

# Housing & Homelessness Strategy 2015-20

## Final Draft

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## Foreword

Welcome to Gloucester's new Housing Strategy which sets out our plans for ensuring new homes are delivered and improving existing homes and services within our neighbourhoods in the City.

I know how important it is to make available a range of homes that are affordable for all pockets, and to ensure there are a range of properties available that meet the needs and aspirations within the City. We all recognise the need for choices concerning our homes; we know that one size doesn't fit all.

It is also important that we make sound plans for housing in the future, by anticipating the growth of the City, including providing for the increasing numbers of older people who will be present in our communities; ensuring the right housing support services are available for those who may need them, either in the short or longer term; and encouraging communities to be involved in developing informal support arrangements, within their own neighbourhoods should they wish.

We mustn't underestimate the role housing can play for the City in underpinning economic growth and supporting the local economy. We recognise the importance of keeping the construction sector moving, building attractive homes and neighbourhoods for those wishing to come and live and work in the City, whilst creating opportunities for trades people & professionals and in the provision of new jobs and apprenticeships for young people.

In difficult economic times, making good use of our resources is more important than ever, so building good quality homes that make efficient use of fuel and keep bills low and making sure that existing homes are as well insulated as they can be, is vital.

Tenants and other residents have come to expect the highest quality services and for a range of housing options to be available, including to those at risk of homelessness. We value our staff and partners providing housing services here in the City and I share in the ambitions of Gloucester City Homes, our other Housing Associations, and Registered Provider partners to continue to drive

up standards by listening to, and involving their customers.

We shared our plans with residents and those people with an interest in housing during the Summer of 2014 and used their feedback when shaping our strategy.

We all wish to see good quality homes and neighbourhoods we can enjoy and take pride in and for Gloucester to thrive. I welcome working with our communities and partners to make that happen.

**Councillor Colin Organ**

**Cabinet Member for Housing & Health & Leisure**



## The City Vision

A shared vision for the City is that **“Gloucester will be a flourishing, modern and ambitious City, which residents can enjoy”**.

This housing strategy is designed to share our plans for housing activities to support the delivery of our “City Vision”.

**Our City** - Currently the population of Gloucester is around 121,688 comprised of around 50,363 households and this is expected to grow by approximately 1% per year over the next twenty years.

## Our Vision for this Housing Strategy

**For Gloucester to be a flourishing place where people can find homes that are affordable to them, that meet the needs and aspirations of their families; and for those homes to be within supportive neighbourhoods that promote success, and where respect and community value are common-place.**

### Summary of Our Key Objectives

1. To increase the availability and quality of homes
2. To have the right types of homes available for City residents.
3. To reduce homelessness
4. To foster good community health & Wellbeing.

The key objectives above serve to create a greater focus on the housing issues we are experiencing here in Gloucester and add to those from the Housing Strategy for England. The national strategic objectives are about: -

- Providing help for home buyers
- Help for House-builders
- Improving Fairness in Social Housing
- Action on Empty Homes
- Supporting Older People to live independently

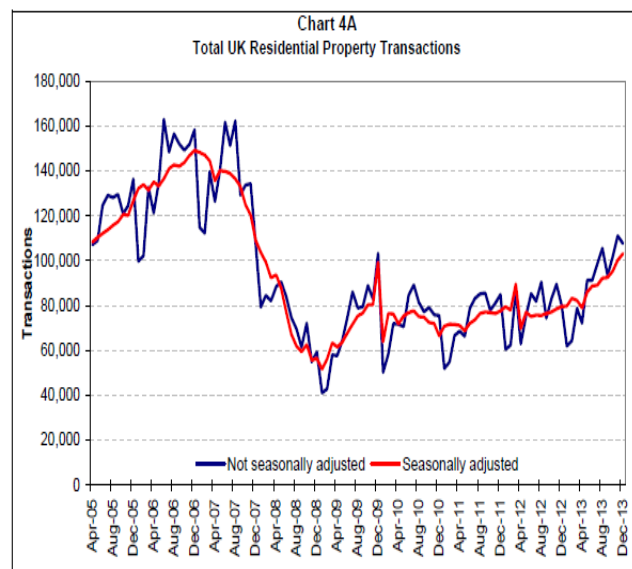
## Introduction

**Housing should provide a secure foundation for individuals to live the lives they want to live. Finding the right home, in the right place, can be**

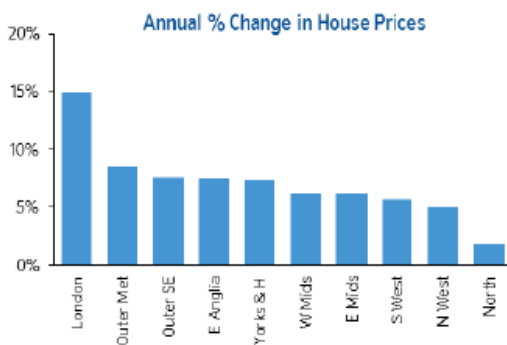
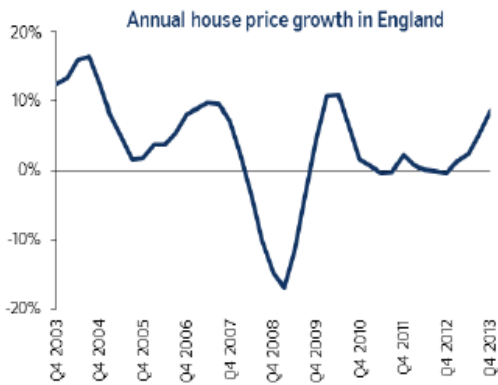
**an essential platform for people seeking to support their families and sustain work.** Laying the Foundations - A Housing Strategy for England 2011 (CLG, 2011)

This strategy was created during fairly uncertain economic times as listed below, although there were some promising signals emerging in the housing market. With a fragile economic recovery underway our resources still need to be used to best effect.

- National house-building levels have been at some of the lowest levels in peacetime history.
- Mortgage availability has been poor, in particular for first time buyers without deposits.
- Improved buoyancy coming about in the housing market via ‘Help to Buy’ supporting many first-time buyers although the housing recovery is still relatively fragile.
- Nationwide Building Society report that all UK regions saw annual price rises in 2013. Reports indicate a 5% increase in house prices for Gloucestershire in the last year, although nationally prices are around 4% below 2007 peak.
- Property transactions have improved although still not above levels pre market downturn levels in 2007.
- Currently inflation is at record low levels, not seen since 2001, the CPI 12-month rate (between Dec 2013 and Dec 2014 stood at 0.5%. Low inflation means interest rates can remain low also, preventing rises in mortgage costs. The Bank of England currently envisages this will change in the medium term.



HMRC 2014



Nationwide Building Society 2014

In these circumstances, we recognise the importance of linking our plans to those of our partners, which are set out in other strategic documents; such documents include the City Vision and Plan, the emerging Regeneration and Economic Development Strategy, the Health & Wellbeing Strategy, the Supporting People and Interim Regeneration Strategy.



Our population profile is fairly consistent with the national situation, with 89% of the population being white, which is slightly higher than the

national average of 85%; but in the South West region Gloucester has one of the highest proportions from the black and minority ethnic (BME) community, standing at 11%, a slightly lower level than Bristol with 16% (Census 2011). Recognising and embracing the diversity within our neighbourhoods will help us understand how best we can support communities, including the way we respond to community led initiatives, to ensure our neighbourhoods are the best they can be.

70% of households own their own homes, 15% rent privately and 14% rent from Registered Providers (RPs) and the Council and 1% live rent free.

The population projections for the City are shown below.

	2012	2017	2022
<b>0-17</b>	30.9	32	33.6
<b>18-65</b>	73.7	75.9	77.6
<b>66+</b>	19.0	21.4	23.9
<b>Total</b>	123.4	129.5	135.2

Figs in thousands correct to 1 decimal place - 2012 Population Projections

### Housing Tenure in the City

Tenure	Gloucester Number	Gloucester %	England %
Owned with Mortgage	19,129	38	31
Owned Outright	14,729	29	33
Private Rented	8,755	17	17
Local Authority	3,921	8	9
Registered Provider	2,793	6	8
Shared Ownership	557	1	1
Living Rent Free	479	1	1
<b>Total</b>	<b>50,363</b>	<b>100</b>	<b>100</b>

Census Table KS402EW 2011

### Achievements from our last strategy

- Since 2005 **1521** affordable and below-market cost homes have been built in the City.
- The development of 166 homes at the Extra Care Village offering an independent, yet companionable environment for older people.

- Over the last three years, prevented 2035 households from becoming homeless
- Facilitated mortgage rescue resulting in over 30 households being able to remain in their homes.
- Assisted more than 300 people through the Gloucester Homeowners Assistance Scheme to prevent them losing their home.
- 100% Decency in City Council housing stock
- Developed a cost effective Sanctuary Scheme to offer additional security measures for those victims of domestic violence.
- To move from over-night shelter provision for rough sleepers, to 'assessment and support' provision.

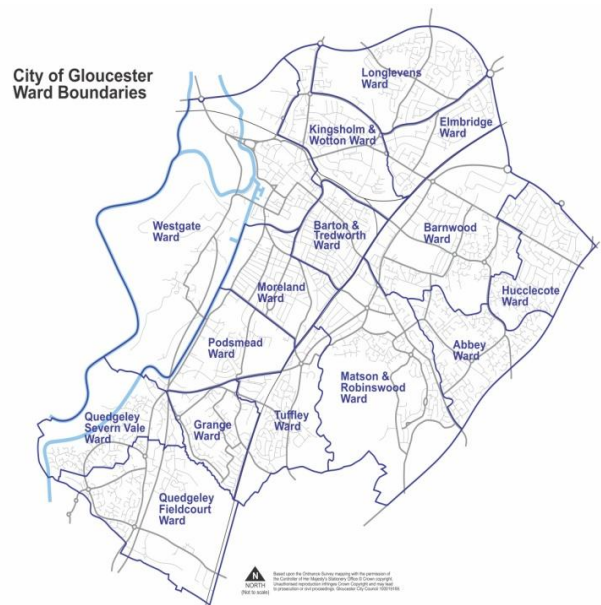
### Why do we need a Strategy?

- To communicate our proposals to residents of the City.
- To identify the priorities for focus and investment to our partners and stakeholders, in order that we can direct resources to deliver the best possible results for Gloucester.
- To link our local priorities with national plans and ensure the availability of good quality housing that supports growth and prosperity here in the City.
- To meet the requirements of the Homelessness Act 2002, the Local Government Act 2003 and the Housing Act 2004.

### Where do we need to focus our efforts?

- We use as a tool, a collection of statistics related to income, employment, health, education, housing, quality of living environment, access to open space and crime to help us understand some of the areas that need our support most of all.
- Whilst the statistical information is useful to us, we mustn't overlook the strengths that exist within all communities (sometimes referred to as assets) so that we avoid focusing only on what a community's needs appear to be, and take advantage of the strengths that exist also. We believe that there are benefits by working together with communities; that it can lead to more effective community activity and leadership, and a better way of delivering other external support or investment.

- Our City Vision document developed with partners and residents, sets out shared priorities for the City. At the core of our vision for the City is the desire to reduce deprivation, and this cuts across our plans for improved prosperity and better outcomes for our communities.
- Based on findings from a City Council project that reviewed the housing stock and community outcomes, the following areas: - Podsmead, Matson & Robinswood, Westgate, and Kingsholm & Wotton, were considered to be those that should be prioritised for investment. It is our intention for this strategy to focus attention within these areas, whilst sustaining high standards within all of the City Council's housing stock.
- We wish to work with communities to shape investment and improvements into our homes and neighbourhoods, and increase numbers of affordable homes. We want to ensure we have a good mix of property types to suit all needs and incomes, and support initiatives that improve employment, safety, and well-being which is hoped, will bring about wider improvements.



### More than just housing

We wish to ensure that there are suitable housing choices for those wishing to live in the City, whilst also recognising that housing is so much more than that.

Housing provides that place of safety; that place to nurture educational development and employment and aspiration; that place to enjoy as families or communities; the place to foster a sense of well-being, and at other times to recover and receive support.

Therefore this Strategy is designed to set out our key priorities for housing, as well as supporting a range of broader activities to make Gloucester a great place to live and work.

## **Strategy approach**

The strategy is separated out into four sections, one around each of the key objectives to be pursued. Each of those chapters sets out the key matters relating to the objective and provides the context to the current position in the City. Each chapter then moves toward considering our intentions toward delivering the objective.

Finally the strategy considers the resources available to deliver its objectives and provides an action plan that guides our early interventions toward delivering the strategic aims. The action plan will be reviewed annually to assess the progress toward delivering the objective, and whether our actions have been delivered, need to continue or be varied.

## Key Objective 1

### To increase the availability and quality of homes to underpin economic prosperity

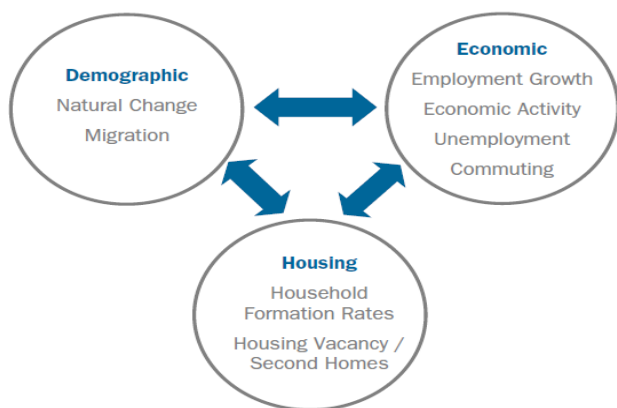
#### Where are we now?

In comparison with other districts in the County, over the next twenty years, the projections indicate that Gloucester's population will continue to grow significantly.

For the City Council to meet the requirements of the Government's National Planning Policy Framework (CLG, 2012) a Local Plan must demonstrate how it will meet the objectively assessed housing need (OAN) and show how it will meet that objectively assessed need, for both market and affordable housing.

As well as demonstrating the overall number of homes to be delivered, it is important that we also encourage the right size, type and mix of homes in order that the right homes are built.

ONS Interim Sub National Population Projections 2011 have confirmed expectations of an ageing population in the county and City and this is expected to continue over the next twenty five years. Whilst Gloucester will see a significant growth of the numbers of older people, by contrast to other Districts in the County, Gloucester will still have the highest population of younger adults and will be the only district to see an increase in the population of children and young people.



( Nathaniel Lichfield & Partners, 2012, p. 20)

We have assessed a number of pieces of research and data in order to consider the right

levels of homes to develop, which take into account of matters such as natural demographic change including births, deaths, relationship breakdown. We have also wanted to understand the level of development necessary to sustain and create economic growth and prosperity in the future. Using natural population growth projections as a guide on their own would mean we would be unlikely to build sufficient homes to sustain the levels of economic growth that we require to support a growing economy. We therefore need to plan the delivery of homes carefully and ensure they are in the right locations, to enable the local economy to thrive in the future.

A range of evidence supports the development of our '**Joint Core Strategy**', which is a plan for Gloucester, Tewkesbury and Cheltenham that sets out our intentions and identifies suitable locations for development throughout the districts up to 2031.

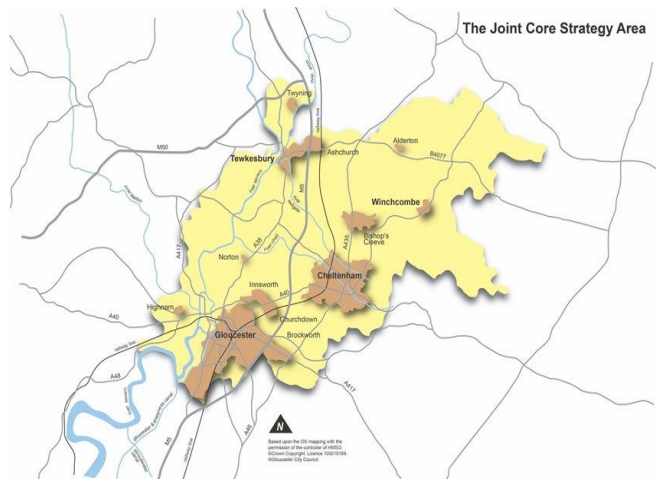
The Core Policies within the JCS are linked to three primary ambitions: -

- A thriving economy
- A sustainable natural built and historic environment
- A healthy, safe and inclusive community

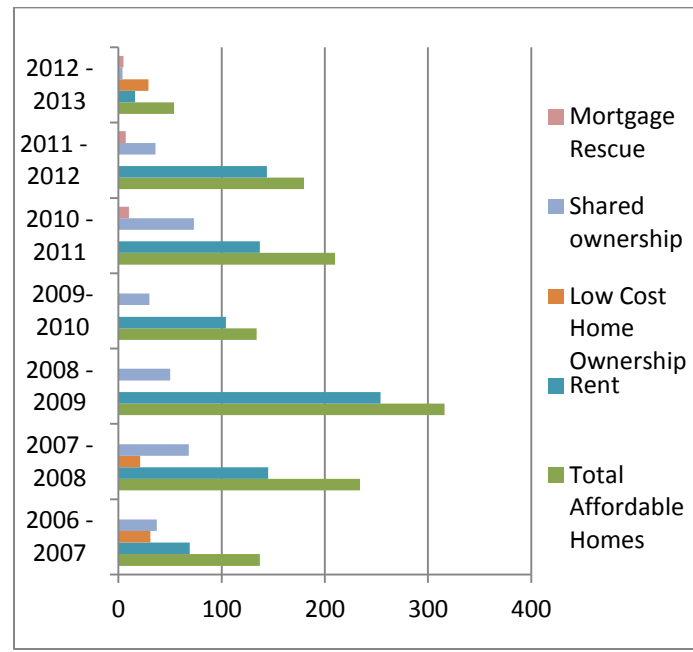
Since the October 2013 JCS evidence base report concerning Objectively Assessed Need (OAN), there has been a revision due to a number of new pieces of evidence becoming available, most importantly that concerning formation rates with the 25-34 age cohort. Revised data suggests a 'partial return to trend', which has the effect of reducing the OAN from 33,200 to 30,500, a reduction of 8%.

The breakdown of need for dwellings by District is identified below (Submission JCS November 2014).

Gloucester	Cheltenham	Tewkesbury
11,300	9,100	10,100



( Nathaniel Lichfield & Partners, 2012, p. 7)



**Delivery of Affordable Homes in Gloucester 2006-13**

Between 2005-2010, the majority of affordable homes were provided through planning obligations for large residential development. The Kingsway development at Quedgeley in particular, has contributed a significant amount of our newer supply of affordable housing.

Whilst housing secured via planning agreements will still contribute to the supply of affordable homes, many sites in the City do have constraints. We therefore need to continue to maximise affordable housing through this route, but also work with Registered Providers (RPs) to identify land or other opportunities for bringing forward sites independently, in order to ensure that we have the best chance of maintaining a good supply of new affordable homes.

We encourage Developers to have engaged with Registered Providers and be in contract before undertaking viability appraisals incorporating all resources that the RP and other stakeholders will bring to the development.

**Brownfield Sites and Contaminated Land**

Along with many other parts of the UK, Gloucester has a long industrial history, which has resulted in a legacy of Brownfield (previously developed) sites, many of which are also affected by potential ground contamination.

**City Plan**

This housing strategy has been developed alongside the [City Plan](#). The City Plan will be used to define the approach to delivering the City vision; and will include agreed locations for development, development targets and thresholds for delivering affordable homes. This housing strategy is intended to provide further detail regarding the approach to housing within the City,

**Development of New Affordable Housing**

Development of affordable housing has fluctuated, partly reflecting changes in the economy and availability of funding.

The table below shows delivery of affordable housing in the City between 2006-2013.



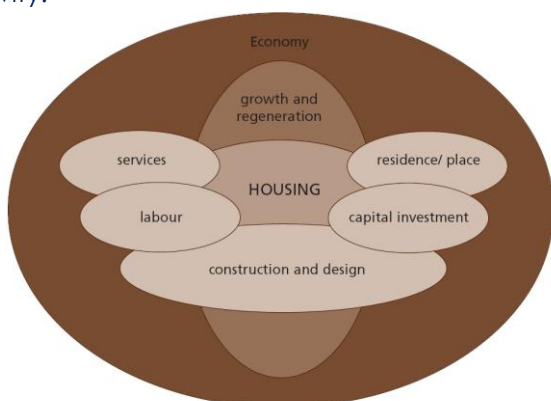
The safe, effective and affordable assessment and remediation of contamination is increasingly understood and information is readily available, and as long as good quality and timely advice is obtained, the potential presence of contamination will rarely present a significant barrier to the development of Brownfield and potentially contaminated sites.

Contamination is often a factor that Developers bring to our attention when assessing the level of planning obligations required for development in the City. We intend through the Joint Core Strategy and City Plan, to review and set out our target for the provision of affordable homes that we believe is at a deliverable level.

The Council is committed to delivering to an appropriate affordable homes target requirement through our Plan, and with good evidence available regarding land conditions, this should minimise uncertainties with the identification of abnormal costs associated with contaminated land. Where abnormal costs are identified, we will explore options to attract grant subsidy to try to ensure the delivery of affordable homes is still possible.

### Housing, the Economy and Employment

Research suggests housing plays a fundamental role in place shaping, contributing to attractive localities and neighbourhoods, which draw in investment by businesses and supports business activity.



The draft JCS proposes a minimum of 30,500 new homes across the JCS area together with land to support 28,000 new jobs. This level of development will be delivered primarily through maximising the capacity of the urban areas with the development of a number of urban

extensions on the edges of Cheltenham and Gloucester and strategic allocations at Tewkesbury.

Private rented sector housing does have the advantage of offering flexibility for people to move, to access employment, on an initial or temporary basis.

We recognise Registered Providers (RPs) as important partners in bringing substantial investment to the City and contributing to regeneration and the creation of new high quality neighbourhoods for people to live in. In addition many RPs recycle surpluses back into neighbourhoods and provide financial advice and support; promote safe lending organisations to their residents; and often develop initiatives to challenge low aspirations. These activities see RPs step beyond their boundaries and engage communities in ways that directly and indirectly support economic activity.

In addition, RPs also contribute in wider schemes to support education, training and the employment of residents within neighbourhoods.

The City Council wishes to consider proposals to develop 'Live Work' hubs or similar schemes, where business and accommodation units can be combined; in particular to aid the start up of new businesses. We will wish to explore suitable locations for development and appropriate accommodation options with the business community.

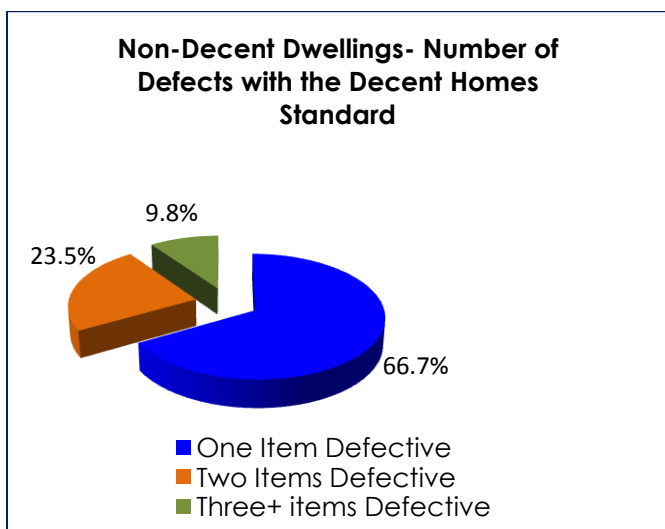
### Condition of Our Housing Stock

#### Decency in Registered Provider Stock

In recent years Housing Association stock has had higher standards of 'decency' due in most cases to more recent period of construction, and raised construction standards. According to the HCA's Statistical Data Return for 2011-12 only one property in the City was recorded as not meeting the Decent Homes Standard. We encourage RPs to continue through their 30 year business plans, ensure these homes remain 'decent' at least.

#### Decency in Private Sector

It was reported in the Private Sector House Condition (David Adamson & Partners, 2011) Survey in 2011 that 8,250 dwellings (17.7%) of homes were rented from a private landlord (These statistics vary slightly from those provided by the census shown above due to self declaration). Of those dwellings, 76% met the requirements of the Decent Homes Standard and can be regarded as satisfactory. The remaining 11,154 dwellings (24.0%) are non-Decent.



(David Adamson & Partners, 2011, p. 39)

The cost of addressing non-Decent homes was estimated at £55.804M averaging £5,003 per non-Decent dwelling. With the exception of disrepair, housing conditions are generally better than the national average for all dwellings. The level of non-decency in Gloucester (whilst better than the national picture) is attributed to an increase in general levels of disrepair in the stock, particularly in the older housing, the private rented sector and in the Moreland and Westgate wards.

A continuing deterioration in the repair of homes presents some risks for the health and wellbeing of households who live in them.

### The Council's Housing Stock – Decency & Regeneration

The Council's housing stock of approximately 4500 properties is at present managed through our Arms Length Management Organisation 'Gloucester City Homes' (GCH).

Investment of £38.6million has taken place within the Council's housing stock since October 2007

with 100% of our homes meeting the decency standard.

The maintenance of the housing stock was managed by means of a Property Investment Programme which was phased over five yearly stages covering the life of the 30 year business plan, the existing [plan](#) (GCH , 2012) was to have run between 2012-17. The plan reflected the new self-financing arrangements for the Housing Revenue Account (HRA) from 1st April 2012, however it has identified that the funds available will be insufficient to maintain the current levels of 'Decency', or to be able to develop any new affordable homes. Part of the reason for this, is high costs associated with refurbishing non-traditional stock, and also that a self-financing debt cap of £62.75 million to be reached in 2014, whereby the Council will be unable to borrow further funds for stock improvements.

In order to ensure that the Council's housing stock can be maintained to a 'decent standard' at least, further options for obtaining the necessary funding needed to be considered. Due to the financial circumstances outlined above, a ballot of the Council's secure and introductory tenants was undertaken between August and September 2014, with 63.7% of tenants (3,357) voting, and 89.1% (2,969) of votes cast were in favour of the transfer of the housing stock. This will ensure alternative financial arrangements that weren't available to the Council can now be secured to ensure the maintenance of the stock.

The City Council's [offer document](#) to tenants (Gloucester City Homes, 2014) contained a set of promises that would be kept should the transfer be approved. The promises included:

- Repairing and maintaining tenants' homes
- Improving tenants' homes and neighbourhoods
- Delivering excellent housing services by putting customers first
- Involving and empowering tenants
- Supporting independent living for older and vulnerable residents
- Delivering value for money services, ensuring every penny counts
- Building more affordable homes
- Investing in communities

Commitments to delivering new affordable homes and investment in two priority areas, that is Matson and Podsmead, will be pursued to underpin the Council's desire to secure improvements in neighbourhoods, and to decrease any associated deprivation.

The Resources section of the Strategy provides further information regarding the options to maintain the decency of the Council stock and regeneration of parts of the stock.

## City Wide Regeneration

In order to make best use of our resources, we need to use those assets we already have and check whether they are fulfilling their potential; or whether there are opportunities to redevelop existing buildings or homes to create new housing solutions.

The emerging Regeneration and Economic Development Strategy proposes six key objectives: -

- Delivering major development sites
- A vibrant City centre
- Small Sites
- Local Communities and Urban Regeneration
- Jobs and Growth
- Working in partnership with Gfirst and adjoining local authorities to influence and achieve opportunities for growth beyond our boundaries.

There is a focus on delivering homes in the City Centre, and seeing major sites come to fruition such as Blackfriars, including the Fleece Hotel, The Quays, including Bakers Quay; developing and implementing an estate based regeneration programme; and supporting the delivery of strategic housing and employment sites outside of the City's boundary.

In parallel with the Regeneration and Economic Development Strategy, a separate strategic response is being prepared concerning the City Centre itself, given the enormous benefits that can ripple out from its success. The approach to the City Centre also includes the ambition of increasing the availability and quality of homes within the City Centre.

With the changing profile of the High Street, there are opportunities we will explore concerning the potential range of uses of vacant or less successful locations, including conversions to residential accommodation to support the success and vibrancy of the City centre.

## Dwellings with Hazards

The Housing, Health and Safety Rating System is the current method by which risks to a resident(s) health and safety are evaluated. This is conducted by means of a formula, based on probability and the outcome of possible harm, a score is then provided.

Using hazard bands, risks are categorised into either Category 1 or 2 and under the Housing Act 2004, a Local Authority is placed under a general duty to take appropriate action in relation to Category 1 hazards, those in category 2 give rise to discretionary powers to Local Authorities.

Research by Adamson & partners in 2011 has identified that the most frequent Category 1 hazards encountered, were risks and falls from excess cold. Category 1 hazards were most likely to be found in the private rented sector, the older housing stock, Houses in Multiple Occupation (HMO's) and in the Moreland and Westgate Ward.

There are established relationships between housing conditions and ill health, resulting in implications for local NHS expenditure. One off costs to address the Category 1 hazards in Gloucester is estimated at £7,099M but would attract NHS savings locally of £0.484M per annum (a payback of 14.7 years).

## Empty Homes

In the years 2009 to 2014 the number of empty homes has averaged at around 1746 and is showing a gradual reduction as a proportion of the total number of homes in the City having seen recent decreases from 3.7%, to 3.1% in September 2014. 3% is suggested to be an indicative level allowing a good degree of movement in the housing market.

	2009	2010	2011	2012	2013
<b>Number of empty properties</b>	1911	1945	1820	1734	1733
<b>Number of properties empty for more than six months</b>	864	966	863	779	794
<b>Total number of dwellings</b>	54536				
<b>Number of empty properties as a % of total properties</b>	3.7	3.7	3.4	3.3	3.2

Source: Council Tax Register

In that time, the number of those homes that have been empty for more than six months has reduced from 1.7% to 1.4% as a proportion of the total number of homes.

The wards with the highest percentage of empty homes are Westgate (8.5%), Kingsholm & Wotton (5.6%) and Barton & Tredworth (4.8%). The wards with the lowest percentage of empty homes are Longlevens (1.8 %,) Abbey (1.6%), Elmbridge and Matson & Robinswood at (2.1%).

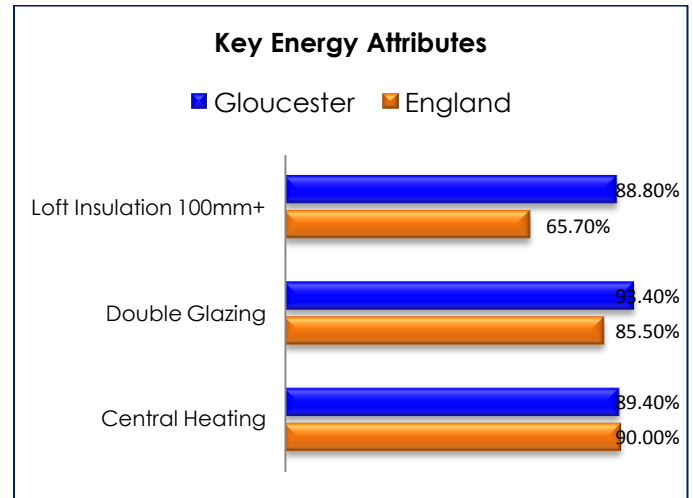
The Council's approach to dealing with empty properties is targeted to those that have been empty for more than four years or where the properties are in such a poor condition that they are causing nuisance to neighbours. Initially, an informal approach is taken and owners are signposted to schemes that can help them renovate and return the property back into use. Enforcement action includes the service of statutory notices to improve the condition or, in the worst instances, the compulsory purchase or enforced sale of the empty property.

### Energy Efficient Homes

We are currently working in partnership with a RP to secure funds to enable owners to return their homes back into affordable and privately rented accommodation.

The energy efficiency of homes is assessed by means of a Standard Assessment Procedure (SAP)

energy rating score between 0 and 120. In Gloucester an average rating of 65 was recorded, which was an improvement, up from 61 in 2006 and above the national average of 51.



(GH, p. 72)

Energy efficiency levels in Gloucester are significantly better than the national average.

Of those dwellings without solid wall construction, 22,530 dwellings exhibit evidence of cavity wall insulation. This includes cavity insulation as built in more modern dwellings and insulation added since built. This represents 62.5% of dwellings with cavities and was above the national average for private housing of 32.3%.

Nevertheless, 5,786 dwellings or 12.9% fail to meet the thermal comfort requirements of the Decent Homes Standard. The sectors most greatly affected include:

- Private-rented Sector.
- Purpose-built Flats.
- Converted/Mixed-use Flats

Target areas for improvements are largely concentrated on areas of the City for e.g. Westgate where the properties are hard to insulate and perhaps require external insulation or have poor levels of thermal comfort caused by a combination of poor insulation and inefficient heating systems.

Improvements have been made with carbon dioxide emissions, with the average CO<sup>2</sup> emission per dwelling in Gloucester reduced to 4.42 tonnes per annum, from 5.25 tonnes per annum in 2005

which is better than the national average of 6 tonnes per annum.

In 2011, the Energy Act made provisions for the development of a Green Deal to replace the existing Carbon Emissions Reduction Target. Green Deal (DCLG Green Deal, 2011) is a market led framework that will allow individuals and businesses to make energy efficiency improvements to their buildings at no upfront cost. A 'golden rule' is fundamental to 'Green Deal' where the charge collected through the electricity bill should be no greater than the expected energy bill savings, estimated during the assessment process.

For Gloucester, the Green Deal can: -

Make available finance to allow for energy-efficiency improvements in both homes and businesses.

It can be used by local authorities to help drive economic growth, unlocking investment and supporting local jobs through the supply chain with the supply of materials for improved efficiency measures.

It may be used to support the work of Registered Providers in managing energy efficiency improvements in the stock.

Most importantly it can help minimise levels of fuel poverty.

As outlined within our Development Plan policy, "before considering the use of renewable energy technologies, the design of a development should first identify measures to reduce overall energy demand. This can include optimising solar gain, natural lighting and ventilation to reduce the need for space heating, cooling and lighting. Secondly the design should include measures to use energy more efficiently such as increasing levels of insulation in walls, floors and roofs and improved air tightness. Once the optimum benefit from these two stages has been achieved, the design should include measures to reach the required proportion of energy demand to be met from renewable or low carbon sources."

All new residential development will be required to comply with the revised government housing

standards. As these are still emerging, we will detail more about these through our emerging City Plan

## Fuel Poverty

Research in 2011 found that 4,759 (10.8%) of households spend over 10% of their household income on fuel and were therefore defined as being in fuel poverty.

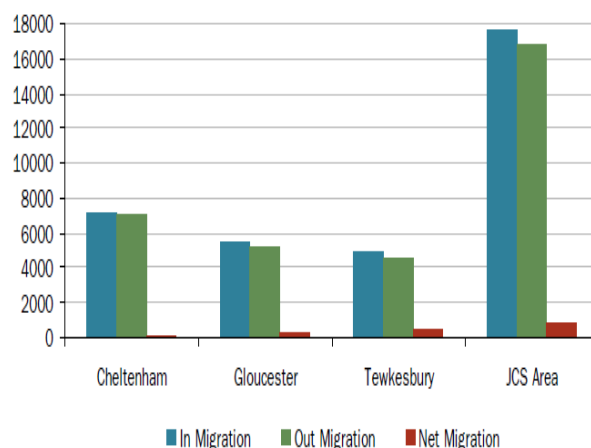
Priorities for the City Council's former housing stock being transferred to GCH will continue to see investment in support in the affordable warmth / fuel poverty agenda with specific consideration to:

- Replacement of Night Storage Heaters
- Review of Solar Panels
- Loft and Cavity Wall Insulation

The City Council's expects all providers with stock in its area, to respond to the needs of those in fuel poverty, either by way of property improvements or through the involvement of external advice agencies.

## Migration

Figure 3.3 Average Domestic Migration Rates, 1999-2010



( Nathaniel Lichfield & Partners, 2012)

In the last five years, the Department of Work and Pensions has issued 4,520 National Insurance Numbers to migrants living in Gloucester, however as the graph above illustrates, in-migration is very closely matched to out-migration from the City. In addition, economic migration is an important element in supporting the growth requirements for

Gloucester, whether that is national or international.

For a small proportion of people who come to Gloucester having sought asylum, Gloucester City Council works with the Home Office or contracted organisations, as is the case with many other authorities, to have an overview of levels of such migration. However asylum seekers are accommodated outside of the social housing sector through a contract currently with Ready Homes. Whilst many people may wish to migrate to the UK, it is only those people who come to this Country, fleeing persecution at home that are considered as 'asylum seekers', and have formally applied for the right to be recognised as a refugee. We will continue to work with voluntary organisations such as Gloucestershire Action for Refugees and Asylum Seekers (GARAS) who support migrants to settle in the UK or provide a safe return to their country of origin.

We will continue to monitor the changing patterns of migration, and any implications related to housing and communities within the City and review our approach accordingly.

### **What do we want to achieve?**

- **An increased supply of homes, including those for, owner-occupation; rent both in the private and social sector**
- **Fewer neglected and empty homes**
- **Improved quality of all homes**
- **Improved energy efficiency in homes, by targeting our resources to those properties in greatest need.**
- **Reduced fuel costs, fuel poverty and reduced carbon emissions**
- **Good take up of the Green Deal**
- **Disrepair being tackled through focus on homes in the most serious disrepair or with vulnerable household.**
- **That the City council's former housing stock is adequately maintained as outlined in the Council's 'offer' document to tenants and**

**associated options for redevelopment are pursued.**

- **Raised awareness with tenants about acceptable housing standards.**
- **An increase in the number of Landlords accredited to the 'Fit to Rent' scheme to ensure good standards.**
- **More redevelopment of Brownfield land and bringing derelict, under-utilised, and contaminated land back into use.**
- **Monitor migration patterns to gain a greater understanding of migration patterns to inform the need for provision or understand any local neighbourhood effects.**

## Key Objective 2

To have the right type of homes available for City residents

### Where are we now?

#### Market Housing

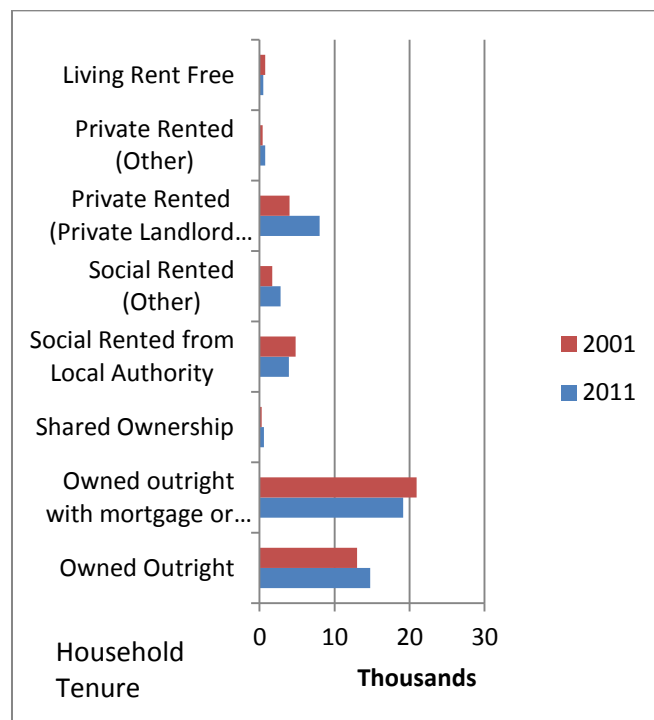
Market housing is housing that can be purchased without any government financial support, which meets a households' needs or aspirations. A household is considered able to afford market housing in cases where the costs payable would constitute no more than 25% of their gross income.

Private rented sector accommodation remains an important and flexible resource that allows for temporary accommodation for those wishing to be resident in the City for short periods; options for those not wishing or unable to purchase accommodation; and also accommodates households unable or not wishing to access social housing.

	2011		2001		Difference	
	LA Count	%	LA Count	Difference	%	
Owned Outright	14729	29.2	12985	1744	28.4	
Owned outright with mortgage or loan	19129	38.0	20918	-1789	45.7	
Shared Ownership	557	1.1	274	283	0.6	
Social Rented from Local Authority	3921	7.8	4784	-863	10.5	
Social Rented (Other)	2793	5.5	1679	1114	3.7	
Private Rented (Private Landlord or Letting Agent)	8012	15.9	3971	4041	8.7	
Private Rented (Other)	743	1.5	420	323	0.9	
Living Rent Free	479	1.0	734	-255	1.6	
	50363	100	45765			

<sup>1</sup>Census 2011

<sup>1</sup> The Census asked respondents to identify who their landlord is and the results reflect the responses they gave. In the past decade half of the local authorities in Wales have transferred the management of all their local authority housing stock to other social landlords. Individuals responding to the Census will report their understanding of their landlord and this may not reflect the actual management arrangements in all cases.



#### House Prices

The mean (average) house price in Gloucester in 2013 was £151,825 compared to £76,144 in 2000. The cost of the average house price in Gloucester is below the national average of £246,764. In approximate terms, households wishing to buy a home in Gloucester would require a deposit, and an income of between £38,000 and £45,500 depending on lender requirements.

#### Average House Prices 2012

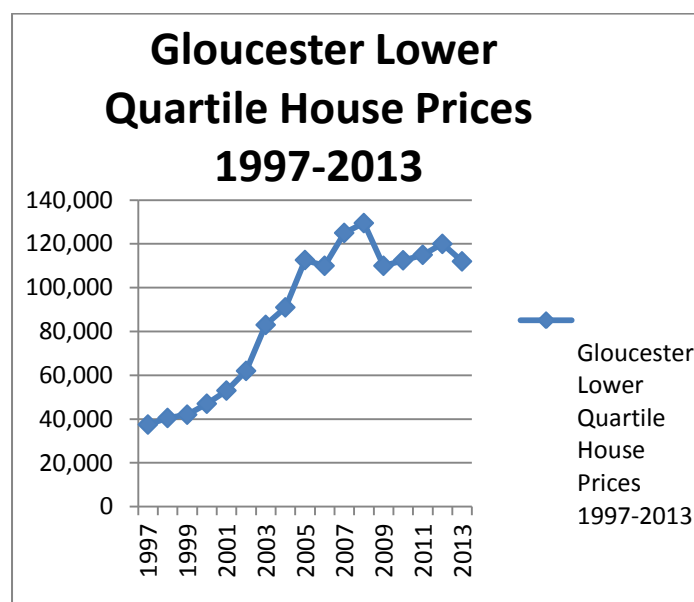
District Name	Total Averages	Total Sales
Cheltenham	£251,979	1728
Cotswold	£328,542	1257
Forest of Dean	£193,543	994
<b>GLOUCESTER</b>	<b>£151,825</b>	<b>1692</b>
Stroud	£230,078	1602
Tewkesbury	£230,049	1125

(Live Table 582)

In relation to affordability, in 2000 the bottom 25% of house prices were 3.61 times the average of the bottom 25% of the annual salaries in Gloucester. By 2012 based on provisional figures, the ratio had changed to 5.48 times lower quartile house price to lower quartile earnings. (Qtr 2 2013) Evidence indicates a lower quartile house price in the region of £114,000). The Gloucester ratio is still below the national average lower quartile figures

for house prices and salaries where the ratio is 6.45. (Table 576 Live Tables [www.gov.uk](http://www.gov.uk))

Whilst house prices in the City, are comparatively affordable in national/regional terms, the increased ratio does still indicate a broader group of people than in 2000, who currently cannot access accommodation in the private sector without some financial support, either through shared equity type schemes supported by the Government and/or Developers, or through Benefits. It is important to note that with ratios of lower quartile incomes to house prices at 5.48, there are households with two incomes, able to still find properties affordable to purchase. The next most affordable area in the county is the Forest of Dean with a ratio of 7.14.



## Affordable Housing

This is defined as social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

The census in 2011 suggests there were 2793 housing association homes recorded in the City and 3921 local authority owned homes and a further 557 held via shared ownership leases from social landlords. (These figures may vary slightly

from official sources, as census statistics are based on resident returns).

## Intermediate Affordable Housing

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels, this can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent.

Registered Providers include details of such homes through a regional Homebuy Agent, [Help to Buy South](#), who act as a one stop shop for home ownership opportunities in South West England.

In addition to the product types above, currently to support the Government's housing strategy a 'Help to Buy' equity loan scheme has been created. This scheme offers a 10%-20% equity loan funded by the Government through the Homes and Communities Agency (HCA) on new build properties. The equity loan is interest free for the first 5 years. In addition, a 'Help to Buy' mortgage guarantee scheme has been introduced to provide Lenders with the option to obtain a guarantee, where the borrower only contributes a deposit between 5 & 20%.

We will promote the use of these and any newly identified products and the support available through Help to Buy South and Registered Providers to enable applicants who are eligible to take advantage of such schemes.

## Housing Need

Local authorities have a duty to periodically assess housing need. An assessment of need tends to follow a tested method, where evidence of backlog need, (typically those already known to be in unsatisfactory housing circumstances or homeless); and then to go on and consider the future population profile projections, deducting levels of homes to be built, incomes and housing costs to identify how many people would be unable to resolve their own housing requirement for their household. As needs assessments consider projections for long time spans, annual variations are usually minor.

The [Strategic Housing Market Assessment \(SHMA\)](#) (HDH Planning & Development Ltd, 10`3) in 2014



identified the following as Gloucester's housing need.

Stage and step in calculation	Number
<b>STAGE 1: CURRENT NEED (Gross)</b>	
1.1 Homeless households and those in temporary accommodation	65
1.2 Overcrowding and concealed households	1,845
1.3 Other groups	
1.4 Total current housing need (gross)	1,910
<b>STAGE 2: FUTURE NEED</b>	
2.1 New household formation (gross per year)	1,234
2.2 Proportion of new households unable to buy or rent in the market	80.2% (990)
2.3 Existing households falling into need	1,395
2.4 Total newly arising housing need (gross per year)	2,385
<b>STAGE 3: AFFORDABLE HOUSING SUPPLY</b>	
<i>Current supply</i>	
3.1 Affordable dwellings occupied by households in need	420
3.2 Surplus stock	0
3.3 Committed supply of affordable housing	107
3.4 Units to be taken out of management	0
3.5 Total affordable housing stock available	527
<i>Future supply</i>	
3.6 Annual supply of social relets (net)	820
3.7 Annual supply of intermediate housing available for relet or resale at sub-market levels	66
3.8 Annual supply of affordable housing	886

Source: Gloucestershire Strategic Housing Market Assessment; various secondary sources

Support needs household	Need requirement				
	No. of h/holds in need (gross)	Not in need	Total Number of h/holds	% of h/hold type in need	As a % of those in need
Contains someone with support need	600	9,429	10,029	6.0%	21.7%
Nobody with support need present	2,167	39,252	41,419	5.2%	78.3%
<b>Total</b>	<b>2,767</b>	<b>48,682</b>	<b>51,448</b>	<b>5.4%</b>	<b>100.0%</b>

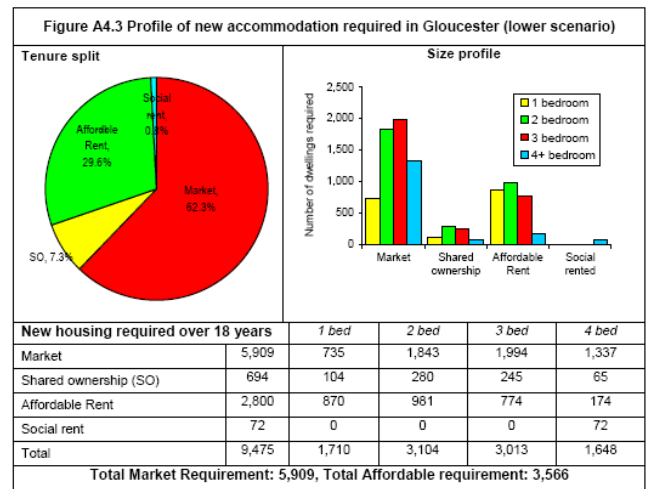
Source: Gloucestershire County Strategic Housing Market Assessment, 2013

In addition to the traditional approach to housing need, the SHMA sets out an alternative approach that demonstrates how the 'objectively assessed need' will be met and is illustrated below.

Tenure	Current tenure profile	Tenure profile 2031	Change required	% of change required
Market	39,371	47,208	7,837	64.9%
Shared ownership	580	1,329	749	6.2%
Affordable Rent*	0	3,339	3,359	27.8%
Social rented	2,612	11,659	130	1.1%
Benefit supported	9,047			
<b>Total</b>	<b>51,610</b>	<b>63,665</b>	<b>12,075</b>	<b>100.0%</b>

\*It should be noted that there are a very limited number of Affordable Rented units already in Gloucester, however for the purpose of this model the stock is presumed to be 0.

Source: Gloucestershire Strategic Housing Market Assessment updated household dataset 2013



Source: Gloucestershire Strategic Housing Market Assessment updated household dataset 2013

## Gloucestershire Homeseeker

In addition to the formula based approach described above, we also consider the needs as we know them today, from applicants for social housing. Applicants in housing need may apply through a 'Choice Based Lettings' IT system to bid for affordable homes.

Information regarding current levels of applications is provided below.

	April 2012	April 2013	Change
Emergency	97	172	77%
Gold	297	403	36%
Silver	1433	1539	7%
Bronze	3354	2637	-21%
<b>Total</b>	<b>5181</b>	<b>4751</b>	<b>-8%</b>

Source: Gloucestershire Homeseeker

Recent government flexibilities have made it necessary for our Homeseeker Policy to be reviewed and amended in order to reflect policy

and welfare reform changes. Preliminary changes have been considered, including those supporting military personnel; however we wish to review the effectiveness of our service and consider whether further changes should be made. Please refer to our separate [Homeseeker Policy](#) (Gloucestershire Homeseeker Partnership, 2012) for more detailed information.

## Overcrowding and Under-occupation

In 2011 a Private Sector Stock Condition Survey undertaken by (David Adamson & Partners, 2011) 34,186 (77.3%) dwellings were found to be under-occupied and 1,795 (4.1%) overcrowded.

In December 2012, Homeseeker identified 985 households wishing to move because they consider their home to be too small, and far fewer looking to move to smaller accommodation. This need will partly be accounted for within the housing need projections above, and developing sufficient affordable housing is critical.

More recently, the welfare benefit reform and the 'size criteria' will likely prompt some movement, as some households may be unable to afford the rent for a home that is larger than their needs. This may provide opportunities for some overcrowded families to move to larger accommodation.

## Ageing Population & Older People

The chart below shows projections for Gloucester and the expected growth in the numbers of older people. By 2030, it is expected the population over 65 will be around 28,100, an increase of 9300 people (49%) over those in 2012. Importantly the increases and implications are significant, with the more frail elderly over 80 and 90 years, creating challenges in relation to provision of health and care services and more generally for support for older people.

Population aged 65 and over, projected to 2030					
	2012	2015	2020	2025	2030
People aged 65-69	5,600	6,100	5,700	6,600	7,800
People aged 70-74	4,200	4,700	5,600	5,300	6,200
People aged 75-79	3,500	3,600	4,200	5,100	4,900
People aged 80-84	2,800	2,800	3,000	3,600	4,400

People aged 85-89	1,700	1,800	2,000	2,200	2,700
People aged 90 and over	1,000	1,100	1,300	1,600	2,100
<b>Total population 65 and over</b>	<b>18,800</b>	<b>20,100</b>	<b>21,800</b>	<b>24,400</b>	<b>28,100</b> <b>Difference 9300</b>

Include % column?? Poppi 2013

Over 65 population projection: % of numbers above

Population aged 65 and over, projected to 2030					
	2012	2015	2020	2025	2030
People aged 65-69	0	9%	2%	18%	39%
People aged 70-74	0	12%	33%	26%	48%
People aged 75-79	0	3%	20%	46%	40%
People aged 80-84	0	0	7%	29%	57%
People aged 85-89	0	6%	18%	29%	59%
People aged 90 and over	0	10%	30%	60%	110%
<b>Total population 65 and over</b>	<b>0</b>	<b>7%</b>	<b>16%</b>	<b>30%</b>	<b>49%</b>

Poppi 2013

Our early acknowledgement of meeting the needs of the ageing population was with the development of a 166 unit Extra Care Village at St Oswalds, this provision is well designed, secure, accessible and creates an environment that is companionable, to minimise social isolation. This however provides only one option for older people, and other options that are suited to Older People now also need to be made available.

In order to make the best use of resources, we propose working with Gloucester City Homes to ensure the number, type and mix is appropriate going forward. We wish to conduct a more detailed analysis relating to the present and the next generation of older people, and the types of homes those people currently occupy, to understand their future needs, and where appropriate, develop further options to suit.

Assuming a concluded successful stock transfer, GCH will be the largest RP in the City and have the largest share of sheltered accommodation. GCH amongst other RPs are currently adapting their Older Person services to meet with the requirements of the Supporting People Strategy by the inclusion of 'hubs' or 'centres' in different localities, which support residents living locally who require support. In addition, the hubs will

provide a range of activities to promote well-being and minimise social isolation by inviting local residents to join in.

We wish to stimulate the development of further suitable accommodation which could achieve the double benefit of helping the younger generation as well. Building one or more retirement apartments can stimulate the supply chain, partly by making available family homes with gardens, to the next generation, and so recycling the home to serve the needs of the growing numbers of younger households. This recycling can make improvements to the quality of homes in the City due to the modernisation and investment by the next generation.

## People with Disabilities

In the UK there are more than 11 million people who may fall within the definitions of the Equality Act under the definition of disability. This group is not a static group, as some people may experience disability temporarily, others throughout their lifetime. Only 3% of disabled people have had their impairment since birth, it is usually acquired, affecting our body or mind as we age.

In Gloucester, [records](#) show that 5880 people, just fewer than 5% of the population are in receipt of Disability Living Allowance, with 3120 receiving the Mobility Award at a Higher Rate and with 3480 receiving care at middle or high rates. The latest available [data](#) concerning Limiting Long Term Illness<sup>2</sup> experienced by people in the City showed as many as 18,531, almost 18% of the population. More recent [census data](#) from 2011 suggested 4.9% of the population of Gloucester described themselves as in bad or very bad health.

The City Council's housing register has recently shown 69 households citing medical, disability or caring as reasons for requiring accommodation in the social sector.

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2

The limiting long-term illness question in the 2001 Census was a self assessment of whether or not a person has a limiting long-term illness, health problem or disability which limits their daily activities or the work they can do, including problems that are due to old age.

We wish to see any barriers to housing removed from disabled people, so they may achieve their aspirations and potential and are able to live independently.

We want to see disabled people have the ability to live within mainstream accommodation, with adaptations or with additional support provided when needed. We also wish to encourage and support disabled people to gain increased control and choice within their lives. We will encourage support an early intervention, or other preventative approaches to avoid any deterioration in circumstances.

We urge our partners, to support initiatives that encourage people with disabilities, should they wish to do so, to become involved, so that we create safe and inclusive neighbourhoods. We want to see facilities that offer easy access to a range of community services, and provide affordable housing designed to meet the needs of people with disabilities.

## Adaptations

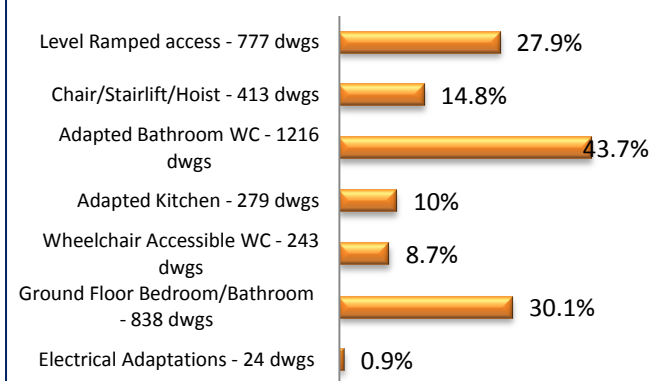
The Disabled Facilities Grant (DFG) enables disabled people to have adaptations carried out to their home to enable them to live independently.

Currently we spend between £500,000 - £650,000 per annum carrying out adaptations to around 100 homes in the City.

The 2011 Adamson survey reports that over 50% of households affected by disability have had a mobility problem within their dwelling but of these households, only 27.3% live in an adapted dwelling. The remaining 72.7% of households represent a future demand for DFG support from the Council.

The most common mobility problems relate to climbing stairs, use of bathroom amenities and access to and around the dwelling.

## Adapted Dwellings - Adaptations Present



(David Adamson & Partners, 2011, p. 67)

In order to meet demand within the available budget, the councils across the county are working closely with their Housing Improvement Agency, 'Safe at Home' to identify proactive measures to either remove the need for DFG's (e.g. through falls prevention) or find alternatives to DFG's through the recycling of commonly used equipment.

Options are being promoted as part of the budgetary process, that from 2013/14 a budget of £300,000 per annum is made available to supplement the existing budget for provision of disabled facilities grants and from 2014/15 this will increase to a further £100,000 per annum to a total of £400,000 per annum.

We will also now be working in conjunction with the County Council with the distribution of the Better Care Fund to consider how to best to meet these needs going forward.

### Better Care Fund

Over the past four years, funding from the Department of Health has been passed, via local NHS commissioners to local authorities. This was previously conducted by the Primary Care Trust but, since the reform of the NHS, the duty moved to the Clinical Commissioning Group and NHS England.

In the June 2013 spending round - covering 2015/16 - a national £3.8 billion "Integration Transformation Fund" (now known as the Better Care Fund) was announced. This fund,

established by the Department of Health, is to be held by local authorities.

The Better Care Fund provides an opportunity to transform local services so that people are provided with better integrated care and support. It encompasses a substantial level of funding to help local areas manage pressures and improve long term sustainability. The Fund will be an important enabler to take the integration agenda forward at scale and pace, acting as a significant catalyst for change.

The Fund is intended to support the aim of providing people with the right care, in the right place, at the right time, including through a significant expansion of care in community settings. As a result, the Gloucestershire Clinical Commissioning Groups (CCG) set up a Better Care Forum to identify funding priorities and direct spend. The six local priorities have been identified as:-

- Admissions to residential and care homes
- Effectiveness of re-ablement
- Delayed transfer of care
- Avoidable emergency admissions
- Patient/service user experience
- The quality of life reported to carers

**This fund includes the total allocation for Disabled Facilities Grants (previously allocated individually to each Local Authority)**

### Gypsy, Traveller & Showpeople

Through the Housing Act 2004 and national planning guidance we are required to undertake an assessment of need for communities residing within the City and where need is identified to put in place a strategy to meet those needs. In addition we are required through 'Planning Policy for Traveller Sites', March 2012 to provide for local targets, working with neighbouring authorities where there are cross-boundary issues.

A recent (Opinion Research Services, 2013) Gypsy, Traveller and Travelling Showpeople Assessment has identified a need for 14 additional

spaces for the Travelling and Show People community. In addition, the need for 2 pitches was identified for the gypsy and traveller community within the City.

Various options in the City have been explored to contribute to meeting some of that need; however, due to the tight City boundaries and flood constraints, all land options identified so far have been unsuitable. We will keep this matter under review and look to work collaboratively with our neighbouring authorities.

### **What do we want to achieve?**

- **Development to meet aspiration and housing need providing market and affordable homes.**
- **Offer a full range of housing options for the City to meet all housing need, demand across the income profile of the City.**
- **Policies outlining our requirements for Older People based on an evaluation of evidence and good practice.**
- **Homes for people with physical and other disabilities within our communities and encourage corresponding community and personalised care and support budgets.**
- **For people with disabilities who require adaptations, for them to be provided as quickly and as efficiently as possible.**
- **To offer support initiatives that encourage older people or those with disabilities to engage with us concerning housing proposals and other community initiatives**
- **That through the development of homes or commissioning of services that the local authority and RPs secure social value or other opportunities that are economically advantageous to City residents.**
- **Ensure a range of house type options are available throughout all wards in the City.**

- **Promote our urban and neighbourhood regeneration priorities with key funding organisations, including HCA and GFirst.**
- **We will review opportunities to meet the requirements for the gypsy, traveller and the travelling show people community and seek to make available pitches as required.**
- **Increased residential accommodation in the City Centre.**
- **Introduce a regular mechanism for consultation with the Travelling Showpeople Community and any other Traveller communities.**

### **Key Objective 3**

#### **To Prevent Homelessness & Rough Sleeping**

The common perception of homelessness tends to be individuals rough sleeping, but homelessness is a complex issue which affects both individuals and families who lose or face losing their homes as a result of numerous causes. Nationally the most common causes of homelessness are: parents or friends no longer willing to accommodate, relationship breakdowns including domestic abuse, end of private sector tenancies, discharge from hospital, custody, or residential care, or mortgage arrears. The three primary causes of Homelessness within Gloucester are: friends and family being no longer willing to accommodate; the loss of private-rented sector accommodation; and violence (including domestic violence). In almost all cases, homelessness creates an undesirable impact on an individual or their family that cannot be underestimated.

The local authority recognises the importance of preventing homelessness wherever possible and assisting those experiencing homelessness. Homelessness is detrimental to every aspect of the lives of those directly affected, and often has a negative impact on others living in the community and creates additional costs to public services. Many homeless households have multiple complex health issues and the negative impact of housing crises on the education and the well-being and life chances of children affected are frequently reported. The most frequently identified causes of homelessness set out below are those the Government have indicated a commitment towards: -

- tackling troubled childhoods and adolescence
- improving health
- reducing involvement in crime
- improving skills, employment and the availability of financial advice

The importance of partnership working is imperative to tackle homelessness.

### **Where are we now?**

#### **Assessment of Homelessness in Gloucester**

All Local Housing Authorities have a statutory duty to provide advice and assistance to anyone who is homeless or threatened with homelessness (as outlined in the Housing Act 1996 as amended). Local authorities also have further duties to vulnerable homeless households who have not caused their own homelessness. The Homelessness and Housing Options Team will undertake enquiries to assess what duties and assistance can be offered to those seeking help. We have a higher level of approaches from those facing homeless crisis than other districts in Gloucestershire, and we have worked hard to address their difficulties. Our focus is to work with our clients to prevent their homelessness wherever possible whilst undertaking an assessment of homelessness.

At the centre of our approach to homelessness is the desire to prevent homelessness occurring in the first place. We are pleased to have prevented 2035 households from becoming homeless over the last 3 years within the Gloucester. Our success in preventing homelessness has been achieved using a range of options and advice including:

- Advice on rights in current accommodation
- Negotiations and liaison with landlords and family members
- Tenancy rescue packages
- Payments to families
- Resolving housing benefit issues including authorisation of discretionary housing benefit payments in existing properties
- Court payments in possession proceedings
- Mortgage assistance for home owners and shared home owners including one off mortgage payments in some situations
- Sanctuary scheme adaptations for victims of domestic abuse
- Deposit Loans and rent in advance to find alternative accommodation

## Homelessness Prevention

	2010- 11	2011- 12	2012- 13	2013- 14
<b>Able to remain in existing home</b>	130	136	86	88
<b>Assisted to obtain alternative accommodation</b>	505	590	674	539
<b>Total Prevention</b>	635	726	588	627

Source: PIE Report

2013-14	Q3	Q2	Q1	Q4	Average 2012-13
<b>Able to remain in existing home</b>	9	30	27	22	21
<b>Assisted to obtain alternative accommodation</b>	138	142	153	106	147
<b>Total Prevention</b>	147	172	180	128	168

Source: PIE Report

The government has set out a vision for social justice that is based on two fundamental principles. First, prevention and early intervention throughout a person's life, encouraging carefully designed interventions to stop people falling off track and into difficult circumstances. Secondly, a 'second chance society' ensuring that no one is 'written off' and that anybody who needs another chance gets access to the support and tools they need to transform their lives.

We are committed to offering assistance to all Gloucester homeless households, irrespective of whether there would be a statutory obligation to them as 'vulnerable' if they became roofless (see section below). Every eligible Gloucester household is able to access bespoke assistance to either remain in their own homes if possible or for 'Rent in Advance Payments' against a suitable and affordable new home if threatened with homelessness. All households who cannot remain in their own home can access interviews where detailed written advice on finding alternative accommodation or referral to accommodation with support if they need high level housing

related support. Furthermore, if vulnerable households are considered to have caused their own homelessness, the City Council continues to offer rent in advance to assist them into suitable accommodation they source themselves.

Whilst we have achieved many positive outcomes, we are not complacent and will strive to improve our services further. We are committed to delivering against the ten challenges set out in '[Making Every Contact Count](#)' (CLG, 2012) to benefit our clients.

## Homeless Duties in Gloucester:

All Local Authorities have further duties to households who are: homeless or threatened with homelessness, eligible for assistance (UK residents or those who are able to access public services associated with housing), and where a vulnerability exists (such as family with children, pregnancy, old age, or severe physical or mental health problems, or some other exceptional reason). There are two main duties to these households:

### Emergency Accommodation

If vulnerable households are roofless or become roofless during homeless enquiries, local authorities have a duty to provide emergency accommodation while homeless enquiries are ongoing. Many local authorities rely heavily on privately owned bed and breakfast accommodation – which is widely recognised to be of variable quality, expensive, and can be damaging to family life as households often don't have the opportunity to kitchen facilities and have access to only one room.

In Gloucester we have worked closely with our partner agencies to ensure that the emergency accommodation we provide to our homeless households is of a high standard. Gloucester City Homes have set aside or developed furnished rooms within a hostel environment and flats exclusively as emergency accommodation for homeless households referred by Gloucester City Council.

As part of our approach to assist homeless households, one RP (GCH) has recently worked with the City Council on the conversion of 3 large

properties providing 28 furnished rooms for homeless households including a room suitable for wheelchair using households. Our hostel type provision has 24 hour CCTV security, communal facilities including kitchens and leisure areas, as well as an on-site support worker to assist clients with benefit claims and any other housing related support. Gloucester City Homes and Riverside have additionally set aside further flatted properties across the City to accommodate roofless vulnerable households during homeless enquiries.

We also work closely with Gloucestershire 'Nightstop' who provide accommodation with host families for single young people under 26. This has reduced the use of Bed and Breakfast accommodation for homeless households in the City and the impact of homeless crisis on our homeless. The use of our bespoke emergency accommodation also reduces costs to the City Council.

Our figures indicate that **248** households were placed into emergency accommodation during the financial year 2012-2013 whereas the number fell to **148** 2013-2014. We are committed to continuing to reduce this figure through securing further suitable properties for use in emergency situations

### Full Homeless Duty

If, following homeless enquiries, we establish that households are eligible, homeless, vulnerable households, who have not caused their own homelessness, and have a connection to Gloucester; the local authority has a full homeless duty to find them suitable accommodation.

Suitable accommodation offered by the City Council can be in the private rented sector, in supported accommodation, or within social housing. Until recently, the homeless duty to provide suitable accommodation could not be ended unless a household left suitable accommodation provided or by a permanent offer of a tenancy in social housing. This inevitably resulted in homeless households having higher preference for social housing than other applicants with a high degree of housing need which was often considered unfair.

Following the changes introduced by the Homelessness (Suitability of Accommodation) England Order 2012 and the Localism Act 2011, however, local authorities now have the power to end the main homelessness duty with a 12 month private rented sector offer. This new power has an additional safeguard for the household through a 're-application duty' if the household becomes homeless again within two years. Within Gloucester, we have recently begun using the new power to end the main homeless duty by working with local private sector landlords in the City and sourcing quality suitable accommodation for our homeless families.

### Homeless Decisions

Below is a summary of decisions concerning homelessness in Gloucester.

Top 3 Reasons for presenting as Homeless	2011-12	2012-13	2013-14	2014-15 First 6 months projected outcome
Family/Friends no longer willing to accommodate	31% (34)	36% (70)	28% (52)	22% (20)
Due to form of violence including domestic violence	23% (25)	21% (41)	21% (38)	26% (23)
Loss of private rented accommodation	26% (28)	21% (41)	26% (47)	26% (23)
<b>Total presented</b>	<b>109</b>	<b>193</b>	<b>83</b>	<b>90</b>

Source: PIE Report

	2010/11	2011/12	2012/13	2013/14
<b>Homelessness Decisions</b>	334	362	521	495

Source: PIE Returns

	2010/11	2011/12	2012/13	2013/14
<b>Eligible, unintentionally homeless and in priority need</b>	109	108	191	182
<b>Eligible, homeless and in priority need but intentionally so</b>	29	39	30	47



<b>Eligible, homeless but not in priority need</b>	26	17	30	44
<b>Eligible but not homeless</b>	165	180	248	205
<b>Ineligible homeless</b>	5	18	22	17
<b>Total</b>	334	362	521	495

Source: PIE Return

2013-14	Q3	Q2	Q1	Q4	Average for 12-13
<b>Eligible, Unintentionally Homeless and in Priority Need</b>	39	62	42	39	48
<b>Eligible, Homeless and in Priority Need but Intentionally so</b>	11	17	7	12	7
<b>Eligible, Homeless but not in Priority Need</b>	12	15	8	9	7
<b>Eligible but not Homeless</b>	46	56	62	41	62
<b>Ineligible</b>	1	7	7	2	4
<b>Total</b>	109	157	126	103	128

Source: PIE Report

## Homeless Pathway

Linked to changes identified with the [Supporting People Strategy](#) (Gloucestershire County Council, 2011) (Gloucestershire County Council, 2011) and revised budget; work has begun to re-model the 'pathway' of 'accommodation based support'. Contracts have recently been awarded to Providers to offer the first stage accommodation and assessment centres, where individuals can begin to engage with support staff and start the process of identifying and addressing any needs, and planning their route back to independence, with support options available to fulfil their plans.

In partnership with Supporting People a review will be undertaken of all the second stage 'accommodation based support' in the City and county in order to shape an effective county network, able to meet need closest to where it originates, whilst also offering the flexibility for individuals to move temporarily to receive support

and reconnect back with their home area afterwards.

We will continue to review the implementation of the recently adopted '[Reconnection Policy](#)' in order to ensure it continues to meet our objectives.

For some homeless or vulnerable individuals it may be more appropriate to offer support within an independent environment, whether a new or existing home. In those circumstances 'housing related support' will be shaped to meet their needs.

To ensure we make best use of our 'accommodation based support' and that people ready for independent living aren't remaining due to financial barriers to moving on, we will review with Supporting People our approach to rent deposits.

Whilst budgets are constrained for 'housing related support' for vulnerable people, we are keen to work with Providers to explore other sustainable models of accommodation with lower levels of support that aren't reliant on support funding, particularly for the benefit of younger people, often affected by restricted benefit levels.

## No Second Night Out & Transitional Funding to Prevent Homelessness

On an actual rough sleeper count in October 2013 there were 11 people sleeping rough, and estimates for 2014 indicated that this had risen to 17, this compares with the 'rough sleeper count' in 2010 where 14 individuals had been found rough sleeping, beyond those occupying the Night Shelter. We cannot afford to be complacent about levels of rough sleeping, which would see individuals at their most vulnerable and at high risk, living out, which may also expose others to risk. We recognise there may be fluctuations in rough sleeping levels, so we will review the way the service performs and associated services to ensure we have an effective response.

Of those formerly identified as sleeping rough, some were former workers from within the Economic Union and had '**No Recourse to Public**

**Funds' (NRPF)** and in some cases were thought not to be fulfilling their 'treaty' responsibilities to remain in the UK. We are continuing to engage with statutory and voluntary sector partners so that they may verify eligibility to public funds, or ensure their needs are assessed, and in some cases support their return to their home country.

**Transitional Homeless Funding** Further to the allocation of £330k for the sub-region of Gloucestershire & South Gloucestershire, an action plan has been prepared at the request of CLG to identify the approach to reducing homelessness.

The main objectives proposed were to: -

- Review of needs and current services across the county and South Gloucs, to confirm our area of focus for the homelessness prevention project.
- To then develop an Outreach project that puts in place a 'No Second Night Out' response and avoids any rough sleeper returning to the street for a second night out. The offer includes a dedicated personalised service, to work with newly homeless and potentially homeless people, as well as entrenched rough sleepers and those returning to the streets after a period of being housed.
- Provide a Personalisation or "self-directed support" service, offering clients greater choice over what services to access and the opportunity to take responsibility for their choices.
- Explore the feasibility of a Local Lettings Agency alongside a single Rent Deposit/Bond scheme
- Make use of National Practitioner Support Service (NPSS) staff development and training to continue and develop good practice across Gloucestershire.

This action plan is still in progress and will be pursued through the early part of the duration of the strategy.

**Severe Weather Protocol** In order to provide a humanitarian response in times of severe weather Gloucester participates in a protocol with all other districts within the County. The protocol ensures that in periods of severe cold or other extreme

weather conditions, that no rough sleeper has to remain on the streets. Dependent on weather conditions, the protocol is implemented, and where necessary we will secure emergency placements.

We will continue to review the protocol and consider the involvement of voluntary sector organisations in responding in such circumstances.

## **Drug and Alcohol Support**

We recognise people in difficult circumstances may turn to drugs or alcohol, or gradually increase their alcohol consumption beyond safe levels, and that this frequently leads to homelessness. We have therefore worked with the County Council to commission a specialist service delivered by 'Turning Point' to support individuals and their families to reduce their consumption of substances to safer levels or to abstain. Successful reductions in substance is expected to lead to improved health improvements, and in some cases reduced levels of crime or antisocial behaviour.

The service specification was designed with the involvement of former and current service users, understanding the most important features of receiving support to fulfil a person's recovery plans. Recovery Workers offer sessions at a series of Hubs or supported housing locations to provide support in a way that works for the individual, linked to support from GPs and specialist nurses.

The service will be monitored to ensure the best possible outcomes and minimise those losing their accommodation as a result.

## **Community Based Support**

For those individuals assessed as needing additional support but without a need for accommodation, this will most often be provided by means of 'community based support', assisting individuals or families to maintain their tenancies wherever they may live. This support is critical in engaging with individuals or families when things start to go wrong and looking for solutions to prevent decline and any loss of their home.

As well as supporting people to prevent crisis, the community based support can help people who have been receiving higher levels of support in the past, and checking that they are able to manage independently in the early stages of resettling into new accommodation. There may be occasional periods where support can be offered for a short term to overcome a temporary crisis before withdrawing once the situation has stabilised.

## Young People

Research by Shelter suggests that the causes of homelessness in young people are associated with adverse housing, economic and family trends and that young people are disproportionately affected and often don't know where to go for help.

Local Authorities have duties towards young people and care leavers, under Homelessness legislation and the Childrens Act 1989 and Children (Leaving Care) Act 2002. This means young people may be eligible for assistance from the local housing authority or social services.

Any duty owed to homeless 16 and 17 year olds under the Childrens Act 1989 takes precedence over the duties under homelessness legislation, however as the local housing authority, we are still under a statutory duty to assess and assist all 16 and 17 year olds, in addition to any referral we might make to social services. We do have a 'Southwark' protocol in place that sets out our shared arrangements.

In addition to our responsibilities above, young people often find obtaining accommodation difficult, with landlords often reluctant to let to young people, even those in receipt of benefits. Recent Housing Benefit changes have seen the 'shared accommodation rate' rise from the age of 25 to 35 (with some exceptions) meaning many single people up to the age of 35 only have sufficient benefits to live in shared accommodation, presenting some further challenges in terms of compatibility, and the availability of shared accommodation of a reasonable standard. The benefit from exemptions will only occur once a young person reaches the age of 25.

We are also working in partnership with Supporting People and support providers, to ensure we have a service dedicated to offering advice to young people to assess and offer appropriate support, to ensure they are housed safely. Ensuring young people receive adequate support and encouragement to pursue education or training is critical in terms of their future independence and wellbeing; and avoids a deterioration of circumstances or behaviours.

We wish to encourage Registered Providers or voluntary sector partners to focus on supply of suitable accommodation, including good quality shared provision. We will review existing supported accommodation to ensure there is sufficient capacity for those young people needing to gain the necessary skills before being able to live independently. Increases in the supply of one bedroom accommodation is also necessary to respond to the high demand for Registered Provider stock, having increased partly due to the welfare reform changes and changing household formation.

We are also exploring 'crash pad' facilities for those young people who present at short notice as roofless and need accommodation until enquires can be completed and safe placements made.

We intend to continue to use mediation services and 'Night Stop' arrangements to try and offer other options, sometimes on a short term basis until the full circumstances can be established.

## Supporting Individuals through Welfare Benefit Reform.

We are continuing to develop our understanding of the impact on individuals and households affected by Welfare Benefit changes, as policy changes are still being implemented, including those people on benefits under the age of 35; size criteria; and the Benefit Cap applied under current Housing Benefit arrangements and in future via Universal Credit.

Through the Welfare Reform Act the Government has introduced a new '**size criteria**' from 1<sup>st</sup> April 13, for housing benefit claims in the social rented sector. The criteria applies to working-age households who are considered to be under-

occupying their council or housing association homes and as a result lose part of their housing benefit. This decrease in benefit has been set initially at 14% for one extra bedroom and 25% for two or more extra bedrooms (based on rent and service charges).

In Gloucester, records indicate as at January 2015 635 housing benefit claims in the social housing sector, affected by changes associated with the house & household size criteria, approximately 378 of which are in Gloucester City Council's stock.

Much joint work has already been undertaken to identify and offer advice to those affected by the benefit changes to ensure they are aware of all options available to try and manage their rental payments. We will continue to work with our Registered Provider partners, and organisations offering welfare benefit advice to help households affected by benefit changes.

The benefit cap was introduced for out of work households, which restricts the amount of benefit a household can receive to £500 per week for couple and lone parent households and £350 a week for single person households.

The elements which make up the Universal Credit are:

- The standard allowance
- An amount for responsibility for children and young persons
- An amount for **housing**
- An amount for 'other particular needs and circumstances'

The Council work with other agencies, including representatives from CAB, GL Communities, The Law Centre and GARAS as part of the GAP group. The group considers issues arising from the reforms and how these are best resolved. Also any individuals or households who are suffering hardship as a result of welfare reform have the opportunity to apply through a through a new framework to deal with Discretionary Housing Payments.

**Discretionary Housing Payment objectives include:**

- alleviating poverty;
- encouraging and sustaining people in employment;
- tenancy sustainment and homelessness prevention;
- safeguarding residents in their own homes;
- helping people who have had a room specifically adapted for their needs to remain in the property
- ensuring that people who are able to afford their rent without additional subsidy can do so;
- helping those who are trying to find alternative accommodation to do so;
- keeping families together;
- supporting domestic violence victims who are trying to move to a place of safety;
- supporting the vulnerable or the elderly in the local community;
- helping customers through personal and difficult events ;
- supporting young people in the transition to adult life, or
- Promoting good educational outcomes for children and young people.

Payments of DHP are normally only awarded for a period of up to 13 weeks as the intention is for the recipient to seek a more affordable way of remaining in the property or seeks alternative accommodation.

For the year 2014/15 the Council was award a fund of £252,658 to support households affected by the welfare reforms. As at January 2015 we have awarded £160,000 of this fund to households in need. Approximately £70,000 of this has gone to Gloucester City Homes tenants. The funding for the year 2015/16 is yet to be announced.

### **Exempt Accommodation**

In 2011, changes were made through Circular HB/CBB A14/2011 to the eligibility of housing benefit for shared accommodation. The changes included the age threshold increasing from the age of 25 to 35; however certain exemptions were put in place. The exemptions included certain categories of ex-offenders (where there may be risks to others in shared accommodation), and also some provision for individuals who have formerly resided in specialist accommodation.

We would urge all our partners, when working with clients to find 'move-on' accommodation outside of the social sector, to check whether the client might be exempted from the age restricted benefit, and so opening up further accommodation options.

## Mortgage Rescue

Gloucester has benefited from the Government's Mortgage Rescue Scheme (MRS) although this has recently been phased out.

The number of home owners facing a crisis situation with their finances is growing currently. For some within the priority need categories the MRS was the only option. We will however continue to offer Homeowners facing repossession, specialist housing advice and assistance in partnership with the Citizen's Advice Bureau.

## Homelessness Resources

Source of Funding	2013-14	2014-15
Homelessness Prevention Grant (City Funding)	£377,329	£358,000
CLG Transitional Funding (Sub Regional Allocation)	£330,000	
Homelessness Transition Fund (County Funding)	£163,000	

## What do we want to achieve?

- Reduced levels of rough sleeping
- Continue to improve the proactive homelessness prevention programme.
- Alternatives for delivering mortgage rescue following the phasing out of the existing Government scheme.
- Increased levels of accommodation in social or through the private sector for those single people under 35 with restricted benefit entitlement.
- Sufficient supported accommodation for young people and teenage parents.
- An evaluation of housing accommodation based support throughout the county, with

accommodation located and matched to areas of need.

- An effective 'Reconnection Policy' successfully facilitating moves to receive support and suitable connection to home areas where appropriate.
- For Support Providers working with vulnerable or disconnected individuals, to actively encouraging take up of educational, employment or other activities to support independence and create a sense of worth.
- Minimise levels of substance misuse, dependency or reduced intake to improve health outcomes.
- Joint working with specialist organisations to provide support for clients with complex needs, including mental health issues.
- Monitor the position of homeless applicants who are owed a homeless duty, being discharged into the Private Rented Sector and consider any unintended consequences.
- Evaluate implications of Welfare Reform changes and establish options to minimise the risk of homelessness.
- Review our response when the severe weather protocol is implemented to consider service improvements.

## **Key Objective 4**

### **To foster good community health & Wellbeing**

#### **Where are we now?**

The Council has recently developed 'Ward Profiles' which provide an assessment of each ward's strengths, weaknesses, and opportunities. In turn, these profiles will help provide a platform for neighbourhood planning that seeks to support the Council's broader planning proposals. We wish to transfer power to local communities for them to shape the areas they live in.

The profiles examine the different types and sizes of homes available in our neighbourhoods to enable plans to provide the homes that people want and need. We recognise that our communities will want different types of homes including affordable, privately owned or privately rented to provide options that give choice and are affordable to all.

#### **Localism**

The Localism Act has provided flexibilities to local authorities concerning the way affordable housing tenancies are accessed or managed.

The City Council's [Tenancy Strategy](#) (Gloucester City Council, 2012) sets out our approach to these flexibilities, and how they support the objectives of this over-arching housing strategy; that is to create an environment where there are a range of tenancies available, that offer sufficient security to tenants; allows flexibility to respond to tenant aspirations, including moves to market housing; are responsive to different neighbourhood environments to ensure well-balanced neighbourhoods; make the best use of existing housing; and increase the number of affordable homes in the City.

In order to ensure healthy lifetime neighbourhoods our strategy requires that where there is any large scale new development or regeneration schemes to be undertaken, we will expect a Registered Provider to work closely with the Council so that we ensure that any new

proposals complement the profile of a given area.

An important element of the Tenancy Strategy concerns the introduction of 'flexible tenancies' on larger properties, to ensure that this valuable resource is made best use of, and should a large house no longer be needed by a household due to their family size or changed financial circumstances, opportunities will exist to explore other options, including shared ownership or market purchase, or to bring the tenancy to an end.

#### **The Care Act 2014**

2014 saw a radical modernisation of the law so that people's wellbeing is at the heart of the care and support system. [The Care Act](#) (Govt, 2014) is concerned with the provision for vulnerable people or those adults considered at risk of, referred to as 'people with care and support needs'. All staff (including housing staff and contractors) that come into contact with people with care and support needs who may be vulnerable to abuse and neglect should understand that safeguarding procedures apply to this group.

The Act has strengthened the linkages between housing and care; with a general duty now placed on a local authority, to promote an individual's well-being and that of any carer, and in doing so, consider

the following—

- (a) personal dignity (including treatment of the individual with respect);
- (b) physical and mental health and emotional well-being;
- (c) protection from abuse and neglect;
- (d) control by the individual over day-to-day life (including over care and support, or support, provided to the individual and the way in which it is provided);
- (e) participation in work, education, training or recreation;
- (f) social and economic well-being;
- (g) domestic, family and personal relationships;
- (h) suitability of living accommodation;**
- (i) the individual's contribution to society.

And in so doing, prevent the need for care and support. For the purposes of the legislation, the

provision of housing accommodation is a health-related service. A local authority must cooperate with those it considers appropriate, or who are engaged in activities, in the area relating to adults with needs for care, and support or relating to Carers.

The provision of appropriate housing can be a way to prevent needs for care and support or to delay deterioration over time. Getting housing right and helping people to choose the right housing options for them can help to prevent falls, prevent hospital admissions and re-admissions, reduce the need for care and support, improve wellbeing and help to maintain independence at home.

## Safeguarding

The Care Act requires Local Authorities to: -

- consider the physical, mental and emotional wellbeing of individuals
- make or arrange for safeguarding enquiries
- set up Safeguarding Adults Boards
- arrange for independent advocacy when it is needed
- cooperate with each of its relevant partners

We encourage all of Registered Provider Partners to ensure they have appropriate training in place and refreshed to ensure their staff know about and understand the requirements concerning safeguarding.

District Housing Authorities and Registered Providers share in the responsibilities to undertake enquiries where they may have cause, or suspect that an adult in its area has needs for care and support (whether or not the authority is meeting any of those needs), should they be

(i) experiencing, or are at risk of, abuse or neglect, and

(ii) as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.

“Abuse” includes financial abuse; and for that purpose “financial abuse” includes—

(a) having money or other property stolen,

(b) being defrauded,

(c) being put under pressure in relation to money or other property, and/or

(d) having money or other property misused.

We will work in partnership with Adult and Childrens Services, local Safeguarding Boards, health, the police and other agencies to ensure the effectiveness of our safeguarding arrangements including the creation of a Housing Forum if necessary. As a local authority, we will ensure we are engaged when it is appropriate with public protection forums (MARACs, MAPPAs, Health and Wellbeing Boards and Community Safety partnerships).

In our partnership working we will promote and embed the six Government Safeguarding principles:—

- Empowerment
- Protection
- Prevention
- Proportionate responses
- Partnership
- Accountability

We will also look at commissioning private emergency accommodation that provides exclusive use to the authority. This is so we can undertake the necessary risk assessments to accommodate and safeguard vulnerable people.

## Domestic Abuse Services

Through the partnership with Supporting People, a new Domestic Abuse service commenced in 2012 and is intended to provide support in a variety of settings to meet the specific needs of victims and their families. To avoid disruption and instability to families, support arrangements can occur in a victim's existing home, a refuge or by supporting the victim to move permanently, these services are available to any victim regardless of gender. The Service aim is to intervene as early as possible to prevent situations escalating.

Through the Support Provider, we will provide places of safety in a crisis and then support for families to return to their communities, where safe and they wish to do so. Through our successful relationship with Safe Partnership, we will continue to make available additional security measures

tailored to meet the needs of the victim and their family, including a 'sanctuary room' in appropriate cases, to protect against any repeat violent incidents.

We will keep our arrangements for the victims of domestic violence under review to ensure we offer a high quality service. We will also look to create a network of places of safety throughout the county, as a resource for placing families or individuals fleeing violence, at crisis stage.

## Community Based Support

Part of our approach to supporting vulnerable people has been to work with Supporting People, part of the County Council, to commission a new generic community based support. This is a more comprehensive service with a greater range of skills can be made available to service users; e.g. individuals do not always neatly match a specific 'label' e.g. homeless, substance misuse, young people, mental health, offenders etc.

Support will be offered where there are levels of risk and safeguarding concerns to individuals, and communities experiencing difficulties e.g. domestic abuse, chaotic drug and alcohol misuse

This service plays a crucial role across many client groups, in fulfilling our 'early intervention' intentions, in order to offer support, before situations, deteriorate and breakdown, sometimes to crisis and 'roofless' situations. We encourage our partners to refer or signpost to those who may need additional support. We believe it will not only be advantageous to individuals and their families, but also be far more cost effective. We will keep under review and evaluate outcomes and if necessary seek modifications throughout the period of the strategy.

## Well-Being

The recently created Gloucestershire Shadow Health and Wellbeing Board (GSHWB) has in partnership with social care colleagues set out its [strategy](#) (Gloucestershire County Council, 2012) and vision for health and well-being: **Working Together to Live Well and Stay Well'**

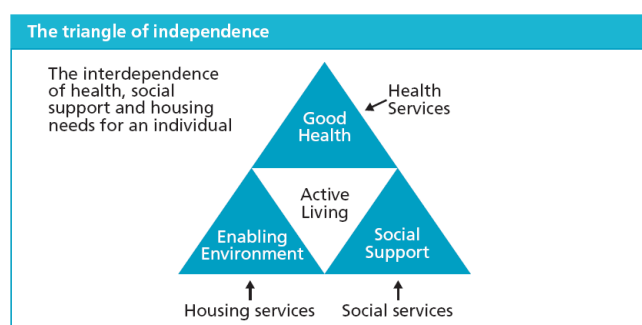
The aim of the vision is 'To improve the health of all Gloucestershire residents and protect the most

vulnerable' by 'working with our communities to co-produce health, wellbeing and resilience.'

The strategy is based on four life stages, those are

- Starting well
- Developing well
- Living & working well
- Ageing well

The strategy acknowledges that improved health brings wider social and economic benefits for everyone such as increased productivity and tax revenue and reductions in welfare payments. Below you will see the role housing can play in supporting the life-stages above.



(CLG, 2008)

The Strategy reports that health inequalities arise from differences in the social and economic conditions in which people are born and live and as a result the burden of ill health is disproportionately experienced by individuals, families and communities where there are lower incomes and lower educational levels. Evidence identifies high levels of health inequalities in neighbourhoods mainly located in central Gloucester.

The Strategy also reports hospital admissions due to a hip fracture are higher than the English average within Gloucester City. It also says that the proportion of excess winter deaths in Gloucestershire is 18.5% which is comparable to the England figure of 18.7%. However, within Gloucester City, numbers are recorded as 23.3%.

The Adamson stock condition report of 2011 also reported an increase in the City with the percentage of households with at least one member with long term illness or disability (from 15.5% to 20.6%) and goes on to demonstrate that that there is significant cost to the NHS from



people suffering accident and illness due to falls and excess cold in the home.

We will look for opportunities for partnership working with public health through the Health and Well Being Board to develop projects and harness resource to tackle these hazards.

Where extensive adaptations are required to a property, we will consider whether this is the best way of meeting the housing needs of the household, and investigate alternative housing options.

When working with Registered Providers on new or revised service arrangements or developments, we will check that proposals adequately address Health & Wellbeing and meet with our Lifetime Neighbourhood requirements set out below.

### Older People and their Well-Being

According to research (Housing Learning & Improvement Network HLIN, 2012) , on average each older person living in specialist housing reduces costs to other publicly funded services by £550 (Capgemini 2009)

By contrast, poor housing is very often a contributory factor to 'winter deaths', a range of health problems in older people, such as heart and respiratory conditions, as well as serious injuries and deaths from falls. To help take the strain off Health & Adult Social Care, we will support the creation of specialist housing; support for people in their own homes, or other environments that are suitable.

Experience shows us that older people thrive where they live in safe environments, that avoid trips and falls, that are warm and well maintained. We wish to explore and encourage other preventative housing measures to support those less mobile, offering older people a better quality of life, and also prevent unnecessary care costs.

We know the projections regarding our ageing population and predicted needs, and we wish to work with Older People to enhance our understanding of their aspirations for accommodation, from independent accommodation to 'care ready' or 'extra care' type arrangements and put in place plans to

deliver suitable schemes in line with demographic changes.

### Health Issues in Gloucester

Age 75+ Predicted to	2011	2015	2020
Have a long term limiting illness	4,907	5,135	5,799
have dementia	1,146	1,245	1,415
be admitted to hospital due to a fall	328	342	386

### Challenges to Independence: Daily Tasks

Aged 75+ unable to manage:	2009	2015	2020
at least one domestic task alone	5,082	5,420	6,093
at least one self-care activity alone	4,127	4,393	4,931
at last one mobile activity alone	2,415	2,591	2,913

Source Projecting Older People Population Information System (POPPI)

A recent report 'Housing for our Ageing Population' (Network, 2012) identified ten key design elements that we will encourage partners or developers to incorporate into their proposals. Design features such as the inclusion of generous space standards, plenty of natural light, avoidance of an institutional environment etc. and also making the accommodation as 'care ready' for older people, to ensure they contribute to the best possible outcomes for older people.

There are different types of accommodation available for older people that typically fall within the following categories.

#### Mainstream Housing

- Adapted Housing
- General Needs Housing
- Lifetime Homes

#### Specialised Housing

- Sheltered/Retirement Housing
- Very sheltered/Assisted Living
- Extra Care/Close Care housing
- Retirement Village

#### Residential Care or Care Homes

- Residential Care
- Nursing Home
- Specialised Care Homes

## **Proposed New Health & Wellbeing Hubs**

The approach to offering support within Sheltered Housing Schemes is beginning to change. It is recognised that often many people living within such schemes are active and well and require little support, whilst in the wider locality; there may be more frail individuals who are quite isolated and vulnerable. We are beginning to explore Hubs in different localities in the City that can offer services to both residents within Sheltered Housing schemes and also the wider community. Staff in the hubs will play an important role in the early identification of vulnerable people and offer or secure alternative support, as well as stimulate activities within which local people can become involved.

## **Specialist Provision**

It is inevitable, that with the growing ageing population, as outlined above, we will need to cater for people who develop dementia, and encourage options that support their partners. Due to the ageing population in the county we have a higher than average rate of dementia within our population. The number of people aged 65 and over with a form of dementia is currently around 8,500 and is projected to grow by over 70% by 2030.

We therefore will explore the provision of specialist provision for dementia sufferers and where appropriate consider the needs of family members, within the City.

## **Home Improvement Scheme – Safe at Home**

Home improvement schemes are available to help homeowners and private sector tenants who are older or disabled to remain in their own home, living independently, in safety and comfort. Home improvement schemes also advise on home improvements and adaptations that their clients may need, and help them to apply for local authority grants or loans to fund the required work.

The City Council and district Partners have worked in partnership with Gloucestershire County Council's Supporting People Team to put in place a contract for three years, commencing June

2011 and are currently within a one year extension. The service is expected to be re-tendered during 2015-16. This service not only provides adaptations to allow people to remain at home, but also enables those leaving hospital, who would otherwise not be able to return home.

## **Lifetime Neighbourhoods**

We wish to create Lifetime neighbourhoods, which offer everyone the best possible chance of health, wellbeing, and social, economic and civic engagement regardless of age. "Lifetime neighbourhoods provide the built environment, infrastructure, housing, services and shared social space that allows us to pursue our own ambitions for a high quality of life. They do not exclude people through age, frailty or disability" (CLG, 2007). Lifetime neighbourhoods will however reap an 'age dividend' of improved health, inclusion and participation. As part of this approach and building on our Core Strategy proposals, we will seek 10% of Lifetime Homes on all new residential developments, and a proportion of 'wheelchair user standard' homes in proportion with the evidence available at the time of development.

The Government has recently been consulting on its intended 'Housing Standards', the findings of which we will review and may well adapt our approach further depending on the guidelines published.

We will begin to use an 'asset based' approach to community health and wellbeing, building on the strengths and assets within communities. This type of approach will enable citizens and charities to complement the work of service providers. GCH have been piloting such proposals and will be extending those arrangements during 2014-15.

## **Community Safety**

Through our Safer Gloucester Partnership it is recognised that every agency has a vital role to play in tackling anti-social behaviour (ASB) and the aim is for all organisations and communities to work together to ensure that our communities are safe and tolerant and well maintained.

## Secure By Design

We encourage developers to follow Secure by Design (APCO, 2010) principles when building new or regenerating areas of housing. Secure by Design is a Police led initiative that seeks to minimise crime by designing it out of housing layouts or incorporating features including good surveillance that would make it difficult for crimes to be undertaken undetected.

Research has shown that 'secure by design' developments suffer at least 50% less burglary, 25% less vehicle crime and 25% less criminal damage that those not designed accordingly.

We are currently awaiting the results of the Government's Housing Standards consultation, which did take into account crime prevention measures. Whilst in the consultation period of this strategy, it is hoped the new guidelines will be available and we may relate our requirements to any enhanced guidance.

## Antisocial Behaviour (ASB) & Hate Crime

A multi-agency team called Project SOLACE was created to bring agencies together to deal with ASB. Project SOLACE is a partnership of Gloucester City Council, GCH, and Gloucestershire Constabulary. Gloucester City Homes manage the team and is supported by a Council Officer.

Whilst Project SOLACE tackles ASB where it exists in private tenancies, owner-occupiers and public places, Registered Providers play an important role in tackling ASB within their own housing stock. The City council welcomes and urges all RPs operating in the City to take advantage of new tools or legislation to tackle any ASB that arises.

In 2014 the government passed the Anti-social behaviour, Crime and Policing Act 2014, The intention was to "move away from having a tool for every different problem" to a new approach designed to ensure that local authorities, the police and partners have "faster more flexible tools" to respond to problems with "victims at the heart of the response".

The Act encourages collaborative working between agencies and the main elements include:

- New measures for responding to anti-social behaviour
- Dangerous Dogs
- Firearms
- Protection from sexual harm and violence
- Forced marriage

The Act provides for a new community trigger and a 'community remedy' to empower victims and communities, allowing them a greater say in how agencies respond to complaints of ASB and with options in out-of-court sanctions for offenders.

In addition, the legislation has provided for 'Injunctions to prevent nuisance and annoyance' (IPNA's) which are a civil power which may be applied for by a range of agencies to deal with anti-social individuals. It is anticipated that the Council or housing providers, along with the Police, will make use of these tools.

Registered Providers, will need to adapt their practices to reflect the new arrangements.

**Hate Crime** is one of the priorities for the Gloucester Community Safety Partnership. It involves any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a personal characteristic. The definition covers age, disability, gender-identity, marriage or civil partnership, pregnancy or maternity matters, race, religion or faith and sexual orientation. We will encourage the 'Challenge It, Report It, Stop It' approach to minimise occurrences of hate crime.

We will promote the government requirements concerning hate crime with our RP partners and encourage an approach where there is ease of reporting.

## What do we want to achieve?

- **A clear statement projecting housing requirements in relation to Older People, meeting a broad range of aspirations from independent accommodation through to Extra Care or Care Ready accommodation.**
- **Well designed and high quality services that support older people, not just in our sheltered**

housing schemes, but in our wider communities.

- Safeguard vulnerable individuals
- Expand the number of 'places of safety' for those fleeing domestic abuse
- Reduced deprivation
- Explore provision of specialist accommodation for sufferers of dementia.
- Increased resident engagement by all sections of the community.
- Registered Providers utilising all options including the new legislation to tackle Anti-social Behaviour (ASB).
- The implementation of the new arrangements for ASB and an agreed procedure to support the use of the 'community trigger',
- An effective response and decrease in hate crime.
- Wider dispersal area for accommodation for refugees or asylum seekers in the City and county.
- Improved health and well-being.

## Resources

Below are some of the resources that we will seek to secure to invest in improved housing outcomes, and draw on some funds through other sources as opportunities arise.

### HCA Funding

Through the Homes & Communities Agency (HCA) £1.7bn is the amount available (outside London) of capital grant funding for affordable housing, over the three year programme period, 2015–18 against which bids are invited.

The arrangements for drawing down grant have significantly changed following the associated introduction of 'affordable rents'. In addition RPs have more flexibilities to dispose of housing stock, or undertake conversions on relet to affordable rent, both with the intention of recycling funds back into new housing provision.

In order to make use of grant funding from the HCA, the City Council has and must continue to identify, prioritise and promote suitable sites for the delivery of affordable housing and work with Registered Provider partners to stimulate investment of grant allocations here in the City.

The City Council's priorities for investment have been set out in the Council's emerging Regeneration and Economic Development strategy, and formerly within a Local Investment Plan formulated with other District authorities within the county. **The key strategic sites within the City are:** - The Kings Quarter, Blackfriars, Greyfriars, The Fleece, Gloucester Quays, and more localised neighbourhood regeneration in Matson and Podsmead.

The HCA also make other funding opportunities available periodically, such as the Local Infrastructure Fund, Care and Support Specialised Housing Fund, Build to Rent. Similarly we will work in partnership with organisations meeting the criteria to bid for such funding to secure investment in the City.

### New Homes Bonus

The NHB funding stream match funds the council tax raised on each new home for a period of six years. There is also a premium of £350 paid for each affordable home developed or empty home returned to use.

Our objectives to increase the supply of all homes and affordable homes will see increased funding being made available to the local authority if we are successful.

The New Homes Bonus provisional allocation for 2015-2016 Gloucester City Council will total £3,084,871. This year 5 instalment includes an affordable homes premium of £26,600. The total NHB to date is £9,840,133

Given the current pressures on local authorities and allocations from central government, we will use these funds to support our base budgets; however we will keep under review the future use of NHB in the City.

### S106 & Capital Funding

From time to time, commuted sums are taken in lieu of affordable housing on site for newly consented schemes. Taking a commuted sum is typically considered where a site would seem unsuitable for affordable housing e.g. where there is already sufficient in the locality or some other exceptional case as may be considered assuming it complies with the legislation. Such funds represent the value of land that would have been made available for affordable housing.

Since we produced our draft strategy for consultation, the figure of £661,258 has reduced to £8,758 following expenditure on schemes within the City.

The priorities we propose for the continued use of these funds are: -

- To support new build delivery on suitable sites.
- To support sites where scheme viability is borderline.
- To provide specialist accommodation not provided as standard on new build developments.

## Right to Buy Receipts

in March 2012 the government changed the [rules](#) (CLG, 2012) concerning RTB receipts used for replacement homes, and any new development where these funds are used, must form no more than 30% of the total expenditure on the replacement stock. It is intended that the remainder beyond the 30% comes from other resources including loans financed from 'affordable' rents (up to 80% of market rents), the council's own resources or funding from partners including housing associations or developers,

The City Council has signed an agreement with DCLG to keep the receipts to assist with the provision of new affordable housing in the city. The value of receipts currently is £1,303,261.78 and based on the rules above must generate £4,344,205 worth of new development of affordable housing. Given the forthcoming stock transfer, no further receipts are now to be received by the Council. As part of the stock transfer arrangement £600k of these receipts will be used to provide new dwellings through Gloucester City Homes and the Council will seek to use the remaining funds to deliver affordable housing to support the objectives of this strategy.

Funding Source	2014-15
Capital funding	£85,283
Disabled Facilities Grant	£500000
GCC Top Up for Disabled Facilities Grant	Budget proposal to increase from £300-£400k
Right to buy receipts	<b>£1,303,261.78</b> Formula permits £4.34M of development
Commuted Sums from s106 contributions	£8,758

## Other Capital Funding

### Gloucester Housing Market Partnership

The development of the urban extension at Kingsway of around 3300 homes has in the last decade provided a sizeable proportion of affordable homes within the City. Capital funding was formerly designated to deliver homes at Kingsway and £85,283 remains to support future phases. As a consequence of the planning condition in place relating to Kingsway, units delivered are required to be 'social rented' tenure or shared ownership, therefore the inability to attract HCA subsidy, available to support 'affordable rent' means supporting delivery with City Council funds remains critical.

## Key Objectives – Delivery Plan

Key Objective	Action	Measure or Target	Target Date	H relates to homeless	Responsible Officer or Resources
<b>Key Objective 1</b>					
<b>Action 1.1</b>	Identified five year land supply	Strategic Assessment of Land Availability & Joint Core Strategy Housing Background Paper (Nov 2014)	2014-15		Planning Policy
<b>Action 1.2</b>	Providing the stimulus for investment in housing in the City	Investment in affordable housing in the City Grant Total Investment	Annual review		Planning Policy & Housing Strategy & Enabling
<b>Action 1.3</b>	Improved planning policy for housing	Production of Supplementary Planning Document	2014-15		Planning Policy & Enabling
<b>Action 1.4</b>	Maximising Affordable Housing provision through S106 agreements	Monitoring % negotiated & actual levels of affordable housing delivered, against economic circumstances, Greenfield/Brownfield land.	Annual review		Development Management & Housing Strategy & Enabling Service
<b>Action 1.5</b>	Consider partnerships with larger investment organisations (e.g. Real Estate Investment Trusts, Pensions Companies)	Evidence of options	2015-16		Housing Strategy & Enabling Service
<b>Action 1.6</b>	Release under occupied homes	Social Sector Private Sector	Annual review		Housing Strategy & Enabling Service
<b>Action 1.7</b>	Explore opportunities to develop homes above shops or in former retail areas	Units delivered above shops or in retail areas.	2016-17		Housing Strategy & Enabling Service
<b>Action 1.8</b>	Explore opportunities for conversions from commercial to residential	Assessment of options and any conversions made.	2015-17		Housing Strategy & Enabling Service – Private Sector Housing Service
<b>Action 1.9</b>	Engage with Private Landlords to secure properties to provide options for those threatened with homelessness	Evidence of properties nominated to or leased.	Annual review		Housing Strategy & Enabling Service

<b>Key Objective 1</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 1.10</b>	Use existing Empty Homes funding Allocation to return empty homes back to use and bid for any future funding opportunities	Evidence of specific properties returned to use.	2015		Housing Strategy & Enabling Service – Private Sector Housing Service
<b>Action 1.11</b>	Undertake enforcement action on longer term empty properties or those creating a nuisance, and ensure that no more than 3% of homes are empty in the City	Measure total number of empty properties brought back into use	Quarterly Review		Environmental Health & Enabling
<b>Action 1.12</b>	Provide private tenants with the information to enable them to assess the condition of their accommodation	Evidence of material used to support action.	Annual review		Private Sector Housing Service
<b>Action 1.13</b>	Carry out enforcement action to improve the condition of privately rented properties and target enforcement action in the areas identified as having the worst conditions.	Reduced the number of Category 1 hazards	Annual review		Private Sector Housing Service
<b>Action 1.14</b>	Work in partnership with advice agencies to deliver energy saving improvements to residential accommodation.	Numbers of referrals made, and the number of measures installed.	2015-onward		Private Sector Housing Service
<b>Action 1.15</b>	Use the existing Fit To Rent Accreditation scheme to ensure continuous improvement in the private rented sector.	Numbers joining the scheme.	Annual review		Private Sector Housing Service
<b>Action 1.16</b>	Promote electrical safety awareness to encourage owners to replace old electrical wiring.	Evidence of publicity material or re-wiring undertaken via Building Control	Annual review		Private Sector Housing Service



<b>Key Objective 1</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 1.17</b>	Monitor migration patterns to understand the need for provision or understand any local neighbourhood effects.	Evidence concerning migration.	Quarterly throughout life of strategy		Housing Strategy & Enabling Service
<b>Key Objective 2</b>	<b>Action</b>	<b>Measure</b>	<b>Target Date</b>		<b>Responsible Officer or Resources</b>
<b>Action 2.1</b>	Update Strategic Housing Market Assessment to inform the requirement for different size, types and mix of homes	Completed SHMA	Summer 2016		Housing Strategy & Enabling Service
<b>Action 2.2</b>	To set out requirements in City Plan documents for those people with specific needs or disabilities including the provision of life time homes and wheelchair user accommodation.	Reduction of waiting time for specialist accommodation	2015-16		Housing Strategy & Enabling Service
<b>Action 2.3</b>	Ensure all HMO's subject to mandatory licensing are properly licensed.	Increasing numbers of new licenses.	Annual review		Private Sector Housing Service
<b>Action 2.4</b>	Conduct a more detailed evaluation of housing requirements and options for older people.	Detailed approach on Older Person accommodation requirements within City Plan to aide discussions with existing and new providers.	2015		Housing Strategy & Enabling Service

<b>Key Objective 2</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 2.5</b>	Develop homes for older people; or disabled people within communities to take advantage of community support or to be able to use personalised budgets locally on care or support.	Increased options provided through Neighbourhood Hubs.  Asset Based Community Activities being undertaken within communities.	Annual review		Housing Strategy & Enabling Service
<b>Action 2.6</b>	Respond to requests for adaptations as quickly as possible, and develop options for additional advice and support, where a move might be more appropriate than an adaptation.	Numbers of individual s who moved to more suitable accommodation increasing.	Annual review		Private Sector Housing Service
<b>Action 2.7</b>	Ensure sufficient levels of temporary accommodation to avoid the use of unsuitable bed and breakfast accommodation other than on an exceptional basis.	More suitable temporary accommodation for homeless clients.  Less expenditure on B&B	2015-16	H	Housing Strategy & Enabling Service
<b>Action 2.8</b>	Explore shared accommodation and other HMO type arrangements to support increasing numbers under 35 ineligible for more than a single room rent.	Choice based lettings (Homeseeker) will be analysed to determine the trend in the number of applications for housing.	2015-16	H	Housing Strategy & Enabling Service
<b>Action 2.9</b>	Develop specialist accommodation for people with complex needs	Increased bed spaces available to those complex needs within the City.	2015	H	Housing Strategy & Enabling Service

<b>Key Objective 2</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 2.10</b>	Work with RPs to identify tenants under-occupying and those overcrowded to encourage moves to more suitable accommodation	Easy access system to match eligible people to the correct properties	2016-17		Homelessness & Housing Advice Service
<b>Action 2.11</b>	Encourage the involvement of Older People, disabled or minority groups, in shaping plans for their area or homes.	Better outcomes for individuals in their own homes and neighbourhoods.	Annual review		Housing Strategy & Enabling Service with Registered Providers
<b>Action 2.12</b>	Promote our urban and neighbourhood regeneration priorities with key funding organisations, including HCA and GFirst.	Number of key regeneration starts on site Amount of subsidy attracted to regeneration sites.	Annual review		Housing Strategy & Enabling Service
<b>Action 2.13</b>	Introduce a regular mechanism for consultation with the Travelling Showpeople Community and any other Traveller communities.	Continued engagement with Travelling Show People community or other communities if need identified Identify opportunities for pitches if need identified	2015 & ongoing		Housing Strategy & Enabling Service & Planning Policy

<b>Key Objective 2</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 2.14</b>	We will agree short, medium and longer term priorities for investment into the City Council's housing stock to support regeneration and more effective use of our land assets and agree the most effective way of resourcing those improvements.	Phased plans for neighbourhood regeneration.  Funding arrangements identified for neighbourhood regeneration.	2015-16		Housing Strategy & Enabling Service
<b>Key Objective 3</b>	<b>Action</b>	<b>Measure</b>	<b>Target Date</b>		<b>Responsible Officer or Resources</b>
<b>Action 3.1</b>	We will explore new arrangements with organisations able to offer independent legal or financial advice to prevent homelessness.	Numbers being offered advice to minimise repossessions for those unintentionally homeless.	2015		Homelessness & Housing Advice Service
<b>Action 3.2</b>	Identify individuals or households affected by Welfare Benefit changes and offer advice and assistance to secure affordable accommodation.	Data identifying clients affected by changes and evidence of advice or support offered.	6 monthly throughout YR 1-2 of strategy & review		Homelessness & Housing Advice Service & Civica
<b>Action 3.3</b>	Monitor the framework concerning the use of discretionary housing funds.	Numbers of households prevented from becoming homeless through the use of Discretionary Housing funds.	6 monthly throughout YR 1-2 of strategy & review		Homelessness & Housing Advice Service & Civica
<b>Action 3.4</b>	We will develop more interim or hostel type accommodation in the medium term to respond to certain household presenting as homeless.	Numbers of interim accommodation.	Continuous		Homelessness & Housing Advice Service
<b>Action 3.5</b>	Support the transition of a new service to meet the needs of rough sleepers.	Improved service outcomes for rough sleepers with complex needs.	2015		Housing Strategy & Housing Strategy & Enabling Service

<b>Key Objective 3</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 3.6</b>	Ensure there is effective outreach to engage with rough sleepers and those with chaotic needs or complex behaviours to ensure support is available.	Less rough sleeping	2015		Housing Strategy & Enabling Service
<b>Action 3.7</b>	We will work in partnership with local agencies to support vulnerable former EU Workers or other migrants to return to their country of origin and receive appropriate support, or other enforcement action if necessary.	The development of an agreement between partner agencies concerning migrants with no recourse to public funds.	2015		Housing Strategy & Enabling Service
<b>Action 3.8</b>	In conjunction with Supporting People we will review all accommodation made available to homeless or vulnerable individuals that provide support.	A revised network of homeless accommodation identified, with clear guidelines around support available.	Quarterly		Housing Strategy & Enabling Service with Supporting People
<b>Action 3.9</b>	Build on the quality of frontline services to meet the 10 Challenges of the Gold Standard set via CLG	Assessment against Gold Standard criteria. Evidence of improvement plan.	2015		Homelessness & Housing Advice Service & Customer Services
<b>Action 3.10</b>	Keep under review homeless applicants who are owed a homeless duty, being discharged into the Private Rented Sector and consider any unintended consequences associated with new legislation.	Cases being re-opened under 're-application duty'.	2015 & determine further frequency of review		Homelessness & Housing Advice Service

<b>Key Objective 3</b>	<b>Action</b>	<b>Measure or Target</b>	<b>Target Date</b>	<b>H relates to homeless</b>	<b>Responsible Officer or Resources</b>
<b>Action 3.11</b>	Evaluate implications of Welfare Reform changes and establish options to minimise the risk of homelessness.	Routinely review data associated with Benefits and the affordability of accommodation and risk to homelessness.	6 monthly through & determine frequency thereafter		Homelessness & Housing Advice Service & Housing Strategy & Enabling Service and Civica Client Officer
<b>Action 3.12</b>	Review our response when the severe weather protocol is implemented to consider service improvements.	Any revised arrangements to support the severe weather protocol.	2015 & annually		Housing Strategy & Enabling Service

<b>Key Objective 4</b>	<b>Action</b>	<b>Measure</b>	<b>Target Date</b>	<b>Responsible Officer or Resources</b>
<b>Action 4.1</b>	Better working relationship with Gloucester residents	Resident survey will show increased % of involvement	2016-17	Housing Strategy & Enabling Service Private Sector Housing Service Housing Options & Advice Service
<b>Action 4.2</b>	Close links with Home Office or contracted housing organisations	Evidence of accommodation in the City and a move toward more balanced arrangements in the county	6 monthly	Housing Strategy & Enabling Service
<b>Action 4.3</b>	Increased number of homes/support for people with special needs	Evidence from SP contracts & KPI's  Evidence of specialist dwellings	6 monthly	Housing Strategy & Enabling Service

<b>Key Objective 4</b>	<b>Action</b>	<b>Measure</b>	<b>Target Date</b>	<b>Responsible Officer or Resources</b>
<b>Action 4.4</b>	Consider whether a specialist Register can be derived from the existing Choice Based lettings system for those who require specialist accommodation, to be matched with Providers offering specialist provision.	A more specialist register and effective letting of adapted or specialist provision.	2016	Housing Strategy & Enabling Service
<b>Action 4.5</b>	Working in partnership with other agencies (SP, districts, health, County Council etc)	Indices of deprivation will go down including crime & ASB	Review every 2 years	Housing Strategy & Enabling Service
<b>Action 4.6</b>	Review Tenancy Strategy Objectives Tenancy Strategy – less no. of tenants under occupying	Reduction in churn within communities.	2015	Housing Strategy & Enabling Service
<b>Action 4.7</b>	Encourage Registered Providers utilising all options, including any new legislation at their disposal to tackle ASB.	Annual RP interviews – assessment of measures to tackle ASB in the City.	Annually assessments with RPs 2015 review arrangements with Police	Housing Strategy & Enabling Service
<b>Action 4.8</b>	Encourage Registered Providers to promote initiatives that seek to prevent hate crime.	Annual & periodic RP interviews/meetings – assessment of measures to tackle hate crime in the City.	Annual Review	Housing Strategy & Enabling Service

<b>Key Objective 4</b>	<b>Action</b>	<b>Measure</b>	<b>Target Date</b>	<b>Responsible Officer or Resources</b>
<b>Action 4.9</b>	We will look for opportunities for partnership working with public health through the Health and Well Being Board to develop projects and harness resource to tackle these hazards.	Funding secured or joint projects and outcomes.	2015	Environmental Health & Housing Strategy & Enabling Service
<b>Action 4.10</b>	Look for alternative cost-effective solutions to properties requiring extensive adaptations.	Recorded diversions from DFG to move to suitable alternative accommodation.	2015	Environmental Health & Housing Strategy & Enabling Service
<b>Action 4.11</b>	Engage with County Council concerning the implementation of new arrangements associated with Care Provision	New initiatives commenced	2015	Environmental Health & Housing Strategy & Enabling Service & Housing Services
<b>Action 4.12</b>	Explore an increase to create a network of 'places of safety' for those fleeing domestic abuse.	Number of properties acquired	2015	Housing Strategy & Enabling Service



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## Glossary

<b>Affordable Housing</b>	There are a number of different types of products which come under the Government's definition of 'affordable housing': Affordable housing includes social rented, affordable rented and intermediate housing (both for rent and sale e.g. shared ownership, where a part share of the property is bought and rent payable on the un-owned share, enabling full occupation by purchaser/household), provided to eligible households whose needs are not met by the open market. Eligibility is determined with regard to local incomes and local house prices.
<b>Arms Length Management Organisation (ALMO)</b>	Gloucester City Homes (ALMO) is a not-for-profit company that is contracted to provide housing services on behalf of Gloucester City Council.
<b>Asset Based Community Development (ABCD)</b>	Recognising and identifying the strengths that exist in communities (the assets). Working together with communities, practice has shown that it improves a community's effectiveness.
<b>Capital Funding</b>	This is funding incurred for acquiring new or second hand homes or to make improvements in dwellings and in housing terms can be thought of as anything that increases the quantity or quality of the stock. It can include payments to lawyers, surveyors etc in connection with the purchase of land or buildings.
<b>City Vision</b>	A shared document detailing shared priorities for the City developed with partners and residents.
<b>Commissioning</b>	Commissioning is essentially a structured way of deciding how and on whom public money should be spent. Commissioning is a cycle that involves: <ul style="list-style-type: none"> <li>• Assessment (or reassessment) of need</li> <li>• Identifying resources</li> <li>• Planning how to use the resources</li> <li>• Arranging service delivery through a procurement process</li> <li>• Monitoring and reviewing service delivery</li> </ul>
<b>Communities and Local Government (CLG)</b>	Is the UK Government Department for Communities and Local Government
<b>Commutated Sums</b>	A capital payment made by a developer to the council usually in lieu of the provision of an item that would otherwise have been provided through a planning obligation, in the case of housing, a cash sum provided rather than the provision of provision.
<b>Council Plan</b>	The Council Plan sets out the council's approach to meeting its corporate objectives that is the desired outcomes we wish to achieve relating to the council's services or activities.

<b>Decent Homes</b>	All social housing must meet the Decent Homes standard, be warm, weatherproof and have reasonably modern facilities.
<b>Deprivation Index</b>	A collection of statistical indicators for income, employment, health, education, housing, quality of living environment, access to open space and crime comprise the deprivation index. This tool helps us understand how areas within the city are performing in comparison with other geographical areas in the City and beyond.
<b>Demography</b>	Characteristics and statistics of human population: the characteristics of a human population or part of it, especially its size, growth, density, distribution, and statistics regarding birth, marriage, disease, and death
<b>Discretionary Housing Payments (DHP)</b>	It is a way of helping you if the housing benefit you get is not enough to pay your rent. There are criteria against which claims for DHP are assessed that vary between local authorities. DHPs are not the same as Housing Benefit. They are special payments which come from a separate cash limited fund. Once the fund has been spent in any financial year no more Discretionary Housing Payments can be made.
<b>Equalities</b>	Equalities are about 'creating a fairer society', where everyone can participate and has the opportunity to fulfil their potential'
<b>Extra Care</b>	The term 'extra care' housing is used to describe developments that comprise self-contained homes with design features and support services available to enable self-care and independent living. Extra care housing is popular with people whose disabilities, frailty or health needs make ordinary housing unsuitable but who do not need or want to move to long term care (residential or nursing homes).
<b>Gloucestershire Shadow Health and Wellbeing Board (GSHWB)</b>	The Health and Social Care Act (2012) introduced wide ranging reforms across health and social care services. As part of these reforms every upper tier local authority has to set up a Health and Wellbeing Board.
<b>Homelessness (suitability of Accommodation) England Order 2012 (SI 2012/2588)</b>	Local Housing Authorities have the power to meet their main homelessness duty with offers of accommodation in the Private Rented Sector, without requiring the Applicant's agreement.
<b>Homes and Communities Agency (HCA)</b>	The national housing and regeneration delivery agency for England, enabling local authorities and communities to meet the ambitions they have for their areas; and administers government funding to support housing and infrastructure provision.
<b>Houses in Multiple Occupation (HMO's)</b>	A house is in Multiple Occupation (HMO) if: at least 3 tenants live there, forming more than 1 household, you share toilet, bathroom or kitchen facilities with other tenants.

<b>HAPPI (Housing our Ageing Population Panel)</b>	Ten key design elements that are concerned with meeting the needs and aspirations of our ageing population.
<b>Housing Related Support</b>	Housing Related Support is a service which assists previously homeless and /or vulnerable people to live independently in their own accommodation. The aim of this service is to support people in managing their own home to retain independence and enhance their quality of life.
<b>Housing Strategy</b>	A document that sets out the type of housing outcomes that people wish to see in the area. A strategy will normally set out the priorities and means by which improvements will be made to secure the best outcomes.
<b>Housing, Health and Safety Rating System</b>	The housing health and safety rating system (HHSRS) is a risk-based evaluation tool to help local authorities identify and protect against potential risks and hazards to health and safety from any deficiencies identified in dwellings.
<b>Interim Accommodation</b>	Temporary accommodation (usually on an emergency basis typically whilst an application for housing is being assessed)
<b>Intermediate Housing</b>	Is affordable housing with rent set at between social housing and market housing levels
<b>Joint Core Strategy</b>	The plan that identifies locations and levels of residential development throughout Gloucester/Cheltenham/Tewkesbury. See <a href="http://www.gct-jcs.org/">http://www.gct-jcs.org/</a>
<b>Local Enterprise Partnerships (LEP)</b>	Gloucestershire is one of just 39 local enterprise partnerships in England, created by Government to promote a healthy economy. Driven by GFirst, LEP key themes are promotion, skills, connection and investment with the overarching aim of realising Gloucestershire's economic and commercial potential. See LEP website - <a href="http://www.gloslep.co.uk">www.gloslep.co.uk</a>
<b>Local Investment plan</b>	Local Investment Plans reflect local priorities for action and investment and are shared by local authorities and the Homes and Communities Agency. Plans will reflect local circumstances and priorities and so vary significantly in content, focus and length, with an emphasis on priority projects and the support needed over the short and long term to deliver them.
<b>Local Plan</b>	A Local Plan considers how it will meet housing need and show how it will meet that objectively assessed needs, both for market and affordable housing. See <a href="http://www.planningportal.gov.uk/planning/planningsystem/localplans">http://www.planningportal.gov.uk/planning/planningsystem/localplans</a> for this & other planning terms.
<b>Localism Act 2011</b>	The Act devolves greater powers to councils and neighbourhoods and gives local communities more control over housing and planning decisions.
<b>Mortgage Rescue Scheme</b>	The mortgage rescue scheme is a Government initiative that aims to help homeowners in danger of losing their homes. See <a href="http://mortgagehelp.direct.gov.uk">mortgagehelp.direct.gov.uk</a>

<b>National Planning Policy Framework</b>	The National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied.
<b>Neighbourhood Plans</b>	Neighbourhood planning empowers communities to shape the development and growth of a local area through the production of a neighbourhood development plan, a neighbourhood development order or a Community Right to Build Order.
<b>No Recourse to Public Funds</b>	A non UK resident who is ineligible for the following benefits in the UK: - 'Public funds' include a range of income related benefits, together with housing and homelessness support. The full list is as follows: <ul style="list-style-type: none"> <li>• income-based jobseeker's allowance;</li> <li>• income support;</li> <li>• child tax credit;</li> <li>• working tax credit;</li> <li>• a social fund;</li> <li>• child benefit;</li> <li>• housing benefit;</li> <li>• council tax benefit;</li> <li>• state pension credit;</li> <li>• attendance allowance;</li> <li>• severe disablement allowance;</li> <li>• carer's allowance;</li> <li>• disability living allowance;</li> <li>• an allocation of local authority housing</li> <li>• local authority homelessness assistance</li> </ul>
<b>Objectively assessed need.</b>	A phrase derived from the National Planning Policy Framework to describe the basis by which the total demand for housing, from all types of household and for both affordable and market housing; as indicated the evaluation of need should be robust and withstand scrutiny as to the way in which it was formulated.
<b>Personalisation</b>	Is the process of enabling people to be more in control of the services they receive. Every person who receives support, whether funded by Social Services or by themselves, will have choice and control over the shape of that support.
<b>Project SOLACE</b>	A multi-agency team introduced to bring agencies together to deal with Anti Social Behaviour.
<b>Reconnection</b>	For individuals accessing housing on a temporary basis to receive support or in an emergency to prevent rough sleeping, a reconnection policy exists that seeks to ensure individuals are supported to ensure the best possible chance of connecting back to support networks in areas they have previously lived, unless there are exceptional reasons that they are unable to do so.
<b>Registered Providers</b>	Registered Providers (formerly known as Housing Associations), are private non profit making, organisations that provide low-cost social housing for people in need of a home. Any trading surplus is used to maintain existing housing and to help finance new homes. Although independent they are regulated by the state and commonly receive public funding.
<b>Revenue Funding</b>	Expenditure on day-to-day items to run services.
<b>Right to Buy</b>	A right secured through the Part V of the Housing Act 1985 where a tenant holds a secure tenancy has the right to buy the property if they have lived there for more than 5 years and it is not an Elderly Person or Disabled accommodation,.
<b>S106 Agreements</b>	Councils may require developers to make some reasonable financial or practical contribution to the community to address housing or social issues.

<b>Safer Gloucester Partnership</b>	The Safer Gloucester Partnership is the re-branded name of the former Gloucester Crime and Disorder Reduction Partnership, which was formed in 1999 following the Crime and Disorder Act 1998. The Partnership is a multi agency group, comprising representatives from organisations across Gloucester
<b>SALA</b>	Strategic Assessment of Land Availability
<b>Stock Transfer</b>	Where the local authority transfers its housing stock to a new, not-for-profit social housing organisation.
<b>Strategic Housing Market Assessment (SHMA)</b>	An assessment of the housing market area, and the drivers for population change and housing need that informs the requirement of objectively assessed need, and sets out the basis for an appropriate mix of properties including the size, types and mix.
<b>Supporting People</b>	The supporting people programme commissions housing related support services through a working partnership of local government, health, probation, support providers and customers that use support services. The support available can help vulnerable people to live more independently. Examples of the kind of services commissioned and funded through the supporting people programme include domestic violence refuges, homeless hostels, sheltered housing and floating support services.
<b>Sustained Attachments</b>	Longer term attachments to an area or community such as; friends, family, work where positive support networks exist.
<b>Tenancy Strategy</b>	Sets out the matters to which the registered providers of social housing in the local authority are to have regard in developing their tenancy policies and content of tenancies.
<b>The Health &amp; Wellbeing Strategy (Gloucs CCI)</b>	This strategy focuses on strengthening health and wellbeing and preventing ill health in Gloucestershire.

