27 February 2013	CR 5
27 March 2013	CR 5
24 April 2013	CR 6

PART 1 – MEMBERS, PUBLIC AND PRESS

Social Services, Health and Housing POC – 30 January 2013

Social Services, Health & Housing Policy Overview Committee

2012/13 DRAFT Work Programme

Meeting Date	Item
19 June 2012	Review Topics 2012/13
	Population Flows and the Impact on Housing Services in Hillingdon – Progress Report
	Cabinet Forward Plan
	Work Programme

31 July 2012	Major Reviews in 2012/13 - Scoping Report and Discussions
	Budget Planning Report for SSH&Hsg
	Cabinet Forward Plan
	Work Programme

11 September 2012	Major Reviews in 2012/13 – First Review
	Witness Session 1 / Background report
	Annual Complaints Report - SSCH&H – (moved to 7 November)
	Cabinet Forward Plan
	Work Programme

9 October 2012	Major Reviews in 2012/13 – First Review
	Witness Session 2
	Safeguarding Vulnerable Adults – Annual Report
	Cabinet Forward Plan
	Work Programme

PART 1 – MEMBERS, PUBLIC AND PRESS

Social Services, Health and Housing POC – 30 January 2013

7 November 2012	Major Reviews in 2012/13 – First Review Information report & Witness Session 3
	Major Reviews in 2012/13 – Second Review Scoping report (provisional) – deferred to December
	Update on previous review recommendations
	Annual Complaints Report - SSCH&H
	Cabinet Forward Plan
	Work Programme

11 December 2012	Major Reviews in 2012/13 – First Review Draft Framework Report / Draft Recommendations
	Major Reviews in 2012/13 – Second Review Scoping report
	Cabinet Forward Plan
	Work Programme

30 January 2013	Budget
	Major Reviews in 2012/13 – First Review Draft Report
	Cabinet Forward Plan
	Work Programme

27 February 2013	Major Reviews in 2012/13 – Second Review Witness Session 1
	Major Reviews in 2012/13 – First Review Final Report
	Cabinet Forward Plan
	Work Programme

PART 1 – MEMBERS, PUBLIC AND PRESS

Social Services, Health and Housing POC – 30 January 2013

27 March 2013	Major Reviews in 2012/13 – Second Review Witness Session 2
	Cabinet Forward Plan
	Work Programme

24 April 2013	Cabinet Forward Plan
	Work Programme
	Major Reviews in 2012/13 – Draft Final Report