Notice of public meeting of
Communities and Environment Policy and Scrutiny Committee

To: Councillors Gunnell (Chair), Richardson (Vice-Chair), Dew, Funnell, Hunter, Kramm and Mason

Date: Monday, 18 July 2016

Time: 5.30 pm

Venue: The Thornton Room - Ground Floor, West Offices (G039)

A G E N D A

1. **Declarations of Interest**

    At this point in the meeting, Members are asked to declare:
    • any personal interests not included on the Register of Interests
    • any prejudicial interests or
    • any disclosable pecuniary interests
    which they may have in respect of business on this agenda.

2. **Public Participation**

    At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **Friday 15 July 2016** at **5.00 pm.**

    Filming, Recording or Webcasting Meetings
    Please note this meeting may be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at:
    http://www.york.gov.uk/webcasts.

    Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone

wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at:

https://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_council_meetingspdf

3. **Attendance of Executive Member for Housing and Safer Neighbourhoods**
    The Executive Member for Housing and Safer Neighbourhoods will be in attendance to outline the priorities and challenges in his portfolio.

4. **2015/16 Finance and Performance Outturn Report**   (Pages 1 - 10)
    This report provides details of the 2015/16 outturn position for both finance and performance across services within City and Environmental Services and Communities and Neighbourhoods.

5. **Safer York Partnership Bi-Annual Performance Report**   (Pages 11 - 24)
    This report provides an overview of the detailed data contained within the Safer York Partnership bi-annual performance report.

6. **Attendance of North Yorkshire Police**
    Deputy Commander Charlotte Bloxham will be in attendance for this item.

7. **Draft Alcohol Strategy 2016-2021: Public Consultation**   (Pages 25 - 52)
    This report presents a draft city-wide alcohol strategy which is currently out for public consultation. The committee is asked to consider the strategy and to contribute to the consultation process. Specifically, Members are asked to consider the consultation questions shown at Annex B, and the resources and support that might be required to contribute to the achievement of the stated objectives.

8. **Housing Registrations Scrutiny Review -** (Pages 53 - 186)
   Draft Final Report
   This report presents the findings and recommendations from the Housing Allocations Scrutiny Review and asks Members to endorse the recommendations so that they may be fed into the ongoing Allocations Service Development officer review. This final report will subsequently be included as an annex to the officer review report due to be presented to the Executive Member for Housing & Safer Neighbourhoods in August 2016.

9. **Housing and Planning Act 2016** (Pages 187 - 192)
   This report updates Members on the legislative changes arising from the introduction of the Housing and Planning Act 2016, as they relate to the housing service and to consider the impact on tenants.

10. **Work Plan 2016/17** (Pages 193 - 194)
    Members are asked to consider the Committee's workplan for the municipal year 2016/17.

11. **Urgent Business**
    Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:
Name: Jayne Carr
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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

(Urdu) یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔

☎ (01904) 551550

Communities and Environment Policy and Scrutiny Committee

18th July 2016

Report of the Director of City & Environmental Services and the Director for Communities and Neighbourhoods.

2015/16 Finance and Performance Outturn Report

Summary

1. This report provides details of the 2015/16 outturn position for both finance and performance across services within City & Environmental Services and Communities and Neighbourhoods.

Analysis

Finance – General Fund

2. The services that relate to the Communities and Environment Policy and Scrutiny Committee cross two directorates (City and Environmental Services and Communities and Neighbourhoods). Service Plan variations which relate to services within this scrutiny are shown below:

	Budget £'000	Outturn £'000	Variance £'000
City & Environmental Services			
Waste	9,248	9,510	+262
Communities and Neighbourhoods			
Housing General Fund	2,568	2,649	+81
Public Protection	-215	-458	-243
Community Safety	961	779	-182
Smarter York	2,714	2,616	-98
Community Centres	99	98	-1
Communities and Equalities	1,844	1,814	-30

Note: '+' indicates an increase in expenditure or shortfall in income
'-' indicates a reduction in expenditure or increase in income

3. Details of the main variations by service plan are detailed in the following paragraphs.

    Waste (+£262k)

4. Within waste collection, the main variances are £182k additional staffing costs, primarily the use of temporary staff, and increased transport costs of £221k for vehicle repairs and hire.

5. Waste disposal tonnages were broadly in line with budgets however there was an overspend of £200k on dealing with recycling due to the costs of processing co-mingled recyclates compared to a credit received for separated recyclates. Historically this was dealt with at zero cost however increased costs to Yorwaste of dealing with co-mingled material means this now equates to an additional cost of £70/tonne. This will need to be managed going forward by use of new vehicles and better working practices. These additional costs were offset by savings on general waste disposal (£53k) and additional income from the sale of landfill gas (£71k).

6. There was no Yorwaste Dividend received during the year following the companies change in status to a Teckal company however there were savings arising form waste procurement costs and loan interest and other miscellaneous budgets (£210k)

    Housing General Fund (+£81k)

7. Within Housing General Fund there was an overspend of £68k within Travellers due to additional repairs costs and a shortfall on Travellers site income of £20k due to the Boxing Day floods leaving the site uninhabitable for part of the year.

    Public Protection (-£243k)

8. Within Bereavement Services, the numbers of cremations performed during the year were significantly higher than expected. This as well as some cost savings and increases in other income resulted in a £187k underspend during the year.

    Community Safety (-£182k)

9. The Community Safety service received several amounts of one-off funding during the year from a number of different sources resulting in an overall underspend of £182k.

Neighbourhood Working (-£98k)

10. There was an underspend within Neighbourhood working of £98k due to a £51k saving from a restructure of senior management, and £42k savings in arboriculture due to reduced overtime and additional work on HRA trees.

Communities and Equalities (-£30k)

11. The new ward committee decision-making process is working well with all wards having held ward committee and ward team meetings. Wards are developing their spending plans in response to ward priorities and through engagement with their communities. Actual spend at year end totalled £85k compared to the devolved budget of £475k. The underspend of £390k has been added to a reserve to ensure that the wards retain those amounts on top of the new base 2016/17 budgets.

12. The Communities and Equalities budget under spent on overhead budgets by £43k and this was partly offset by an additional £13k paid to parish councils for double taxation.

Flooding

13. Direct expenditure relating to the December flood event has cost £3.3m. Although the majority of this sum has been funded from government support, there is a net overspend of £77k. It should be noted that this excludes indirect costs to the council notably lost income from parking that has occurred as visitor numbers fell during the final quarter of the year.

14. 165 business premises were directly affected, and a number of were affected as a result of lower footfall following the floods. Businesses also continue to be concerned about the negative impact of the floods on the message that York is 'open for business'.

15. Make it York led all work in the city on behalf of the Council with regards to addressing the impact of the floods on businesses. This included:

- Ensuring that affected businesses were aware of the support they were entitled to.

- Ensuring all claims for funding support were processed and sent to the Council with a recommendation.
- Running a business stakeholder event on the impact of the flood.
- Continuing to market the city to visitors and businesses.

16. Executive approved £50,000 additional funding for Make it York to support the media campaign is agreed from contingency.

17. An independent inquiry was called by the Council's leadership in January and subsequently agreed at the Executive in March to look at how the city coped with the recent floods and issues such as the information given to residents, the response of key organisations and the failure of the Foss Barrier on Boxing Day. A budget of £50k has been set aside for the costs of the inquiry, also funded from contingency.

Finance – Housing Revenue Account (HRA)

18. The Housing Revenue Account budgeted to make a surplus of £2,624k in 2015/16. There has been an overspend of £639k on repairs and maintenance, mainly due to the use of sub contractors for high value repairs to resolve damp issues at a number of properties. This was offset by a number of underspends in general maintenance (£72k), the painting programme (£150k) and decoration allowances (£49k). Other savings include £178k on utilities, £436k from delays in capital schemes that are funded from revenue, £248k lower than budgeted cost of capital, additional interest income of £107k and £257k from lower than budgeted levels of arrears and bad debts. This resulted in an overall surplus of £4,344k and therefore an underspend of £1,720k.

Performance

19. In 2015/16 the Council missed a total of 2,070 waste collections. 64.44% of these were put right within target time (by the end of the next working day). The number of reported missed bins has reduced by 30% compared to 2014/15, however the number of collections rectified within target has also fallen (from 75% in 14/15). This is largely due to an ongoing issue with the scheduled overnight report that details the previous day's missed collections, which is failing on a regular basis. The Council's IT team are aware and the 'missed bin' process is a priority within the new CRM project.

20.   The average time that Council houses are void for has reduced from 3.7 weeks in 2014/15 to 3.0 weeks in 2015/16, with the number of Council house properties that have void periods increasing from 641 properties in 2014/15 to 750 in 2015/16. The number of mutual exchanges of Council houses has decreased from 166 in 2014/15 to 138 in 2015/16.

21.   The end of year rent arrears for current tenants has increased by 3.8% from £515,477 in 2014/15 to £535,168 in 2015/16. For former tenants there has been a 2.7% increase from £290,883 in 2014/15 to £298,726 in 2015/16.

22.   The Council has been awarded £850,500 from the Homes and Communities Agency to support a scheme to extend the authority's existing Sheltered Accommodation with Extra Care at Glen Lodge, building 27 new homes. The homes have been specially designed for those with complex care needs including dementia, and mark a significant step forward in the provision of older persons' accommodation in York.

23.   Year end data for 2015/16 shows there was an 11% increase in total crime compared to the previous year and levels have now reverted back to those of 2012/13. During 2015/16, there were a reported 12,018 crimes for the York region, a total of 1,211 more then those reported during 2014/15. Increases have been seen in the violent crime, criminal damage and burglary of non-dwelling arenas. There has been a decrease in both the total level of shoplifting and anti-social behaviour reported during 2015/16.

24.   Between April 2015 and March 2016 there were 1,749 alcohol related ASB incidents, 6% lower then the same period in 2014/15. Since the ASB Hub started collecting data in February 2015, there have been 1,588 new cases recorded. Between April 2015 and March 2016, 1,172 new cases of anti-social behaviour recorded – 39% are "nuisance", 10% "personal", 23% "environmental" and 28% categorised as "other".

25.   Year end data for 2015/16 reports a 4% increase in the number of incidents of domestic violence, with a total of 2,858 incidents (2,745 in 14/15). There has not been a domestic violence murder recorded in York since 2008/09.

26.   A scorecard is attached as an annex which presents a detailed update of the key performance indicators for services within this scrutiny committee.

Implications

27. There are no financial, human resources, equalities, legal, crime & disorder, information technology, property or other implications associated with this report.

Risk Management

28. The report provides members with updates on finance and service performance and therefore there are no significant risks in the content of the report.

Recommendations

29. As this report is for information only, there are no recommendations.

Reason: To update the scrutiny committee of the latest finance and performance position.

Author:

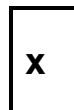**Patrick Looker**
Finance Manager
Tel: 551633

Ian Cunningham
Group Manager – Shared Intelligence Bureau
Tel: 555749

Chief Officers responsible for the report:

Neil Ferris
Director of City and Environmental Services

Sally Burns
Director of Communities and Neighbourhoods

| **Report Approved** | x | **Date 7th July 2016** |

Annexes

Annex A – Performance Scorecard

Communities & Environment Policy & Scrutiny 2015/2016

No of Indicators = 54 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub July 2016

			Collection Frequency	Previous Years			2015/2016				Target	Polarity	DoT
				2013/14	2014/15	2015/16	Quarter 1	Quarter 2	Quarter 3	Quarter 4			
Building Works	BW05	Gas safety – % of properties having valid Gas Safe registered gas certificates - (Snapshot)	Monthly	98.79%	99.71%	99.65%	99.43%	99.51%	99.83%	99.65%	-	Up is Good	Neutral
	BW19	% of Urgent Repairs completed within Government Timescales	Monthly	97.70%	94.73%	96.21%	98.71%	94.65%	95.35%	96.21%	-	Up is Good	Neutral
	BW20	% of Urgent Gas Repairs completed within Government Timescales	Monthly	96.17%	89.71%	95.52%	98.66%	92.13%	94.79%	95.52%	-	Up is Good	Neutral
Crime	CSP01	All Crime	Monthly	11380	10807	12015	2986	3082	3030	2917	-	Up is Bad	Neutral
	CSP03	Domestic burglary (incl. attempts)	Monthly	560	446	448	122	112	100	114	-	Up is Bad	Neutral
		IQUANTA Family Grouping (Rank out of 15)	Quarterly	7	7	6	7	7	6	6	-		
	CSP11	Theft or unauthorised taking of a cycle	Monthly	1010	782	1066	228	302	278	258	-	Up is Bad	Neutral
		IQUANTA Family Grouping (Rank out of 15)	Quarterly	15	15	15	15	15	15	15	-		
	CSP12	Criminal damage (excl. 59)	Monthly	1632	1389	1612	394	412	409	397	-	Up is Bad	Neutral
		IQUANTA Family Grouping (Rank out of 15)	Quarterly	9	6	10	7	9	8	10	-		
	CSP15	Overall Violence (Violence Against Person Def.)	Monthly	1938	2130	2513	631	676	610	596	-	Up is Bad	Bad
		IQUANTA Family Grouping (Rank out of 15)	Quarterly	6	6	6	6	6	5	4	-		
	CSP24	Number of Alcohol related ASB incidents	Quarterly	2347	1852	1749	534	465	403	347	-	Up is Bad	Good
	CSP28	Number of Incidents of ASB within the city centre ARZ	Quarterly	2301	2576	2305	586	717	535	467	-	Up is Bad	Neutral
	CSP51	Number of Reports of Domestic Abuse Incidents reported to NYP	Monthly	2823	2745	2858	751	740	691	676	-	Up is Bad	Neutral
	CSP23	Hate Crimes or Incidents as Recorded by NYP	Monthly	98	108	141	41	41	34	25	-	Up is Bad	Bad
		IQUANTA Family Grouping (Rank out of 15)	Quarterly	4	3	5	4	6	7	5	-		
Earnings	CJGE170	Housing affordability (house prices to earnings ratio)	Quarterly	6.80	7.66	-	8.25	8.44	8.25	-	-	Up is Bad	Bad
		Benchmark - National Data	Quarterly	6.20	6.51	-	6.8	6.99	7.09	-	-		
		Benchmark - Regional Data	Quarterly	4.22	4.26	-	5.14	5.25	5.3	-	-		
		Regional Rank (Rank out of 15)	Quarterly	15	15	-	15	15	15	-	-		
	HOU259	Households accepted as being homeless and in priority need - Relationship Breakdown Violent - (YTD)	Quarterly	16	17	17	3	9	16	17	-	Up is Bad	Neutral
		Benchmark - National Data	Quarterly	6,130	6,530	-	1600	3330	4940	6570	-		
		Households accepted as being homeless and in priority need - Relationship Breakdown Violent	Quarterly	16	17	17	3	6	7	1	-	Up is Bad	Neutral

Communities & Environment Policy & Scrutiny 2015/2016

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Annex A

			Collection Frequency	Previous Years			2015/2016				Target	Polarity	DoT
				2013/14	2014/15	2015/16	Quarter 1	Quarter 2	Quarter 3	Quarter 4			
Homelessness	HOU268	Households accepted as being homeless and in priority need - % Relationship Breakdown Violent - (YTD)	Quarterly	14.70%	16.50%	18.70%	13.00%	18.80%	21.33%	18.70%	-	Neutral	Neutral
		Benchmark - National Data	Quarterly	11.73%	12.27%	-	11.6%	11.7%	11.5%	11.40%	-		
		Households accepted as being homeless and in priority need - % Relationship Breakdown Violent	Quarterly	14.70%	16.50%	18.70%	13.00%	24.00%	25.93%	6.30%	-	Neutral	Neutral
	HOU281	Households accepted as being homeless and in priority need - % Domestic Violence - (YTD)	Quarterly	3.70%	9.40%	12.50%	0.00%	4.00%	3.70%	12.50%	-	Neutral	Neutral
		Benchmark - National Data	Quarterly	2.83%	2.82%	-	2%	2.4%	2.40%	2.41%	-		
		Households accepted as being homeless and in priority need - Domestic Violence	Quarterly	4	3	2	0	1	0	1	-	Neutral	Neutral
Housing	HOU107	Number of active applicants on North Yorkshire Home Choice who are registered with CYC (Waiting List) - (Snapshot)	Quarterly	2306	1545	-	-	-	-	-	-	Up is Bad	Good
	CAN061	Number of new affordable homes delivered in York	Quarterly	50	136	-	14	23	-	-	-	Up is Good	Good
	CAN200	Number of council homes let by direct exchange - (YTD)	Monthly	247	153	138	30	70	104	138	-	Up is Good	Bad
	CJGE178	Private rents (Average) - All (£)	Annual	738	841	840	-	-	-	-	-	Up is Bad	Neutral
		Benchmark - National Data	Annual	720	788	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	535	557	-	-	-	-	-	-		
		Regional Rank (Rank out of 15)	Annual	14	15	-	-	-	-	-			
	HOU210	Bring empty private sector properties back into use	Annual	103	106	60	-	-	-	-	-	Up is Good	Neutral
Housing Debt and Housing Voids	HOU108	Current council tenant arrears as % of annual rent due - (Snapshot)	Quarterly	1.32%	1.62%	1.62%	2.29%	2.54%	1.93%	1.62%	-	Up is Bad	Neutral
	HOU109	% of rent collected (including current arrears brought forward) - (Snapshot)	Quarterly	98.04%	97.84%	97.62%	90.42%	94.64%	96.66%	97.62%	-	Up is Good	Bad
	HOU215	Rent lost through voids - (Snapshot)	Quarterly	0.69%	0.75%	0.78%	0.21%	0.42%	0.58%	0.78%	-	Up is Bad	Bad
	HOU245	Average number of days to re-let empty properties (overall) - (YTD)	Monthly	21.49	25.62	20.7	24.3	23.71	22.55	20.7	-	Up is Bad	Good
Public Protection	PP01	% of businesses reporting that contact with officers was helpful	Annual	97.27%	97.28%	-	-	-	-	-	-	Up is Good	Good
	PP02	% of businesses reporting that they were treated fairly	Annual	99.09%	98.56%	-	-	-	-	-	-	Up is Good	Neutral
	PP03	% of businesses reporting that the information provided was useful	Annual	97.27%	98.14%	-	-	-	-	-	-	Up is Good	Neutral
	PP04	% of customers who were satisfied with the action taken to resolve their complaint	Quarterly	97.27%	95.57%	-	-	-	-	-	-	Up is Good	Neutral

Communities & Environment Policy & Scrutiny 2015/2016

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| | | | Collection Frequency | Previous Years | | | 2015/2016 | | | | | Polarity | DoT |
				2013/14	2014/15	2015/16	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Target		
Public Protection (continued)	PP05	Number of website users who found the information about air quality easily available	Discontinued	849	NC	NC	-	-	-	-	-	Up is Good	Neutral
	PP06	% of food premises that are classified as broadly compliant	Quarterly	93%	93%	-	94%	94%	94%	-	-	Up is Good	Neutral
	PP07	% of businesses that were compliant with legislation concerning the illegal use and sale of alcohol and tobacco	Annual	75%	100%	-	-	-	-	-	-	Up is Good	Good
	PP08	% of births registered within 42 days	Quarterly	99%	98%	98%	98%	99%	99%	98%	-	Up is Good	Neutral
	PP09	% of still births registered within 42 days	Quarterly	100%	100%	100%	100%	100%	100%	100%	-	Up is Good	Neutral
	PP10	% of deaths registered within 5 days	Quarterly	93%	93%	90%	91%	92%	93%	83%	-	Up is Good	Neutral
	PP11	% certificate applications dealt with within 5 days of receipt	Quarterly	100%	100%	-	-	-	-	-	-	Up is Good	Neutral
Public Realm	CSPEC1	Calls for Service - Flytipping - Rubbish	Monthly	1841	1358	1711	289	421	408	593	-	Up is Bad	Neutral
	CSPEC2	Calls for Service - Litter	Discontinued	NC	NC	NC	-	-	-	-	-	Up is Bad	Neutral
	CSPEC4	Calls for Service - Vegetation (includes weeds and overgrown hedges)	Monthly	1126	931	1113	254	467	234	158	-	Up is Bad	Neutral
	CSPEC5	Calls for Service - Cleansing (includes dog fouling, litter and all other cleansing cases)	Monthly	2225	1729	1834	335	399	516	584	-	Up is Bad	Neutral
	CSPEC6	Calls for Service - Graffiti	Monthly	178	158	271	61	68	78	64	-	Up is Bad	Bad
	CSPMA7	CYC Mobile App - Grand Total	Monthly	428	373	289	97	81	55	56	-	Neutral	Neutral
Waste	CES35	Residual household waste (kg per HH) - (YTD)	Quarterly	559kg	598.3kg	-	142kg	279kg	417kg	-	-	Up is Bad	Bad
		Benchmark - National Data	Annual	555kg	558kg	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	534kg	543kg	-	-	-	-	-	-		
		Regional Rank (Rank out of 15)	Annual	9	10	-	-	-	-	-	-		
	CES36	Household waste recycled / composted- (YTD)	Quarterly	43.63%	42.50%	-	49%	50%	44%	-	-	Up is Good	Neutral
		Benchmark - National Data	Annual	43.45%	43.70%	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	43.85%	43.60%	-	-	-	-	-	-		
		Regional Rank (Rank out of 15)	Annual	9	7	-	-	-	-	-	-		
	CES37	Municipal waste landfilled - (YTD)	Quarterly	55.83%	57.40%	-	50%	50%	53%	-	-	Up is Bad	Neutral
		Benchmark - National Data	Annual	30.93%	24.50%	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	34.71%	30.00%	-	-	-	-	-	-		

Communities & Environment Policy & Scrutiny 2015/2016

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Produced by the Strategic Business Intelligence Hub July 2016

| | | | Collection Frequency | Previous Years | | | 2015/2016 | | | | | Polarity | DoT |
				2013/14	2014/15	2015/16	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Target		
Waste (continued)		Regional Rank (Rank out of 15)	Annual	13	14	-	-	-	-	-	-		
	CES38	Total tonnes of municipal waste collected (household, commercial, prescribed and inert waste) - (YTD)	Quarterly	93,830	93,430	-	26,957	52,647	74760	-	-	Neutral	Neutral
	CES39	Tonnes of Landfilled waste - Household (excluding liquid waste) - (YTD)	Quarterly	46,850	46,740	-	12,124	23,864	35702	-	-	Up is Bad	Neutral
	CES40	Tonnes of Landfilled waste - Commercial collection rounds - (YTD)	Quarterly	5,620	5,630	-	1,191	2,411	3669	-	-	Up is Bad	Neutral
	CES41	Tonnes of Landfilled waste - Combined (excluding liquid waste)	Quarterly	52,470	52,370	-	13,512	26,589	39370	-	-	Up is Bad	Neutral
	CES42	Cost of landfill tax - Household (excluding liquid waste) - (YTD)	Quarterly	£3,373,200	£3,739,200	-	£1,001,938	£2,144,367	£2,948,985	-	-	Up is Bad	Bad
	CES43	Cost of landfill tax - Commercial collection rounds - (YTD)	Quarterly	£404,640	£450,400	-	£98,294	£199,182	£303,059	-	-	Up is Bad	Neutral
	CES44	Cost of landfill tax - Combined (excluding liquid waste) - (YTD)	Quarterly	£3,777,840	£4,189,600	-	£1,100,232	£2,343,549	£3,252,044	-	-	Up is Bad	Bad
	CES45	% of properties offered 2 kerbside recyclate collections - (YTD)	Quarterly	98.80%	99%	-	99%	99%	99%	-	-	Up is Good	Good
Youth Offending	PHOF23	First time entrants to the youth justice system (per 100,000 population aged 10-17)	Annual	432.43	413.64	-	-	-	-	-	-	Up is Bad	Good
		Benchmark - National Data	Annual	447.81	409.06	-	-	-	-	-	-		
		Benchmark - Regional Data	Annual	465.26	473.02	-	-	-	-	-	-		
		Regional Rank (Rank out of 15)	Annual	7	7	-	-	-	-	-	-		

CITY OF **YORK** COUNCIL

Communities & Environment Policy & Scrutiny Committee	18 July 2016

Safer York Partnership Bi-annual Performance Report

Summary

1. This report provides a brief overview of the detailed data contained within the Safer York Partnership bi-annual performance report as produced by City of York Council's Policy and Performance Team attached at Annex A.

Overview

2. Whilst some crime levels are increasing in York in line with National trends, it has always been accepted that significant reductions in crime could not be sustained. However, York remains one of the safest cities within the UK and its overall low levels of crime are testimony to the well developed partnership arrangements and embedded multi-agency problem solving delivered through Safer York Partnership. Further strength has been given to the partnership by the development of the multi-agency community safety hub, bringing partners together to work more effectively and efficiently.

Violent Crime

3. Whilst violent crime has increased in the city, this is largely attributable to the range of incidents which fall within the Home Office Crime recording category of 'violent crime'. Violent crimes are those where the victim is intentionally stabbed, punched, kicked, pushed, jostled, etc. or threatened with violence whether or not there is any injury. The vast majority of violent crimes recorded in York fall within the lower levels of severity and do not indicate an increase in serious violence within the city.

4. As expected, the majority of these crimes are recorded within the city centre and are heavily linked to alcohol and alcohol related anti-social behaviour. This is being addressed by Safer York Partnership through the Alcohol and Violent Crime in the Night Time Economy (AVANTE)

multi-agency problem solving group and includes the delivery regular operations such as Operation Erase.

5. Operation Erase is once again running throughout the summer with licensees, rail providers, police, local authority, universities and British Transport police all on board. This summer has the added benefit of the Neighbourhood Enforcement Team being able to utilise both local authority and police Community Safety Accreditation Scheme powers to tackle anti-social behaviour. Feedback on this joint approach has been excellent with evidence of issues being addressed more quickly and utilising the appropriate powers.

Anti-social Behaviour

6. Anti-social behaviour is managed through the Community Safety Hub based in West Offices. This includes six police officers, an anti-social behaviour (ASB) team, tackling high risk ASB cases and associated crime and a neighbourhood enforcement team focusing on environmental ASB and crime. The ASB team utilise a range of tools and powers designated through the Anti-social Behaviour Crime and Policing Act combined with additional powers given to the Neighbourhood Enforcement Team by the Chief Constable through the Community Safety Accreditation Scheme.

7. The team manage all cases on E-CINS – an electronic case management system that allows them to share information on cases between themselves and with other key partners such as Housing, the voluntary sector and Mental Health support within the NHS. Cases managed within the hub are identified and risk assessed through daily interrogation of incidents reported within North Yorkshire Police and City of York Council. These are then tasked for action either within the Hub itself or to the police Safer Neighbourhood Teams.

8. The Neighbourhood Enforcement Team works across the city in geographical area aligned to the police safer neighbourhood teams (SNT). Officers carry police radios, allowing direct tasking from the force control room and work with the SNTs to carry out joint patrols and deliver operations aligned to issues identified through local intelligence gathering.

9. Joint working between the Community Safety team and police SNTs has strengthened through the introduction of monthly tasking meetings where joint initiatives can be discussed and resources and support requested to

assist with particular operations and initiatives. This has resulted in some strong partnership operations such as operation Tasca (targeting illegal waste carriers and involving many agencies alongside the police and community safety team) and a joined up response to long term/seasonal problems in the city centre.

10. North Yorkshire police are currently rolling out the 'hub' model to other areas of the force, building on some of the good practice which has been observed in York. This demonstrates a long term commitment to this approach going forward.

11. The Community Safety Unit has seen a significant increase in calls for service, demonstrating that community confidence to report issues has increased alongside the ability to ensure calls previously reported to the police are now reported to the local authority when they fall within local authority services' remit. However, the unit is not a reactive resource and acts as a filter to ensure that issues are routed to the correct agency or service to deliver a response. The unit's remit is one of combined early intervention and prevention – facilitating partners to work together to prevent issues from escalating to resource intensive levels; and enforcement – utilising legislative powers when all other options have been tried. The unit works through a model of staged approaches underpinned by daily analysis of calls for service, weekly multi-agency meetings and ad hoc problem solving meetings to address certain issues.

Drug Related Crime

12. It is difficult to create a statistical and trend picture of drug-related crime as police forces do not capture this information within crime records and even if this process was in place would only be able to provide information for "detected" crimes. There is a "drug" incident closure classification which can be applied to records of anti-social behaviour, but this has only been used in 134 and 142 records in 2015/16 and 2014/15 respectively. This is less than 1% of all records and suggests that this classification is not regularly used and therefore not useful for analysis purposes.

13. Previously Safer York partnership has used Probation OASYS criminogenic studies which give an indication of the motivation of why individuals commit crimes. Data capture, manipulation and processing of this information can be a difficult and time-consuming process and Safer

York through the councils Business Intelligence Hub will be looking to see if these studies can be made available in 2016/17.

14. In addition to the data issues described above, the Drug Action Team now reports to the Health and Wellbeing Board rather than Safer York Partnership. This means that data previous reported to SYP on treatment services is not as regular.

15 It should be noted that Safer York Partnership does not deliver actions directly to tackle crime and anti-social behaviour. From the annual Joint Strategic Intelligence Analysis, the partnership identifies themes on which it will focus over a twelve month period. Officers in the Community Safety Unit facilitate and co-ordinate a multi-agency approach to tackling these thematic priorities. Issues like alcohol and drugs are invariably a common thread through a number of themes and also impact heavily on the case work that the unit becomes directly involved with. Rather than directly tackling 'drugs' as a theme, the unit co-ordinates the contribution of relevant partners to work with those individuals and communities affected.

Other Information

16. Reporting on Serious acquisitive crime is a legacy of previous performance management systems required by the Home Office. Due to the change in policing style in North Yorkshire to focus more closely on levels of Harm, threat and risk, issues such as burglary, cycle theft and vehicle crime are now dealt with through routine policing activity and do not form the basis of sustained multi-agency response. However, it should be noted that the information, toolkits and advice packs produced through Safer York Partnership still provide the basis of information provided by SNTs to victims of crime and this advice is still available via the Safer York Partnership website www.saferyorkpartnership.co.uk Crime prevention advice is also still provided by SYP through bus advertising and media campaigns aligned to the partnership's priorities and in response to emerging issues discussed in the monthly tasking meetings.

Recommendations

17. There are no recommendations as this cover report is for information only.

Contact Details

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Head of Community Safety	AD, Housing & Community Safety
City of York Council	
Tel (01904) 555742	**Report Approved** ☑ **Date** 7 July 2016

Specialist Implications Officer(s) N/A

Wards Affected: **All** ☑

For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A - Safer York Partnership Bi-Annual Performance Report

Abbreviations:

ASB – Anti-social Behaviour
NHS – National Health Service
SNT – Safer Neighbourhood Teams

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<u>Safer York Bi-Annual Performance Report</u>
Covering information available to June 2016-17

Each year, North Yorkshire Police produce a Joint Strategic Intelligence Assessment (JSIA) compiled using information gathered from all responsible authorities, wider partners and the community. The JSIA is a comprehensive document that highlights initiatives and projects that have been developed through Safer York Partnership's delivery groups, reports on performance in relation to crime and anti-social behaviour and makes recommendations to inform the strategic priorities of the partnership that are the basis of this community safety plan.

Based on the JSIA 2014, the revised priorities identified for Safer York Partnership are as follows:

- **Reducing victims of anti-social behaviour**
- **Protecting vulnerable people including Children, Child Sexual Exploitation, Domestic Abuse**
- **Reducing victims of crime**
- **Reducing the harm caused by alcohol through the delivery of the York Alcohol Strategy**
- **Prevent**

The information relating to each of the priorities has been directly taken from the JSIA to provide the basis for why this priority has been chosen.

In determining our priorities for 2015-16, Safer York Partnership has also recognised the role that the community safety partnership has in relation

- **Protect Vulnerable People**
- **Cut crime and anti-social behaviour**
- **Focus on prevention and early intervention**
- **Improve victim care**

The Community Safety Plan also links to the City of York Council Plan 2011-15 priorities of Build Stronger Communities and Protect Vulnerable People and to the Youth Justice Plan 2013-15

Safer York Bi Annual Perfromance Report - ASB/Communities
No of Indicators = 16 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years			Polarity	DoT	Comments on Latest Figures
		2013/14	2014/15	2015/16			
CSP13	NYP Recorded ASB Calls for Service	9421	9306	8997	Up is Bad	Good	• The **Anti Social Behaviour Officer**'s had 51 live cases at the end of May 2016, which has remained unchanged since the previous month.
ASBH01	New Cases recorded by ASB Hub (from Feb 2015)	NC	416	1173	Neutral	Neutral	• **The Hub** are due to set up a self neglect task group, working closely with colleagues in Adult Safeguarding, because of the increasing number of these cases that the Hub are dealing with. We are also looking at working with Housing to produce a Hoarding Policy to tackle these cases in a consistent and sympathetic manner, while being aware of the increased risks for the local community
	Of Which Cases categorised as: Nuisance	NC	178	455	Neutral	Neutral	
	Of Which Cases categorised as: Personal	NC	71	124	Neutral	Neutral	• **Noise Action Week** (23rd to 28th May). The team contributed to national Noise Action Week by issuing a Tweet a Day regarding noise advice and interesting facts, an interview in Buzz, the staff magazine and a high profile noise equipment seizure accompanied by York Press. The team were one of the organisations who received particular thanks from the Noise Action Week organisers for their contribution
	Of Which Cases categorised as: Environmental	NC	80	269	Neutral	Neutral	
	Of Which Cases categorised as: Other	NC	87	325	Neutral	Neutral	• **Graffiti:** Graffiti removal private land. The team are now working with Community Payback to remove graffiti on private land, once the resident has signed a disclaimer. SYP provided funding for Community Payback for a new jet wash and paint to assist with provision of this service
ASBH04	Cases Closed by ASB Hub within Period - Resolved	NC	248	699	Neutral	Neutral	
ASBH05	Cases Closed by ASB Hub within Period - Unresolved	NC	6	52	Up is Bad	Neutral	
CSP24	Number of Alcohol related ASB incidents	2347	1852	1749	Up is Bad	Good	• **Operation Safari** (Violence and theft in the Night Time Economy) continues to run alongside Operation Erase (Saturday day-time alcohol-related ASB chaired by Superintendent Adam Thomson)
							• NYP report that **Friday nights are generally quieter** than Saturdays
CSP28	Number of Incidents of ASB within the city centre ARZ	2301	2576	2305	Up is Bad	Neutral	• **NYP has distributed feedback forms to licensees** to seek their views on weekend activity and the support they receive from NYP
							• **CYC Licensing** committee have recently met to discuss restrictions on venue opening hours. A consultation is ongoing until 22nd June with emergency services, licensees, businesses and residents
CSP29a	Number of Incidents of ASB within the CIZ	1530	1808	1518	Up is Bad	Neutral	• Licensees continue to promote the **new Code of Conduct** – no large groups, no bad language, no inappropriate fancy dress etc
							• The **Alcohol Diversion Programme** continues to receive referrals. NYP is to ensure that officers including Custody staff are aware of the scheme
CSP29b	Number of Incidents of Alcohol Related ASB within the CIZ	-	-	-	Up is Bad	Neutral	• **4 underage test purchase alcohol sales** took place during April half-term. One premise was given a 48 hour closure notice
							• **Pub Watch** monthly meetings continue. A Pub Watch app is to be launched in the near future
							• **Street Angels** are currently recruiting new staff and are utilising the electric hook-up in St. Helen's Square. Volunteers report that Fridays are now very quiet compared to Saturdays, particularly mid-month. The scheme receives good support from door staff as well as requests for assistance with their customers
CSP27	Number of Incidents of Violent Crime Within the ARZ	587	561	720	Up is Bad	Bad	• The **Night Church** at Spurriergate is still active once a month as a place for rest and recuperation. A representative is to attend the next AVANTE meeting
							• The **student Nightsafe scheme** continues to run. It has recently been restructured and is now working to capacity. Volunteers are

Annex A

Safer York Bi Annual Perfromance Report - ASB/Communities
No of Indicators = 16 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years			Polarity	DoT	Comments on Latest Figures
		2013/14	2014/15	2015/16			
CSP29	Number of Incidents of Violent crime within the CIZ	496	465	587	Up is Bad	Bad	working closely with York Hospital Emergency Department **Operation ERASE:** • Number of **multi-agency Days of Action** Planned through the season. March. – August: 26th March, 30th April, 28th May, 18th June, 30th July, 13th August, involving, BTP, Train Operating Companies, NYP and CYC Licensing, Neighbourhood Enforcement Team • Temporary **ticket barrier** to be deployed at the station on the above. In between Virgin staff to carry out random checks. **Dry Trains** to run every 4 weeks. **'Had Enough? – We Have Too'** campaign to continue to run
CSP35	Number of interventions implemented under the new legislation (by type)	N/A	N/A	-	Up is Good	Neutral	• The council granted the second **Public Space Protection Order** (PSPO) in May, which will ban dogs from Holgate Dock. We are also looking at PSPO's to tackle general ASB for both Acomb Green and West Bank Park, these are due to be heard in June • In April the Council working with NYP and the **council's agent seized 9 horses from council owned land**. None of these horses have been returned as the claimants could not claim ownership. Several of these horses have been re-homed • Issue of **Community Protection Notices** (CPN) from 1st April 2016 – 31st May 2016. 17 CPN warnings and 3 Notices have been issued for a wide range of antisocial behaviour including: odour from cannabis, condition of gardens and buildings, ASB associated with drug dealing at a property, shouting abusive words, dog faeces, dogs straying and attacking animals, nuisance buskers
CSP36	Number of Community Triggers raised	N/A	N/A	-	Up is Good	Neutral	•**Illegal Encampments:** A protocol is currently being drafted to clarify when the NEO team or NYP will take a lead on enforcement action in these cases. A number of illegal encampments have been enforced by the Neighbourhood Enforcement team in recent months. With the agreement of the organisations, the team provided and charged for provision of enforcement services for Holiday Inn and the University of York when both were affected by encampments • A staged approach to enforcement of **nuisance city centre sellers** (e.g. Gag Mags) has been developed with NYP and CYC Trading Standards. A Day of Action involving NYP Hub officers was held on Saturday 28th May. To date, regular engagement with the sellers appears to have had an impact and those sellers who in the past have used the most aggressive sales tactics appear to have changed their behaviour. To date, no official enforcement action has been necessary
FLT01	Number of fly-tipping investigations	1322	1381	1558	Neutral	Neutral	• **Operation Tasca**, 24th March – illegal disposal and transportation of waste. The team worked with NYP (Road Policing Group, Safer Neighbourhood Teams and Hub officers), City of York Council, DVSA, HMRC and Veritau to deliver this operation. There were three elements of the operation: a static check point at Hazel Court to check for fraudulent use of household waste permits by businesses, stop and search operation with the Road Policing Group and covert patrols of known fly-tipping hotspots. 43 vehicles were stopped at Hazel Court suspected of misusing residential permits, 6 waste carriers were stopped at the roadside, 4 Scrap Metal dealers were stopped at the roadside, 18 Waste Information notices were served, 12 follow-up visits were made to properties.

Safer York Bi Annual Perfromance Report - ASB/Communities
No of Indicators = 16 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years			Polarity	DoT	Comments on Latest Figures
		2013/14	2014/15	2015/16			
FLT02	Number of warning letters issued (Fly-tipping & Business Waste Disposal)	147	284	151	Neutral	Neutral	• **Operation Trivium**. A follow-up half-day stop and search operation was held with NYP Roads Policing Group on Friday 3rd June. 4 stops were made and FPNs/cautions issued for offences including: lack of waste carriers licence, lack of records, lack of scrap metal dealers permit. Officers were filmed as part of a Channel 5 series featuring NYP
FLT03	Number of statutory notices issued (Business Waste Disposal)	23	26	43	Neutral	Neutral	•**Waste Strategy / Student Waste Campaign**: The NEO team have worked with Waste Strategy, both universities and British Heart Foundation to coordinate waste collection arrangements for the end of the academic year when students leave rented properties. The aim is to avoid waste offences and untidy neighbourhoods and to encourage recycling wherever possible. British Heart Foundation have provided additional recycling points across the City in key areas, printed 1800 leaflets designed by the NEO team and provided 1800 collection bags. Leaflets and bags will be delivered to the main student areas (Fishergate, Hull Road and the Groves) w/c 13th June with the help of Waste Strategy, the ECO team and volunteers from the University of York. The leaflets inform students of an additional waste collection taking place on the final weekend of student tenancies which is June 25, as well as providing information regarding alternative ways of dealing with their end of term waste. The NEO team will be on hand during the day to assist the collection. The team have support from both universities and CYC Waste Strategy on social media coverage during this campaign
FLT05	Number of duty of care inspections carried out (Business visits)	39	26	36	Neutral	Neutral	• **Waste presentation enforcement** – Leeman Road and Clifton terraces. The NEO teams have developed campaigns focussed on the above areas, both historically hotspot areas for waste presentation offences and are following the required staged enforcement process regarding waste presentation offences. From the start of the Leeman Road campaign on the 23rd February, the NEOs have served 59 Notices, 12 Warning Letters, 4 Notices of Intent (to 2 addresses) and 2 FPN's, with 1 additional FPN due to be served. A review meeting is due to be held to determine future direction of work in Leeman Road

Safer York Bi Annual Perfromance Report - Vulnerability
No of Indicators = 14 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years					
		2013/14	2014/15	2015/16	Polarity	DoT	Comments on Latest Figures
CSP51	Number of Reports of Domestic Abuse Incidents reported to NYP	2823	2745	2858	Up is Bad	Neutral	• **Making Safe:** The Making Safe Protocol has been refreshed by the York and North Yorkshire Making Safe group. Referrals to Making Safe have increased significantly in the first quarter with 17 referrals already being managed by Foundation. • **VDAP (Voluntary Domestic Abuse Programme)**: The priority of VDAP is the development and maintenance of healthy intimate relationships. It outlines key elements of a positive male role model and explores the values, attitudes and skills that reflect this. VDAP also recognises the importance of lifestyle choices and more general relationships i.e. with peers, professionals etc. It considers the impacts that these choices have on relationships with partners and children. Nominations from York have been sent through to CRC to test demand and pilot at this stage.
DOMV4	Number of domestic violence incidents where children present	516	660	730	Neutral	Neutral	• **Positive Steps:** Positive steps has concluded, however, the Domestic abuse coordinator is continuing to monitor the families that attended this Pilot. The last data submitted and checked is as follows: • 22 referrals submitted in total (two groups) of which 18 Accepted • 14 men attended the programme and 14 Victims engaged with the process • 1st Group data reports NO reported incidents since July 2015 and the 2nd group will be updated at the next board **New Project Work:** • Working with YACRO , Police and IDAS looking at Victims of Domestic Abuse who are involved in ''Off Street Prostitution'' and identifying offenders who are targeting identified victims. • A new project is being developed by YACRO to look at Sex workers due to start at the end of June 2016. Improving intelligence , working relationships and protection of potential victims being trafficked , using prostitution for drug supply.
DOMV4a	% of domestic violence incidents where children present	18%	24%	26%	Up is Bad	Bad	• **Domestic Violence Disclosure** (January -April 2016) • 15- Domestic Violence Disclosure Requests, of which 11 Disclosures were made • of these: 7 - Right to Know, 4 -Right to Ask, 4 - Inappropriate request • **Domestic Violence Protection Orders** granted (January - April 2016) • 5 DVPO's served. Breaches of this order have been between 14 days and 6 weeks prison.
CSP48	Number of referrals to Early Intervention Worker	88	101	-	Neutral	Neutral	The **Early Intervention Programme (EIP)** is a service that picks up cases of domestic abuse at the earliest level and with the intention to engage before they become high risk. It doesn't replace the normal IDVA and Outreach services as it focuses on Standard and Medium risk cases that will not consent to a referral for specialist support. It can also include cases that are coming to the attention of local police, other than via a 253. The project started in May and has received 13 referrals to date. Of these 13 referrals: • 6 referrals are closed following a variety of outcomes ranging from not requiring a service , needs satisfied in some other way , referral to another service better suited such as Lifeline, CMHS etc • 7 referrals open requiring further assessment , referral to the Outreach service or unable to contact
CSP45	Number of practitioners trained	23	31	-	Up is Good	Neutral	**MAPPA/ MARAC** briefings to continue with two further sessions booked in July and October 2016. IDAS have been commissioned to run Training by workforce development
CSP52	Number of forum meetings held	2	3	-	Up is Good	Neutral	Latest **Domestic Abuse Forum**, held on the 6th May 2016. The issue of not having a local Action plan was addressed at the Forum. The Next Domestic Abuse Forum will be held on the 9th September 2016.

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Safer York Bi Annual Perfromance Report - Vulnerability
No of Indicators = 14 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years					
		2013/14	2014/15	2015/16	Polarity	DoT	Comments on Latest Figures
TF2-A01	Number of Troubled Families (Families identified with 2 or more headline criteria)	-	52	500	Up is Good	Good	
TF2-A01i	Number of Troubled Families On-Programme (New for 2016/17)	Nc	NC	-	Up is Good		
TF2-A02	% of Troubled Families who have achieved an outcome	NC	0	0	Up is Good	Neutral	Updates of Activity within the **ASB & Communities section**
TF2-F01i	Number of Troubled Families not achieving outcomes because of parents and children involved in	NC	NC	-	Up is Bad	Neutral	
TF2-F05i	Number of Troubled Families not achieving outcomes because of domestic violence and abuse	NC	NC	-	Up is Bad	Neutral	
CSP23	Hate Crimes or Incidents as Recorded by NYP	98	108	141	Up is Bad	Bad	Levels of **Hate crime** have slightly increased on last year due to rises in both racila and homophobic incidents. 2/3rds of the Hate Crime/Incidents that are reported are of a "racial" nature with the other 1/3rd made up of a variety of disabilaity, religous, homophobic and sexual orientation incidents.

Safer York Bi Annual Perfromance Report - Crime Prevention
No of Indicators = 9 | Direction of Travel (DoT) shows the trend of how an indicator is performing against its Polarity over time.
Produced by the Strategic Business Intelligence Hub June 2016

		Previous Years			Polarity	DoT	Comments on Latest Figures
		2013/14	2014/15	2015/16			
CSP01	All Crime	11380	10807	12015	Up is Bad	Neutral	**Overall Levels of Crime**
	All Crime per 1000 population	51.19	47.46	50.93	Up is Bad	Neutral	• Year End data for 2015/16 shows that total crime in York is 11% higher than 2014/15, with total levels of crime reverting back to those of 2012/13. Going into 2016/17, figures show that York is on trend with how it commenced the beginning of the 2015/16 statistical year. In April 2016, there were a reported 989 crimes for the York region.
	Benchmark - National Data	-	-	Tbc	-	-	• Significant increases were seen in 2015/16 in the violent crime, criminal damage and the theft of a cycle arenas. April 2016 figures indicate that we are on trend with the start of the last statistical year in these 3 areas. Year End data for 2015/16 shows that levels of domestic burglary remained in line with previous years, whilst both the total level of shoplifting and theft from a person decreased slightly compared to previous years.
CSP10	Burglary of a Non-Dwelling	699	620	777	Up is Bad	Neutral	**Violent Crime**
CSP12	Criminal damage (excl. 59)	1632	1389	1612	Up is Bad	Neutral	• Year End data for 2015/16 showed significant increases compared to the previous year for violent crime with 2513 violent crimes recorded in 2015/16. This is 18% greater than the number reported during 2014/15. Violent crime covers a wide range of offences, from minor assaults such as pushing and shoving that result in no physical harm, threats to kill, harassment, through to serious incidents involving grievous bodily harm, wounding and homicide.
CSP03	Domestic burglary (incl. attempts)	560	446	448	Up is Bad	Neutral	**York Business Against Crime**
CSP15	Overall Violence (Violence Against Person Def.)	1938	2130	2513	Up is Bad	Bad	• There are now 74 retail members and 73 evening venue members of the scheme and monthly retailer briefing meetings are now being held in the city, Acomb and Monks Cross. The SentrySIS intranet system for sharing photographs and intelligence on known offenders has recently been upgraded and functionality has improved.
CSP19	Shoplifting	1575	1494	1401	Up is Bad	Good	• The YBAC Board are currently considering whether to split the YBAC package for retailers to offer a radio only or intranet only option, given that some retailers have no wifi access and others do not use the radio but are keen to receive intelligence. There are currently 10 persistent and prolific offenders included in the Exclusion Orders scheme. YBAC are exploring the possibility of issuing injunctions to those who breach the orders. The YBAC coordinator has been asked to sit on the Board of Yorkshire and Humber Partners Against Crime (YHPAC), the regional business crime partnership
CSP04	Theft from a vehicle (incl. attempts)	699	469	548	Up is Bad	Neutral	
CSP40	Theft from person	243	258	209	Up is Bad	Good	
CSP11	Theft or unauthorised taking of a cycle	1010	782	1066	Up is Bad	Neutral	

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Communities & Environment Policy & Scrutiny Committee

18th July 2016

Report of Director of Public Health

Draft Alcohol Strategy 2016 – 2021: Public Consultation

Summary

1. The report presents a draft city-wide alcohol strategy (Annex A) which is currently out for public consultation. The committee is asked to read the strategy and to contribute to the consultation process. Specifically, committee members are asked to consider consultation questions shown at Annex B, and the resources and support that might be required to contribute to the achievement of the stated objectives.

Background

2. The draft strategy has been developed in collaboration between a range of statutory and non-statutory agencies working across the City of York area.   The creation of an alcohol strategy was requested by the Health and Wellbeing Board who have approved the current draft to go out to public consultation.

Consultation

3. The Health & Wellbeing Board approved the strategy to go out to public consultation. A public consultation via the CYC Consultation page at: https://www.york.gov.uk/info/20034/local_democracy/13/have_your_say_-_current_consultations began in June with the option to comment open until 6 July 2016. Comments and feedback will be incorporated into the draft strategy before it is returned to the Health and Well Being Board on 7 September for approval.

Options

4. Committee members are asked to read the draft strategy and to provide input into the consultation process.

Analysis

5. Committee members are asked to read the report and to contribute to the consultation process with particular reference to the consultation survey questions (Annex A).   This process will inform the development of the strategy that will be presented to the September 2016 Health & Wellbeing Board for consideration and approval.

Council Plan

6. The draft alcohol strategy supports council plan priorities of a prosperous city for all by supporting local businesses, enabling residents to access a range of activities, and to ensure visitors are impressed with our city; a focus on frontline services by supporting people to make healthier choices around alcohol, to access support services where these are needed, supporting children to have the best start in life, and protecting people from harm.

Implications

7. **Financial** - If there is no alcohol strategy for York there are financial implications for the city associated with the cost of responding to and treating alcohol related health and social harms.

8. **Crime and Disorder -** The alcohol strategy will identify approaches to reduce crime and disorder within the City of York.

9. There are no HR, Equalities, Legal, IT, Property or other implications associated with the recommendation in this report.

Risk Management

10. The risk of not running a comprehensive public consultation for this draft strategy will delay a collaborative multi-agency approach to addressing alcohol harms and problems currently seen within York.

Recommendation

11. Committee members are asked to consider the draft strategy and to provide input into the consultation process.

     Reason: To ensure that the engagement and consultation process takes account of scrutiny committee member views.

Contact Details

Author:	Chief Officer Responsible for the report:
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Health Improvement Officer	Director of Public Health
Public Health	

01904 554 353   **Report Approved**   ✓ **Date**   7 July 2016

Specialist Implications Officer(s) N/A

Wards Affected: **All**   ✓

For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A - DRAFT York Alcohol Strategy 2016 – 2021
Annex B - Public Consultation Questions

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<u>York Alcohol Strategy: 2016 – 2021</u>

For Public Consultation May 2016

<u>Content:</u>

<u>Foreword</u>

Most people in the City of York drink responsibly; however, there are considerable issues to be faced due to the way York is seen as a stag and hen destination. There are considerable problems with alcohol misuse within our communities. To tackle this we have developed a strategy which is supported by our vision for safe alcohol use. We will deliver, in collaboration with local stakeholders, a whole life approach towards alcohol through encouraging positive behaviour, responsible drinking, reducing and preventing the harms associated with alcohol and providing effective interventions and treatment for those who are drinking at risky and harmful levels.

We would like to influence more people to be aware of how to drink responsibly and to make positive lifestyle choices around alcohol so that individuals use alcohol safely and sensibly.

People will make informed choices about drinking alcohol and approach the issues that alcohol can bring within our communities and families in a positive way.

Our city will enjoy the diverse economic and cultural benefits that alcohol can bring when each of us takes responsibility for its use:

One City, for everyone's enjoyment, is my responsibility.

Through this strategy, we want to tackle a range of issues associated with alcohol that are not just specific to York but are seen in all communities across the country.

Carol Runciman

Councillor Carol Runciman
Chair of Health & Wellbeing Board
Portfolio Holder for Adult Social Care & Health

Vision

This strategy is supported by our vision for alcohol.

Our vision is that local stakeholders work together to reduce and prevent the alcohol related harms that people might experience within their lifetime.

We want to achieve this by encouraging responsible drinking and positive behaviour. By providing those who are drinking at risky and harmful levels with the right information, effective support or treatment we want to see alcohol related harm reduced.

By 2021 we would like to have achieved:

- A reduction in the visible negative impact of alcohol on our streets.

- A reduction in the number of people who are harmed by alcohol.

- An improvement in the health and wellbeing of the population from reversible and preventable conditions associated with alcohol use.

- A change in attitude towards alcohol that sees binge drinking and the drinking culture approach to alcohol being reversed and the social and economic and societal harms of alcohol reduced.

We would like to influence more people to be aware of how to drink responsibly and to make positive lifestyle choices around alcohol so that individuals use alcohol safely and sensibly.

We would like to support people to make informed choices about drinking alcohol and approach the issues that alcohol can bring within our communities and families in a positive way.

We want to see our city enjoy the diverse economic and cultural benefits that alcohol can bring when each of us takes responsibility for its use:

One City, for everyone's enjoyment, is my responsibility.

Through this strategy, we want to tackle a range of issues associated with alcohol that are not just specific to York but are seen in all communities across the country.

We use a large amount of resources to deal with alcohol related issues, like the harm that alcohol has on the health and wellbeing of people and the crime and disorder it contributes to. The ambulance service, accident and emergency departments, police, fire services and members of the public routinely deal with the consequences of alcohol.

Harm to families such as domestic violence, child abuse and neglect as well as violent crime, binge drinking, absenteeism from work and lost productivity, drink driving, alcohol related accidents and anti-social

behaviours such as public urination, litter and vomit on our streets are all issues associated with alcohol.

This strategy does not necessarily highlight York as particularly good or bad when it comes to each of these issues but we want to acknowledge and address these issues as part of our stated objectives. We will use a range of information, intelligence and evidence to develop ways to identify and address local areas of priority.

To support this strategy, a range of information can be seen within the local Joint Strategic Needs Assessment which is available here.

Evidence about alcohol will continue to be developed and updated and will be used to identify actions that will contribute to the achievement of our strategic outcomes.

Outcomes

The four outcomes that we aim to achieve for the City are:

1. **The health and wellbeing of the local population across the lifecourse in relation to alcohol is improved**

2. **The negative impact that alcohol has on the safety of people in our city is reduced**

3. **Personal responsibility and social awareness about the effects of alcohol are improved**

4. **Our ability to collect, share and use evidence based information about alcohol is improved**

Our local outcomes support the objectives of the Government's 2012 Alcohol Strategy which sets out a clear commitment to tackle the harms of alcohol and encourage responsible behaviour where alcohol is concerned.

We have set local objectives to achieve local outcomes and have set out how we will achieve them. These are supported by the vision that alcohol is everyone's responsibility – whether that is the people who live and work in York or those who are visiting.

Our objectives will be supported by action plans that identify what we will change or improve, who will do this, the timeframe for the actions and what resources are needed to achieve them and the governance arrangements for those involved in the delivery.

Financial Impacts of Alcohol

Alcohol poses a cost to our society. Across England, the costs from crime, lost productivity and healthcare are in the £ Billions.

The annual cost of alcohol-related harm

Total cost to society: **£21bn**

Crime in England: **£11bn**

NHS in England: **£3.5bn**

Lost productivity in UK: **£7bn**
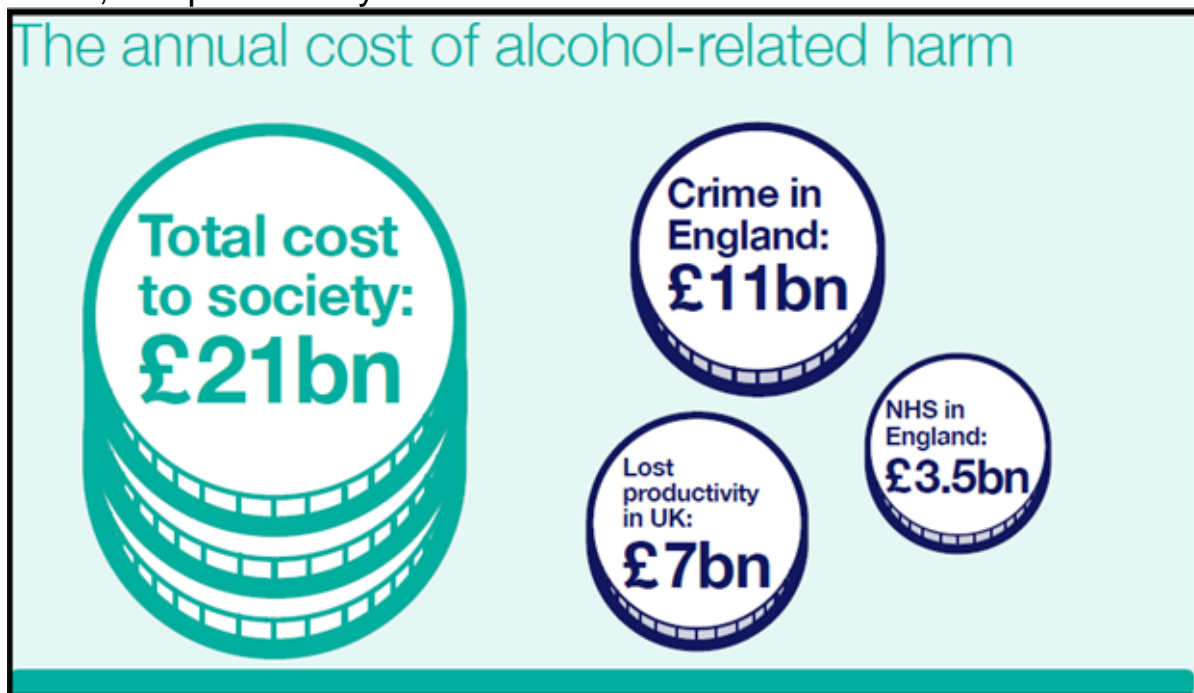
Source: [Public Health England (2014)](#)

However, we also need to acknowledge that alcohol and the hospitality sector make significant contributions to the City of York economy through bars, clubs and restaurants. The food and drink manufacturing industry employs nearly 400,000 people in England ([Local Government Association, 2015](#)).

Conversely, alcohol impacts negatively on people, families, children and communities in other ways that are not measured in financial terms. Evidence shows that there is a strong link between alcohol, crime, disorder, anti-social behaviour, health problems and early death.

The following information within this strategy summarises some of the key facts about the harms of alcohol reported in a Local Government Association (2015) document regarding the causes and effects of alcohol use and a Department of Health (2012) report about the harms of alcohol. The full reports can be found here:

- [Local Government Association (2015). Tackling the Causes and Effects off Alcohol Misuse](#)

- [Department of Health (2012). The Evidence on Alcohol Misuse and Harm](#)

Alcohol and health

The long-term health harms of alcohol are not always apparent because they are often hidden and can only be seen when a health problem becomes noticeable or is diagnosed. At this stage, it can often be too late to prevent harm to the body or to reverse negative health impacts.

For people who die of diseases that were caused by alcohol use, men lose on average 20 years and women 15 years of their lives due to alcohol use (Department of Health, 2012).

More than 60 health conditions can be caused by risky – that is, above the recommended alcohol consumption guidelines - long-term consumption of alcohol. Heart disease, cancer, stroke and liver disease are those most commonly seen (Department of Health, 2012).

In 2012, more than 21,000 deaths were caused – either fully or partially – by alcohol (Local Government Association, 2015).

24% of men and 18% of women currently drink above recommended safe levels of alcohol consumption (Department of Health, 2012; Local Government Association, 2015).

Alcohol is the leading risk factor for death in 35-44 year olds (Local Government Association, 2015) and across the whole population, is the third biggest risk factor for death and disease after smoking and obesity (Department of Health, 2012).

Drinking above the recommended guideline limits for alcohol consumption increases the risks of breast cancer in women, and throat, mouth and neck cancer, liver cirrhosis and blood pressure in both women and men (NHS, 2014).

Drinking alcohol during pregnancy causes harm to the unborn child and can include low birth weight, intellectual disability and miscarriage (Department of Health, 2012; Local Government Association, 2015).

Alcohol negatively impacts the development of teenage brains and can limit educational attainment. Drinking at an early age is also a risk factor in developing alcohol misuse problems later in life (Local Government Association, 2015).

Whilst deaths caused by drink driving have reduced, nationally, there were still more than 1,500 deaths or serious injuries in 2011 from drink driving. A 2011 study by the Department for Communities and Local Government showed that where the cause of fire was linked to alcohol use, nearly half of those fires led to a death. Where alcohol was not a cause of fire, only 14% of those fires led to a death (Department of Health, 2012).

Alcohol and crime

Nearly half of all violent crime is alcohol related (Local Government Association, 2015). There is a general association between alcohol and violent crime including domestic and sexual violence and studies have shown that people are more likely to be aggressive after consuming alcohol (Department of Health, 2012).

There is a link between the amount of alcohol a person consumes and the risk of offending. People who binge drink are more likely to commit an offence and those who pre-load – that is, drink alcohol at home before going out drinking – are two and a half times more likely to be involved in violence than those who don't pre-load (Department of Health, 2012; Local Government Association, 2015).

Alcohol plays a part in approximately one third of known child abuse cases (Local Government Association, 2015).

Nearly half of all alcohol related deaths in the under 25 year old age group are because of drink driving (Department of Health, 2012).

Alcohol fraud costs £1.3 Billion a year in lost revenue to the Treasury as well as the negative financial impact it has on the drinks industry (Local Government Association, 2015).

Local data

As of March 2015, York had a total of 799 licensed premises within the local authority area.

Local Alcohol Profiles for England data reports a range of measures for alcohol across each Local Authority area in England and allows comparison against all other areas in the country. Of the 25 measures

that the local alcohol profiles consider, when compared to the entire country, York is rated as:

Significantly better than the national average;

- Alcohol specific hospital admissions and alcohol attributable hospital admissions for both males and females
- Alcohol related crime, violent crime and sexual offences
- Numbers of incapacity benefit claimants linked to alcohol.

Significantly worse than the national average;

- Levels of binge drinking
- The number of employees working in bars.

There are 11 months of life lost due to alcohol use for males and 6 months of life lost due to alcohol for females.

When we compare York against the areas that are most similar to us, this shows a slightly different picture.

When we compare York to those areas which have similar levels of deprivation, this shows that:

- York has higher rates of alcohol related hospital admissions
- Males in York lose greater amounts of life due to alcohol
- York has higher rates of alcohol related sexual offences
- York has more people who drink at higher risk levels
- York has more people who binge drink
- York has less people who drink at lower risk levels

A range of local data and information about alcohol in York is available in the alcohol content section of the Joint Strategic Needs Assessment website: http://www.healthyork.org/lifestyles-in-york/alcohol.aspx

Alcohol Harms

Many of the issues associated with alcohol are linked and the effects of alcohol might show themselves in a number of ways.

A person might start drinking more heavily because they are experiencing problems. Increasing the amount you drink can be easy to

do because if the increase is over time, it can go un-noticed. Developing a dependency on alcohol – perhaps in a way that society wouldn't usually recognise as problematic and might be accepting of, such as having a bottle of wine in the evening to relax – might make those problems worse.

Drinking alcohol affects mood, behaviour and decision making. It might make arguments more common and may contribute to domestic abuse. If children are present in the home, this could have negative effects on your relationship with them and their wellbeing.

- *Nearly 1 in 3 (30%) of children live with at least one parent who is a binge drinker (between 3.3 - 3.5 million children) and around 1 in 5 (22%) live with a hazardous drinker (over 2.5 million children). Office of the Children's Commissioner (2012) Silent Voices Parental Alcohol Misuse*

- *Around 26,000 babies under 1 in England are living with a parent who would be classified as a 'dependent' drinker. This is equivalent to 31,000 across the UK. Office of the Children's Commissioner (2012) Silent Voices Parental Alcohol Misuse*

- *"Almost twice the numbers of children were counselled by ChildLine about their parents alcohol misuse than about drug misuse." (Mariathasan & Hutchinson, 2010 p2) Office of the Children's Commissioner (2012) Silent Voices Parental Alcohol Misuse*

- *"80% of adults think that parental drinking is a serious problem for children in the UK and 84% of adults agreed that parental drinking is as harmful to children as parental drug use." (Delargy et al., 2010) Office of the Children's Commissioner (2012) Silent Voices Parental Alcohol Misuse*

- *"I wish someone would tell my mum the impact it's having on her family" Office of the Children's Commissioner (2012) Silent Voices Parental Alcohol Misuse*

Drinking could contribute to money worries due to the amount a person is spending on alcohol. Using alcohol in a dependent way might then cause additional stresses in other parts of life – such as at work because

of missed days or poor performance due to a lack of good quality sleep and hangovers.

It may also lead to loss of possessions, unsafe sex, sexually transmitted infections or unwanted pregnancy. It can also increase the risk of injury whilst drunk which require visits to A&E or a hospital admission.

- *1 in 10 people attending A&E in York do so because of an alcohol related injury (York Hospital Accident & Emergency Audit, unpublished).*

Longer term health problems due to consistently drinking at risky levels will not necessarily be noticed straight away but over the years a person could develop poor memory or lose liver function which might be symptoms of dementia, alcohol related brain injury, or liver cirrhosis.

Strategic Objectives

Our objectives are based on what we know about the needs of our local people and communities; on information we have about the harms and impacts of alcohol; on the priorities identified within the national alcohol strategy.

They are also based on our vision to raise awareness about alcohol and encourage increased personal responsibility where alcohol is concerned. These are listed below.

1) The health and wellbeing of the local population across the lifecourse in relation to alcohol is improved

The health harms of alcohol are wide ranging and whilst alcohol is associated with over 60 health conditions, it can often be difficult to see the harm because it is hidden. The health harms of regularly drinking above recommended safe drinking levels will often not be apparent for years. However, other instances of harm can be much more visible – where someone is injured in an alcohol related accident or violent incident.

The following measures will be used to assess whether we are making progress in our objective to improve the health and wellbeing of our population:

a) Reduction in avoidable early deaths linked to alcohol

- 13 males and 7 females per 100,000 population died as a direct result of alcohol (LAPE indicators 3 & 4).
- 59 males and 27 females per 100,000 population died as an indirect result of alcohol (LAPE indicators 7 & 8).
- 11 males and 8 females per 100,000 population die from chronic liver disease (LAPE indicators 5 & 6).
- 11 months of life for males and 6 months of life for females are lost due to alcohol (LAPE indicators 1 & 2).

b) Reduction in preventable diseases related to alcohol

- 21% of the local population drink at increasing levels of risk (LAPE indicator 23).
- 8% of the local population drink at higher risk levels (LAPE indicator 24).

c) Reduction in hospital admissions linked to alcohol

- 387 males and 219 females are admitted to hospital as a direct cause of alcohol (LAPE indicators 10 & 11).
- 1,284 males and 662 females are admitted to hospital as an indirect cause of alcohol (LAPE indicators 12 & 13).

d) Improved access to early support to prevent alcohol problems

- This will be measured by collecting evidence to show how many people access support arrangements such as Information and Brief Advice (IBA) for alcohol.

e) Provide a range of effective treatment services to meet the needs of our City

- The local treatment penetration rate – that is the number of people estimated to have a treatment need who are accessing treatment - is 5.7%. This is higher than the national average figure (Public Health England Diagnostic Outcome Measurement Executive Summary Report).

- Progress will also be measured by collecting evidence on the number of other alcohol focussed interventions across the city.

2) The negative impact that alcohol has on the safety of people in our city is reduced

Alcohol is associated with an increase in violent crime and anti-social behaviour. It contributes to drink-driving deaths. Within a family environment it is linked to harms like domestic abuse and child protection issues such as abuse and neglect. Locally, alcohol can also be linked to a number of river deaths.

There are a range of impacts from anti-social behaviours that can affect how safe people feel and which have a negative impact on how residents and tourists view their experiences of living, working in, or visiting York.

A number of measures are already in place to reduce the negative impact that alcohol can have. These include the creation of Alcohol Restriction Zones (ARZ's), Cumulative Impact Zones (CIZ's) and licensing policy requirements.

The following measures will be used to assess how well we are making progress in our objective to reduce the negative impact that alcohol has on people's safety.

a) Reduction in alcohol related crime and anti-social behaviour incidents in our City

- There were 586 incidents of violent crime and 2,428 alcohol related anti social behaviour incidents within the Alcohol Restriction Zone during 2013-2104 (Safer York Partnership data report).

- There were 496 incidents of violent crime and 1,593 alcohol related anti social behaviour incidents within the Cumulative Impact Zone during 2013-2014 (Safer York Partnership data report).

- There were 2,347 incidents of alcohol related anti social behaviour incidents during 2013-2014 (Safer York Partnership data report).

b) Reduce the negative impact of alcohol misuse within our homes

- There were 1,363 domestic incidents relating to alcohol during 2013-2014 (North Yorkshire Police data report).

c) Support business adherence to the four national licensing objectives
- There were 50 licenses, 53 license variations and 351 temporary event notices granted for selling alcohol during 2013-2014 (Licensing data report).

d) Encourage alternative activities that are not focussed on alcohol
- During 2014 there were 14 large festivals in York whose focus was not alcohol related (City of York Council, Events Team data report).
- Progress will be measured by collecting a range of evidence to demonstrate how activities, events, venues, and festivals provide alternatives to alcohol

3) Personal responsibility and social awareness about the effects of alcohol are improved

A range of alcohol related harms and the impact these have on our society in general can be clearly identified. The many negative impacts associated with alcohol could be reduced if individuals take more responsibility for their own alcohol use.

Alcohol is not illegal and this strategy does not aim to stop people drinking alcohol. It does aim to help allow people to make better choices where alcohol is concerned, to be more aware of the effects and impacts that alcohol can have if used irresponsibly.

It is easier to drink at levels that can harm your health and wellbeing than people might think. A person does not have to be what society might traditionally call an 'alcoholic' to experience problems because of alcohol. Dependency on alcohol can also be at a much lower level of drinking than most people would think of as alcohol dependency and can include psychological dependence, not just physical dependence.
Only a small proportion of our population drinks at levels at which in society's eyes they would be seen as 'alcoholics'. A far larger proportion

of our population drink at levels which cause harm but often in less obvious and socially acceptable ways, that are seen as normal. Given that there are two universities and a further education college in York, actions to improve the relationships that students have to alcohol will also need to be included. The following measures will be used to assess how well we are improving social awareness and influencing personal responsibility around alcohol use:

a) **All stakeholders to be involved in the co-production and delivery of a co-ordinated communications and engagement plan focussing on health, safety and personal responsibility to allow informed choices regarding alcohol**
   - Achievement will be measured by evidence of a plan and the effectiveness of this plan.

b) **Support individuals to make positive personal choices about alcohol**
   - Achievement will be measured by evidence of information and prevention programmes and their effectiveness across the City.

c) **Develop 'city community champions' to promote personal responsibility and social awareness about alcohol**
   - Achievement will be measured by evidence of creation of 'city community champions' and their effectiveness across the City.

4) **Our ability to collect, share and use information about alcohol is improved**

This strategy has been informed by a wide range of information which has helped to build a picture concerning alcohol use and its impacts. We want to build on this in order to use the intelligence in a more co-ordinated way to achieve our stated objectives.

Many of the issues identified through the existing evidence are not ones that can be resolved by a single service, agency or department. They will require improvements in how we can improve our collection of local information and use this more effectively.

The following measures will be used to assess how well we are improving our collection, sharing and use of information about alcohol:

a) Improve local arrangements on how data about alcohol is collected from and shared between a wide range of local stakeholders

- Performance against this measure will use the evidence of data, information sharing and co-ordinated approaches to utilising local information that informs action.

b) Strengthen our ability to collectively analyse local information about alcohol

- Performance against this measure will use the evidence of data, information sharing and co-ordinated approaches to utilising local information that informs action.

c) Effectively utilise local analysis about alcohol to inform local commissioning arrangements and service development

- Performance against this measure will use the evidence of data, information sharing and co-ordinated approaches to utilising local information that informs action.

Measuring Objectives

Understanding the alcohol related needs of our City is an important part of the process of making improvements to reduce the harms associated with alcohol. This strategy is supported by a needs assessment which is available at: http://www.healthyork.org/lifestyles-in-york/alcohol.aspx

The needs assessment will provide detailed information and evidence to help inform our understanding of alcohol use across the City and to support the achievement of our objectives. Evidence will be used to contribute to the development of additional objectives where appropriate.

The needs assessment will inform and support the development of a delivery plan that will identify specific ways in which we will achieve our objectives and how we will measure achievement against these.
The example measures stated (above) against our outcomes are not necessarily comprehensive and other means of measuring performance are likely to be identified as detailed delivery plans are developed.

Governance

The Health and Wellbeing Board is responsible for the achievement of the objectives within the York Alcohol Strategy.

The Alcohol & Illicit Drugs Strategic Forum has been identified as the group with lead responsibility for performance against the strategic objectives and will be required to report progress to the Health and Wellbeing Board on the achievement of the York Alcohol Strategy objectives.

The achievement of these objectives will require an integrated approach across the city and this group will develop, monitor and review progress against a delivery plan. The governance and reporting structure is detailed below.

Health & Wellbeing Board

Alcohol & Illicit Drugs Strategic Forum and Safer York Partnership

Outcome 1: The health and wellbeing of the people of York across the lifecourse in relation to alcohol is improved	Outcome 2: The negative impact that alcohol has on the safety of people in our city is reduced	Outcome 3: Personal responsibility and social awareness regarding the effects of alcohol are improved	Outcome 4: Our ability to collect, share and use evidence based information about alcohol is improved

Under the oversight of the Alcohol & Illicit Drugs Strategic Forum, action plans will be developed that will set out how each objective will be achieved.

Terms of reference will be developed that will define the remit of each of the four objective areas.

Glossary

Alcohol Restriction Zone: On 1 September 2001, sections 12–16 of the Criminal Justice and Police Act 2001 came into force giving powers to enable local authorities to designate places where restrictions on public drinking apply.

However, they can only be used in areas that have experienced alcohol-related disorder or nuisance.

Binge Drinking:	Drinking at least twice the daily recommended amount of alcohol in a single drinking session (8 or more units for men and 6 or more units for women). Binge drinking usually refers to people drinking a lot of alcohol in a short space of time or drinking to get drunk.
Cumulative Impact Zone:	The potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. The effect of a Cumulative Impact Zone policy is to create a rebuttable presumption that applications for new premises or material variations will normally be refused if relevant representations are received.
Dependent drinker:	A person drinking above recommended levels, experiencing an increased drive to use alcohol and feel it is difficult to function without alcohol. Dependent drinking can be sub-divided into two categories; moderate dependence and severe dependence - traditionally known as chronic alcoholism.
Higher risk:	(also known as harmful drinking) includes people who are drinking above recommended levels for sensible drinking and experiencing physical and/or mental harm. Higher risk drinking is classified as the regular consumption of more than 8 units a day for a man (more than 50 units a week) or more than 6 units per day for a

woman (more than 35 units a week). Individuals categorised as higher risk drinkers are not dependent on alcohol.

Increasing risk:	(also known as hazardous drinking) is defined as those people who are drinking above recognised sensible levels but not yet experiencing harm. Increasing risk limits are defined by the Department of Health as drinking more than 3-4 units a day for men and more than 2-3 units a day for women on a regular basis.
Lower risk:	Is defined as men who are drinking no more than 3-4 units a day and women drinking no more than 2-3 units a day on a regular basis.
Pre-loading:	Getting drunk at home before going out drinking

References

City of York Council (2015). Joint Strategic Needs Assessment.
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Local Government Association (2015). Tackling the Causes and Effects of Alcohol Misuse. http://www.local.gov.uk/publications/-/journal_content/56/10180/6889783/PUBLICATION

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Public Health England (2015). Public Health Outcomes Profile.
http://www.phoutcomes.info/

Public Consultation Questions

1. What do you think of the vision for alcohol use as a whole life approach through the encouragement of positive behaviour, responsible drinking and the provision of effective interventions and treatment?

○ Very Useful

○ Partly Useful

○ Neutral

○ Unhelpful

○ Very Unhelpful
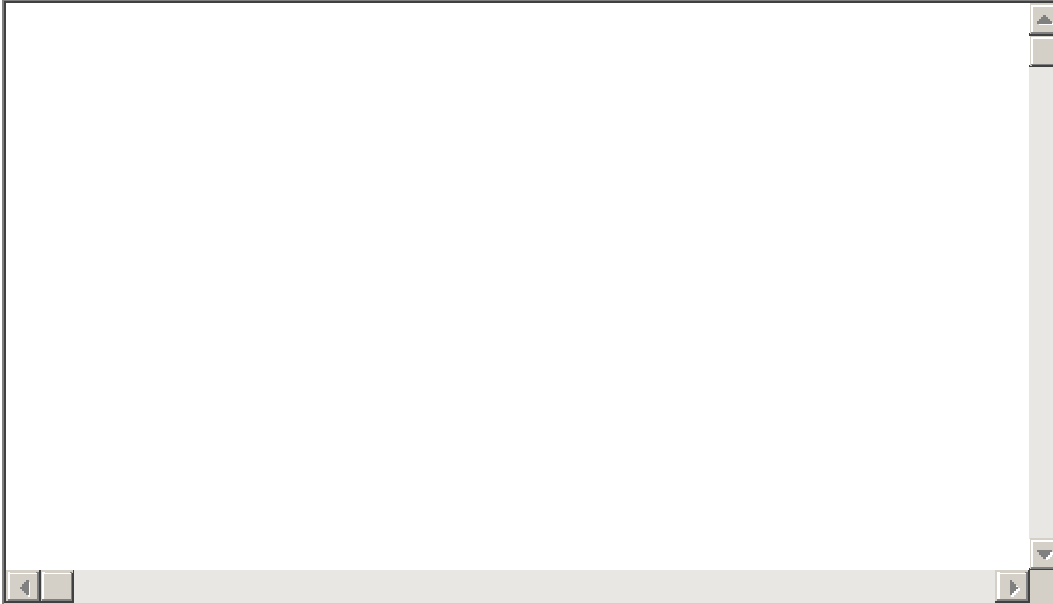
Please explain why you think this

2. This document sets out four strategic objectives. Are these the objectives that you would like to see?

○ Yes

○ No
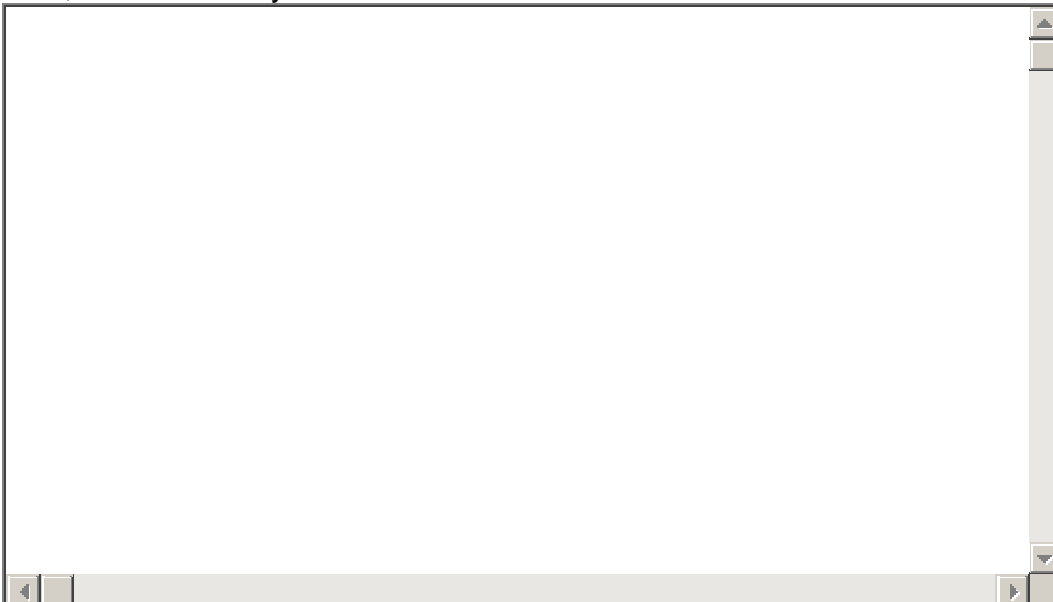
If no, what else would you want to be included?

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3. Has the strategy set out the achievements you would like to see?

○ Yes

○ No
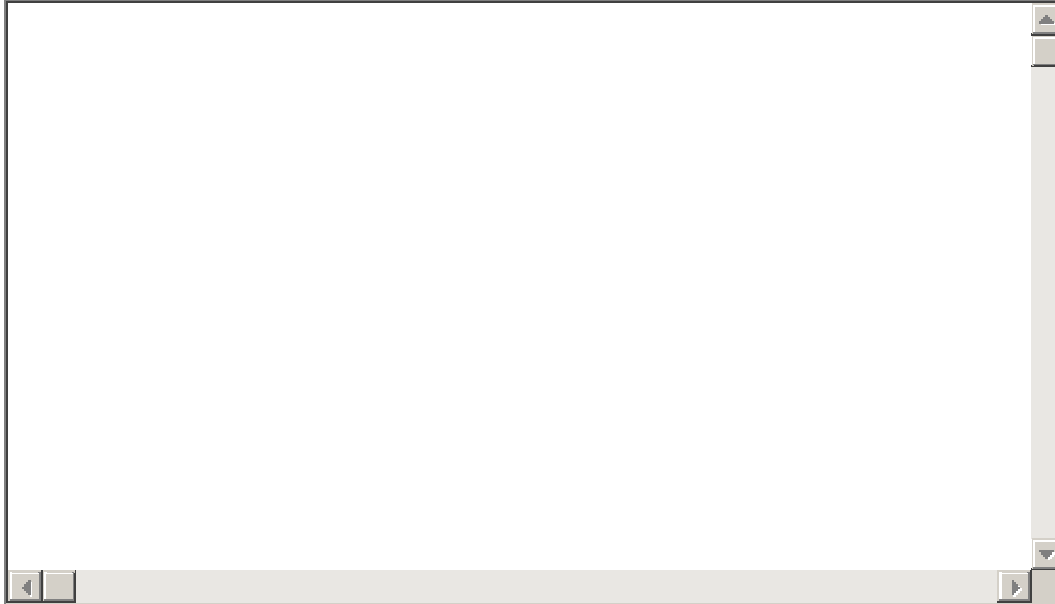
If no, what else do you think is needed?

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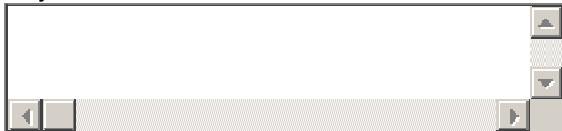
4. Has the strategy set out the outcomes you would like to see?

○ Yes

○ No
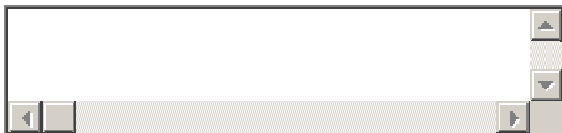
If no, what else do you think is needed?

5. What resources should be utilised to help define and achieve action plan objectives?

6. Who should lead on the achievement of the strategic aims?

7. Would you be willing to be involved in the development of the action plan and take the strategy into its implementation phase?

○ Yes

○ No

If yes, please send your contact details to: nick.sinclair@york.gov.uk

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Communities & Environment Policy & Scrutiny Committee   18 July 2016

Report of the Housing Allocations Scrutiny Review Task Group

Housing Registrations Scrutiny Review – Draft Final Report

Summary

1. This report presents the findings and recommendations from the Housing Allocations Scrutiny Review and asks Members to endorse the recommendations so that they may be fed into the ongoing Allocations Service Development officer review. This final report will subsequently be included as an annex to the officer review report due to be presented to the Executive Member for Housing & Safer Neighbourhoods in August 2016.

Background to Review

2. In March 2016 the Communities & Environment Policy & Scrutiny Committee received an overview of the council's Housing Allocations & Choice Based Lettings system. This provided an update on the ongoing officer review of the Council's current working methods, and the legislation and North Yorkshire Homes Choice (NYHC) allocations policy that governs those processes.

3. The Committee agreed they would like to participate in the ongoing review and a Task Group was formed. In early May 2016 the Task Group met for the first time to receive introductory information in support of their review and agreed the following review aim and objectives:

'To actively engage with and contribute to the ongoing officer review, to help shape improvements to the Council's housing allocations process and contribute to the decisions and actions to be taken around the Council's Housing Allocation & Choice Based Lettings System.'

Objectives:

i.   To review the Housing Registrations service to understand the Council's policy, process, systems and application criteria.

ii. To consider national good practice, visits and findings of the 'Allocations Service Development Officer Review' work to date.

iii. To consider proposed changes to the Housing Registrations service, systems and policy and the implications associated with any changes.

Consultation

4. This scrutiny review has been supported by the Head of Housing Services, the Housing Registrations Manager and the Service Manager for Housing Options & Homelessness. Housing Services Staff and customers have also been consulted as part of the ongoing officer review – see paragraph 21 below.

Information Gathered

Objective (i) - To review the Housing Registrations service to understand the Council's policy, process, systems and application criteria

5. Housing & the Law
   The Homeless Legislation Housing Act 1996 (Part 7) details the Council's duty to:

   • Provide housing advice to all those who are homelessness or at risk of homelessness.

   • Accommodate those who have mental capacity to apply, who are eligible (immigration law), homeless within 28 days and **believed** to be in priority need (with children, pregnant or vulnerable, fleeing violence or other emergency – flood, fire). The duty at this point is to investigate and if homeless immediately to provide temporary accommodation (Ordnance Lane, Crombie House, Holgate Road, Howe Hill family block, B&B).

   • Offer permanent accommodation if the applicant is eligible, homeless, in priority need, unintentional and has a local connection to York (exceptions are fleeing domestic violence, or no connection to anywhere). Homeless applicants are then re-housed under the North Yorkshire Home Choice policy.

6. A Local Authority is required under the Housing Act (1996) and Homelessness Act (2002) and Localism Act (2011) to have an allocations and / or lettings policy which sets out the criteria to allocate social housing. This Council's policy (NYHC) was designed to ensure

that those in greatest need are housed, while at the same time balancing the need for sustainable communities.

7. There are a number of categories, to whom a Local Authority must give 'reasonable preference' (above other applicants) namely:

8. Reasonable Preference:
   - People who are homeless within the meaning of Part 7 of the 1996 Act
   - People occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions.
   - People who need to move on medical or welfare grounds, including grounds relating to a disability
   - People who need to move to a particular locality in the district of the housing authority, where failure to meet that need would cause hardship (to themselves or to others).
   - People who are owed a duty by any housing authority under section 190(2) 193(2) or 195(2) of the 1996 Act (or under section 65(2) or 68(2) of the Housing Act 1985) or who are occupying accommodation secured by any housing authority under.192(3)

9. Additional Preference:
   - Armed Forces who have urgent housing needs. Additional preference is deemed to be that the priority band date will be backdated by 6 months.
   - Applications from foster carers, those approved to adopt, or those persons being assessed for approval to foster or adopt, who need to move to a larger home in order to accommodate a looked after child or a child who was previously looked after by a local authority.

10. In addition, a policy must have regard to the codes of guidance issued to local housing authorities in England, in exercising the functions under 167(1A) and 167(2) of the Housing Act 1996 and be compatible with obligations imposed by other existing legislation, in addition to Part 6 of the Housing Act 1996 including:

   ➢ The Human Rights Act 1998
   ➢ The Freedom of Information Act 2000
   ➢ Children Act 1989
   ➢ Data Protection Act 1998
   ➢ Crime & Disorder Act 1998
   ➢ Homelessness Act 2002
   ➢ The Equality Act 2010

11. It should also take into consideration the following guidance:

> ➢ Equality and Human Rights Commission (Code of Practice on Racial Equality in Housing – September 2006)
> ➢ Allocation of accommodation: guidance for local authorities in England 2012

12. <u>City of York Council's Current Housing Policy</u>
Until 2011, the York had a Housing Registrations and Lettings Policy which dealt only with properties owned by City of York Council (Housing). Any Housing Association Properties were allocated via a nomination system, whereby those in greatest need on CYC 'waiting list' would be nominated to the Housing Association who would assess them in accordance with their own policy (often different from CYC). The overall principle of housing people in greatest need was still prevalent. Properties were let to the applicant in the highest band for whom the property was suitable and who had been waiting the longest unless they were bypassed for a specific reason. Band A ("Very Urgent") was the highest band and Band E ("No Priority") was the lowest band. If this applicant refused the property then it would be offered to the next person on the list for whom the property was suitable unless the next person was bypassed for a specific reason. Properties were not advertised publically.

13. In 2011 in line with Government policy, Local Authorities were encouraged and supported financially to develop 'Choice Based Lettings' policies / systems, whereby vacant properties were advertised (via web based system) and individuals 'bid' on the properties they wanted to live in. This led to the introduction of a North Yorkshire Home Choice Policy (NYHC) & Choice Based Lettings system. NYHC is a sub regional partnership[1] which enables movement between Local Authorities across North Yorkshire (apart from Harrogate).

14. City of York Council hosts the scheme and employs (joint funding) the NYHC Coordinator (0.6 FTE). NYHC operates a Board and an operations group. This partnership utilises the same IT system (Abritas), operates the same lettings and allocation policy (with exceptions for charitable status) and enables registered applicants to move freely

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[1] Made up of City of York Council, Selby DC, Scarborough BC, Hambleton DC, Ryedale DC, Craven DC, Richmondshire DC, Broadacres Housing Association, Yorkshire Housing Group and Yorkshire Coast Homes

across the partnership area (some restrictions of cross boundary movement for some applicants e.g. statutory homeless).

15. At its first meeting the Task Group also received information on the Council's comprehensive resettlement service for single homeless, whereby individuals are offered accommodation and support in 24 hour supported resettlement hostels (Arc Light, YACRO, Peasholme Centre, and Howe Hill for Young People). Once they have the relevant skills they will move onto less intensively supported shared housing and ultimate an independent tenancy. Independent accommodation may be in the private rented sector or via North Yorkshire Home Choice policy.

16. Officers went on to highlight the benefits and issues giving cause for concern associated with the NYHC sub regional choice based letting system:

Benefits:
- Cross Boundary movement – this does mean those typically in Bronze Band (no housing need) who would never be housed in York do get housed in other areas of the partnership where demand for properties is lower.
- Customers get to see details of properties up front, they get basic information and in most cases a photo of the property or similar in the area.
- Letting of properties across North Yorkshire is accessed by one application and follows the same common allocations policy making this a more straight forward process for customers when registering.
- Applicants can see each week what properties are/are not available.
- The process gives applicants perceived choice.
- Applicants are in control of the properties they show an interest in.
- Resettlement category has proved to be a successful pathway to housing for customers who otherwise may have been excluded from social housing.
- Potentially Homeless Applicants (those who are proven to be homeless within 90 days) have more properties to choose from as they can move across the NYHC area, preventing them becoming accepted homeless, reducing stress to applicants and their families and cost to CYC.
- The review process gives customers an independent view on decisions made under the NYHC policy.

Issues/Concerns

- NYHC is process driven, staff process rather than transact which can lead to missing some customer issues and turning all contact into an application for housing.
- Applicants see properties they want going to those in the highest Band – Gold so are looking for ways to achieve Gold Banding
- Whilst the aim has always been consistency with common goals, aims and a common allocations policy, there are differences across the partnership in how the policy is interpreted and implemented which has caused consistent issues for customers and staff.
- Due to the different demographics of the partners there are different aims and objectives, meaning the NYHC policy and application has tried to be all encompassing.
- For applicants in York perceived choice is not real choice due to a lack of property availability. Expectations are not being managed efficiently or effectively.
- A lot of time spent registering applicants who will never be re housed in York, however under the current NYHC policy they have a right to be registered.

17. Finally, in order to fully debate any proposed future changes to both the front-facing service and the allocation of properties the Task Group were provided with an overview of the demands currently being placed on council housing and the current policy – see Annex A.

Objective (ii) - To consider national good practice, visits and findings of the officer review work to date

18. In early June 2016 the Task Group met again. In consideration of national best practice, the Task Group received a 'Report on Diseconomies' produced by Locality[2] which suggested a response to the challenges facing public services in a time of austerity cuts, mounting demand and rising expectations.

19. Having considered current national practice, the report highlighted that far too many public service systems 'assess rather than understand; transact rather than build relationships; refer on rather than take responsibility; prescribe packages of activity rather than take the time to understand what improves a life'. The result is that the problems people face are not resolved, that public services generate ever more 'failure

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[2] Locality is the leading nationwide network of community enterprises, development trusts, settlements and social action centres – for further information see www.locality.org.uk

demand', that resources are diverted to unproductive ends, and that costs are driven ever upwards – see report at Annex B.

20. The Task Group also received information on the ongoing Allocations Service Development Officer Review which had focussed on NYHC systems and processes rather than the workings of the sub-regional partnership and allocations policy, and employed a 'check, plan, do' methodology taking a systems thinking approach involving front line staff and service managers administering NYHC on a daily basis.

21. Officers provided a detailed presentation and report on Phase I of the Allocations Service Development Officer Review which focussed on 'Checking' and included gathering customer and staff insight, information on system inputs and outputs, and the type and frequency of customer demand - see the Phase I final report at Annex C.

Objective (iii) - Proposed changes to the Housing Registrations service, systems and policy & the associated Implications

22. Finally, the Task Group met again in mid June 2016 to consider officer proposals for Phase II ('Plan') of the Allocations Service Development Officer Review, which included the drafting of new operating principles, proposals for a fundamental system re-design, and feedback on staff and customer consultation – see Annex D.

Analysis

23. <u>Proposed changes to housing registrations system and policy</u>
As a result of the officer review a number of blockages, systems waste, potential improvements were identified, which highlighted that there were a number of important points to be questioned, including:

   • Delivery of the housing register. Should City of York council (CYC) remain in the sub regional partnership (North Yorkshire Home Choice) or form a mini partnership with other local authorities and local housing associations (Selby and / or Ryedale) or operate a stand alone – CYC system?

   • Is a new IT system required?

   • Should properties be offered via a 'Choice Based Lettings' system or via an allocation process by officers that is transparent for applicants?

   • Should there be a physical (on-line and/or paper) waiting list application form or should there be an online system to log interest and then staff offer personal interviews asking relevant questions

only. An IT system / 'waiting list' would still exist but as a back office function which customers could view?

- The allocations policy needs minor amendments to meet current needs and legal requirements but a more significant decision about denying those with no housing need from the register also needs to be considered?

Proposals for Change to Housing Registrations System & Policy

24. The table above details a number of options:

- Option 1 - 4 would remain in NYHC

- Option 5 - 6 CYC would stand alone.

- Option 7 - 10 would require the formation of a mini partnership with other Local Authorities and housing associations with a local presence (this has not been explored with neighbouring authorities).

25. **Decision 1**- Delivery of the register. Should CYC remain in the sub regional partnership (North Yorkshire Homechoice) or form a mini partnership with other local authorities (? Selby and / or Ryedale) or operate a stand alone – CYC system?

26. Advantages: wide choice of accommodation types and locations for customers. Opportunity for those in less need to bid on 'hard to let' properties out of area which enables applicants to access social housing (Data for the calendar year 2015 shows York exported 98 applicants and imported 57, leaving a net export of 41. York currently allocates around 6% (between 33 and 42) of its available properties each year to Bronze Band applicants (though a proportion of these will be imports). The only district York imported more households from than it exported to during 2015 was Ryedale (23 out/31 in). Sixteen of the 98 households leaving York during 2015 were in Bronze Band, 52 within Silver and the remaining 30 in Gold Band. Analysis of property type suggests Bronze Band applicants from York are likely to be moving to 'harder to let' properties in other districts. Moving from a sub-regional approach is unlikely to impact greatly on York's ability to prevent homelessness , only 19 of the 98 exported applicants were potentially homeless (19%) . The impact on partners would also be minimal only 4 of the 57 imported applicants being potentially homeless (7%)

27. Disadvantages: Necessary to compromise on some points in a sub regional allocation policy in order to reach agreement across entire

partnership, it is difficult / time consuming to change policy (it has to be agreed by all 10 partner boards / executive members), difficult to maintain consistency across the partnership regarding assessment and verification of applications, imported applicants are predominantly older people moving for care and support which puts some additional pressure on Adult Social Care, York as host agency acts as a referral point / training provider even when the Co-ordinator is not at work. Given that CYC hosts the coordinator post and chairs the board, if CYC withdrew it would impact on the partnership and may put entire scheme into jeopardy. The reaction to the council leaving the scheme may strain relations with other partners at a time when there are negotiations over devolution.

28. **Decision 2** - Is a new IT system required?

29. <u>Advantages to retaining the current system</u>
Abritas delivers a sub regional IT system, accessed by all partners. An applicant can register in e.g. Scarborough and can be viewed by York if appropriate. The total cost pa to CYC of £12782 with any updates or changes to the system being chargeable in addition to this costs. The costs of changes can be considerable e.g. a standard small works order (1/2 day to a full days work) starts at £830 minimum (shared jointly amongst Local Authorities). Proposed changes to policy based on previous changes in 2013 would incur costs of circa £18000 (again shared jointly across the partner local authorities)

30. <u>Disadvantages</u>
The current process combined with the way the IT system is configured generates significant failure demand, 53% of customer contact failure demand has been identified as being due to the IT system, for example:

- Customers making contact for their application account being reset as they can not do it themselves,

- Customers requesting an update on their application as they have applied on line and when they log back into the system there is no visible update about what is happening with their application.

- Customers sending messages via the IT systems, with an average of 30+ messages a week being received directly onto the system, which all require investigation and follow up, again these are predominantly customers who have forgotten their login and can not re set it themselves, or who are having difficulty using the IT system or

requesting an update on their application as the system gives them no visible update when they login.

- On line access for customers, does in nature invite applications from all, there is no way of filtering those in need and those not,

- the IT system does not give up front advice about the realistic chance of being housed into social housing in York.

- The IT system is not configured to talk to other CYC systems – Northgate (Housing and Benefits system) which deals with Council tax, housing benefit claims, housing management – rent accounts and homeless statistics. In addition, it does not talk to Flare (Housing Standards and Adaptations system) or Servitor (Building maintenance system). All this means there is duplication of inputting. When a customer is working with the Housing Options system they currently use the Northgate system for Housing Options cases and have to double input all information onto the CBL system to create an application for social housing, (approximately 20 applications per month being dual input onto systems). Abritas is not currently set up to link intuitively with other IT systems, we do have basic interfaces set up but these do come with an additional cost and can fall over leading to further manual input by staff into the Abritas and Northgate systems.

- The NYHC policy short listing criteria gives higher ranking to those applicants who are housing debt free. However, Abritas is not currently configured to link to other systems and is not intuitive in the way it could use information from other systems which hold the debt information so all applications have to be manually checked for debt. In addition to this any partner landlord current tenant is not normally allowed to transfer when they have current rent arrears, this also requires manual checks as the systems are not linked, taking a substantial amount of staff time during the short listing process.

- CYC Housing are currently reviewing all IT systems to review our current systems and how they deliver service, interact with each other etc and look at what else is available that is integrated and can offer efficiencies and deliver a more reliable system for both staff and customers.

31. **Decision 3** - Should properties be offered via a 'Choice Based Lettings' system or via an allocation process by officers that is transparent for applicants?

32. Currently the main system for allocating a vacant property, either owned by CYC or other social housing (Registered Social Landlord) is via Choice Based Lettings, whereby registered applicants can 'bid' on available properties. This gives applicants a clear understanding of what is available and what the likelihood of being offered a property is (they are ranked). When more than 1 applicant bids on a property, a tie break system will operate **housing need – assessed bedroom need - debt - time** in that order. Currently in York there are 1600+ applicants on the register but we only have around 500 voids pa. Many applicants are never offered a property, many applicants are disappointed as there is only limited 'choice' as housing providers may not own properties in an applicants preferred area, they may prefer a house but only flats are available

33. Advantages of Choice Based Lettings (CBL)
The applicant can see available properties and choose where they may want to live, applicants are aware of limited supply, their position on the shortlist, the likelihood of being offered the property they bid on. Whilst the CBL systems are perceived as been transparent the information that the current system is configured to provide to customers about lettings and their chances of accessing social housing in their chosen area of the NYHC partnership area is minimal, it advises who properties are allocated to by band, however this does not give an insight into time on the register or reason for priority banding award, nor does it summarise the number of vacancies per year by property type and size compared the number of available properties to give customers a realistic picture of social housing availability in the York and North Yorkshire Home Choice area.

34. There is the possibility of CBL for some customer groups – removing it for statutory homeless as this is a process and not a choice and removing it for those in higher bands (need) if they are not bidding on all suitable properties in order to resolve someone's housing need as soon as possible.

35. Disadvantages: whilst there is perceived choice it is limited choice because the number of availability of properties is low , many people are unrealistic and do not use the bidding system effectively (often bidding for properties they are not eligible for), those with high housing need (emergency and gold band) continue to live in inappropriate accommodation in the hope that their 'perfect' house will come available.

36. <u>Advantages of Officer Allocation</u>
    More attention can be given to the individual needs and issues, that allocations can be made in real time (ie allocation at point of notice / not on a weekly cycle), possibly reduce void times allocation based on personal / detailed information from customers, that those in most housing need will be offered a property as soon as possible rather than waiting to bid on the 'ideal property'. To ensure transparency we would want to continue to produce regular and enhanced information which would be available for customers to view informing them of lets by area, property type and priority banding allocation. We would also like to ensure that customers can view their application on line to see if they are being skipped for offers and why so any issues they can make contact and address, such as outstanding current or former rent arrears. Officer allocations would ensure that the applicant is only offered properties that they are eligible for which would improve the turn around time and reduce void loss.

37. <u>Disadvantages</u>
    The customer would not see what is vacant (perceived less transparency), applicants would not have actual physical choice of what properties to bid on but would be offered a property based on the detailed information provided to officers at point of application

38. When we began the Service Development Review in May/June 2015 we did survey customers through survey monkey and via direct phone calls from an independent member of staff to ask for their thoughts on the current system and the way things worked.

39. One of the questions posed to customers was "Do you think NYHC/CBL is the best way to allocate homes" of the 41 responses
    • 9.8% said they strongly agreed CBL was the best way to allocate properties
    • 29.3% said they agreed that CBL was the best way to allocate properties.
    • 39% said they did not know what the best way to allocate homes was
    • 9.8% said they disagreed that CBL was the best way to allocate homes
    • 12.2% said they strongly disagreed that CBL was the best way to allocate homes
    • In summary 39% of those asked stated that they thought CBL was the best way to allocate homes, 39% didn't know and 22% disagreed that CBL was the best way to allocate homes.

40. Recent consultation with customers about the current CBL system has been fairly inconclusive when it comes to satisfaction with the current system 389 customers were contacted to ask for their opinions with only a 5.6% response;

   • Customers were asked if they preferred the current CBL system or would prefer an alternative system where properties were allocated by a team of staff, 55% of those who responded said they preferred CBL whilst 45% stated they would prefer properties to be allocated to them.

41. **Decision 4** – Should there be a physical (on-line and/or paper) waiting list application form or is there an online system to log and interest and then staff offer personal interviews asking relevant questions only. An IT system / 'waiting list' would still exist but as a back office function which customers could view. A 'view ' page would still exist so applicants could check their application details / history.

42. <u>Advantages of Waiting List Application Form</u>
   Applicants can complete all details in own home / own time by either paper or on-line. Applicants can contact staff via IT system with updates / messages.

43. <u>Disadvantages</u>
   Applications (especially on line) are often incorrect, incomplete, applicant is required to fill in entire application even when not relevant, applicant does not get realistic advice at first point of contact, unmediated access to registration raises expectations which cannot be fulfilled, due to cost / complexity of current IT system any changes to process / form is difficult / costly to implement. When looking at the application process a high level of failure demand was identified:
   • All applications are turned into a demand for housing
   • The website and applying on line encourages applications and does little to inform customers about their realistic chances of being offered a home.
   • The initial assessment period can be open ended depending on whether the form is completed fully enough
   • On line application forms can be lengthy as they aim to cover every eventuality within a policy, many applicants not needing to answer all of the questions.
   • Due to the amount of information required up front there is scope for a significant proportion of incomplete applications resulting in delays to processing.

44. **Decision 5** - Regardless of decisions 1 - 4, CYC are required by law to have an allocations policy which sets out eligibility criteria, qualification criteria and gives reasonable preference to certain categories of applicants. Furthermore, there is no intention to fundamentally review the policy as it is fit for purpose. However, there are a small number of significant alterations which need consideration, in particular those denying access to the register where there is no housing need including:

   • Introduction of 2 year local connection. Need to keep abreast of Government directives which are talking about 4 year residency?

   • removing general need applicants with no housing need from the register (bronze band) but allow elderly who would not otherwise be able to resolve their own housing need who may not traditionally be classed as in housing need (owner occupiers, income / savings above £60k) to register as older persons accommodation is occasionally let to those with no housing need, alternatively having a 'reserve list' for people with no housing need who could only bid on 'hard to let' properties or intermediate rent, affordable homes.

   • no Potentially Homeless Gold band for Family licence termination (living with family)

   • no silver band for sharing with family with no other housing need,

   • reduce number of offers to 2 (1 for accepted homeless) to reduce number of refusals and void times, removal of good tenant. Customer consultation inconclusive

   • Remove choice for accepted homeless

45. Other minor changes might include:

   • Changing the criteria for 2 bed (age of sharing same sex suggested 16 not 21 in line with Housing Benefit criteria) as highest demand ,
   • Adult children in residential care do not entitle someone to a 2 bedroom need
   • The option to utilise auto bid for all applicants in emergency or gold band if bidding inappropriately or not bidding (if remain CBL)
   • Other considerations e.g. Welfare Benefit reforms LHA. Looking at diversification of tenancies, reconfiguration of stock – need for shared accommodation (CYC Houses in multiple occupation), bedsits for under 35.
   • Implications of Housing and Planning Act 2016. To define criteria and introduce fixed term tenancies. Consultation / links with LL services

46. Any changes to policy, either within NYHC or stand alone would be subject to customer consultation, legal opinion and NYHC partnership / Board and member agreement). Other proposals for changes may be identified following consultation.

47. While there are many minor changes which would be addressed when the allocation policy is changed, the main consideration for Scrutiny relates to the service review and the proposals to:
    i.   Remove those who have no housing need – i.e. those currently in suitable accommodation (e.g. in private rented accommodation with no notice to quit and with no affordability issues, and those living in the family home with no housing need)

    ii. Remove the 'potentially homeless' gold band status for those living at home, restricting it only to someone with a legal notice (mortgage repossession, discharge from HM Forces – cessation notice, potential eviction from a tenancy). The applicant living at home would be assessed no housing need.

48. Cost of processing Bronze band applications:

Cost of processing Bronze band applicants					
New applicants per annum (2014/15)	No. placed in Bronze band (31%)	Staff time in hrs per application	Total staff time spent processing Bronze band applications per annum (excluding band appeal, ongoing Change in circs/Amends etc)	Average staff cost per hour £	Total staff cost per year for Bronze band applications £
2711	840	2	1681	13.30	**22,355**

49. <u>Advantages of Amending the Allocations Policy</u>
    Changes to current policy will meet legal and local needs and make lettings and allocation policy more focused on those in housing need. It will reduce demand for registration and thus improve efficiency within the team, contributing to the required budget savings (£50,000 in 2018/19 due to reduction in Housing Revenue Account income – 1% rent reduction), staff would have additional time as a result of efficiencies

within the overall process to give personalised advice to individuals, to develop alternative housing options (further develop starter home / affordable home register).

50. There could be an option should the waiting list be exhausted for a property, to take a property shop approach potentially utilising Home Swapper (CYC preferred Mutual exchange system) or any other general property rental web site to advertise the property and let on a first come basis, following the policy to check eligibility and qualification for social housing or activate the reserve list (see above).

51. Disadvantages
Some proposed changes would result in those with no housing need being removed from the register which would be unpopular, those living in family homes with no housing need being removed from the register, reduced choice, possible minor increase in homelessness (although current proposal at national level to change to homeless legislation to make prevention a legal duty).

52. Outside of the changes proposed to the policy above, there are a number of internal changes / improvements that do not require member decision at this point e.g.:

   • Adult children in residential care do not entitle someone to an additional bedroom need

   • Option to utilise autobid for all applicants in emergency or gold band if bidding inappropriately or not bidding (if remain CBL)

   • Other considerations are - Welfare Benefit reforms LHA. Look at diversification of tenancies, reconfiguration of stock – need for shared accommodation (CYC Houses in multiple occupation), bedsits for under 35.

   • Implications of Housing and Planning Act 2016. To define criteria and introduce fixed term tenancies. Consultation / links with LL services (which will be considered in Tenancy Strategy)

Scrutiny Review Conclusions

53. Having considered all of the information provided in support of this review the Task Group agreed the following:

   • Regardless of changes to the council's Housing Registrations Policy, the Task Group recognised that a new IT system was

required – one that was capable of talking to other CYC systems, would enable customers to view and update personal information, and provide customers with more information about lettings and their chances of accessing social housing in their chosen areas, thereby reducing failure demand. The Task Group acknowledged there would be a cost associated with replacing the IT system. However they recognised it would also help generate savings elsewhere in the process which would mitigate that cost.

- The Task Group could see the benefit of having a mixed approach system i.e. choice based lettings for some customer groups initially, with the option for officers to allocate if customers are not placing sufficient bids to resolve their housing need. However, they also recognised it had the potential to result in a duplication of officer time, an increase in costs associated with running dual IT systems, and create confusion amongst customers. They therefore agreed they had insufficient information on the associated implications to recommend a mixed approach, and agreed this option needed exploring further by housing officers as part of their ongoing review.

- Customers should be offered personal appointments to assist them in their application for housing, in order to reduce the time it takes to successfully apply and to allow staff to provide realistic advice on their chances of being offered a home. An online waiting list should also be made available to view so that customers can check it at their convenience and reduce the number of inquiries made.

- Based on the reducing social housing stock, that general need applicants with no housing need should be removed from the register with some exceptions e.g. the elderly requiring older persons accommodation, together with those who are 'potentially homeless' i.e. those living at home.

- In response to the removal of the 'bronze band' a reserve list for people with no housing need could be introduced to allow them to bid on 'hard to let' properties and affordable homes etc.

54. Overall, in regard to delivery of the register, the Task Group agreed that CYC should initially try to re-negotiate with their regional partners to revise the current Housing Registrations System and Policy to take account of the findings from the officer review. If this is not successful, CYC should withdraw from the partnership and look to form a mini

partnership with Selby and/or Ryedale. Failing that the Task Group agreed CYC should initiate its own policy.

55. Finally, the Task Group agreed that:

   • Consideration should be given to reconfiguring the council's social housing stock e.g. the introduction of multiple occupation social housing opportunities for suitable applicants;

   • The need for additional social housing across the city needs addressing through the Local Plan.

   • Planning guidance should better reflect the urgent need for more affordable family homes to alleviate the pressure on the city's 2/3-bed social housing stock.

Council Plan

56. The Housing Registration Scrutiny Review supports the council's priorities to listen to residents and deliver frontline services.

Review Recommendations

57. The Task Group recommends that the following be introduced / implemented:

   i) A new IT system

   ii) Personal interviews for new applicants

   iii) An online waiting list for applicants to view

   iv) That both the bronze band and the 'potentially homeless' gold band status be removed from the allocations policy, with some minor exceptions

58. The Task Group also recommends that:

   v) Housing officers give further consideration to the implications of introducing a mixed approach to allocations i.e. some choice based lettings for some customer groups initially, with the option for officers to allocate if customers are not placing sufficient bids to resolve their housing need.

59. Although not directly linked to the review of the allocations system, the Task Group also recommends:

   vi) That the council endeavours to add to its housing stock in the future through the introduction of multiple occupation properties.

   vii) That the council proactively increase the availability of social housing through the Local Plan

   viii) That revisions may be required to planning guidance in order to encourage the building of more affordable family homes and help address the pressure on the city's 2/3-bed social housing stock

60. Finally, in regard to the current the sub regional partnership, Task Group recommends that:

   viii) CYC re-negotiates the current arrangements in order to address the findings from CYC's officer review. Should this prove unsuccessful the Task Group recommends that CYC withdraw from that partnership and attempt to negotiate a new mini partnership with a reduced number of other specific local authorities in order to focus on the needs of York residents and those in the closest locality.

   Reason: To inform the ongoing Allocations Service Development Officer Review and conclude the scrutiny review in line with scrutiny procedures and protocols, thereby enabling this draft final report to be presented to the Community & Environment Policy & Scrutiny Committee at its next meeting on 18 July 2016.

Implications & Risk Management

61. All implications and risks associated with any recommended changes to the council's current allocations policy will be assessed as part of the ongoing Allocations Service Development Officer Review. The findings from this scrutiny review will help to inform that assessment.

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Report Approved ☑ **Date** 27 June 2016

Specialist Implications Officer(s) N/A

Wards Affected: All ☑

For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A – Overview of Demands Being Placed on Council Housing & Current CYC Housing Policy
Annex B – Locality Report on Diseconomies
Annex C – Allocations Service Development Officer Review Phase I final Report
Annex D – Officer Proposals for Phase II of Allocations Services Development Officer Review
Annex E – Table of Options

Abbreviations:

NYHC - North Yorkshire Homes Choice
CYC – City of York Council
CBL – Choice Based Lettings
LHA – Local Housing Authority

Overview of the Current Demands being placed on Housing & the Current Policy

1. CYC is a stock holding authority with circa 7500 properties (Breakdown)

Bedrooms	Property type				Total by bed	% by bed
	Flats	Bungalows	Houses	Maisonettes		
0	103				103	1%
1	2507	322	33	1	2863	37%
2	639	146	1333	226	2344	30%
3	27	6	2242	27	2302	29%
4			194		194	2.5%
5			16		16	<.5%
6			1		1	<.5%

2. Of the above properties, 238 are sheltered properties and 207 are sheltered with extra care properties. Flats and maisonettes are on various floor levels from Ground to 3rd floor.

3. In addition, Housing Associations (also called Registered Housing Providers) own circa 4000 other properties across the city(a breakdown of those properties can be provided).

4. The total number of TRUE voids in a year (vacancies not including transfers) is around 500 across this city. This is a reduction of about 150 over last few years.

5. A policy change in 2013 restricted certain applicants who had no housing need (predominantly home owners and those with income / savings over £60,000 and those with no local connection to York) causing a reduction in applications. As of 31/3/16 there were 1612 applicants on the register.

	Emergency	Gold	Silver	Bronze	TOTAL
York	**3**	**213**	**878**	**518**	**1612**
Total across sub region	10	627	2792	3409	6838

Numbers on NYHC in York	31/3/13	31/3/14	31/3/15	2015/16
	4695	2311	1546	**1612**

6. When you look at the register by bedroom need it shows that there is much greater demand than stock available:

Assessed Bed Need	BAND				Total bed need	%
	Emergency	Gold	Silver	Bronze		
1	5	112	521	259	**897**	**53.5%**
2	0	86	300	219	**605**	**36%**
3	0	18	75	52	**145**	**9%**
4	0	7	14	1	**22**	**1%**
5	0	0	2	0	**2**	**0.5%**
Total per band	5	223	912	531	1671	

NYHC Policy - Criteria for Registration

7. Eligible to register
Anyone aged 16 or over, may apply to join the register, subject to the following restrictions:

➢ Applicants aged 16 and 17 years are only eligible to join the register if they meet the following conditions

   o they are looked after children under section 20 Children's Act 1989 or are care leavers with a relevant support package and Trustee and are ready for independent living as agreed with Social Services and confirmed by Local Authority (LA) Housing department
   OR
   o They must have an appropriate support package in the area they wish to live to enable them to sustain their residency
   o And they must have an identified trustee who can hold any tenancy on their behalf until the age of 18. Trustees can be a person or an organisation, and will not have a financial liability

➢ Applicants subject to some aspects of immigration control, who do not have recourse to public funds or who cannot prove they have recourse to public funds, or not habitually resident may be ineligible and may not join the register3.

➢ Applicants subject to high risk Multi Agency Public Protection Arrangements (MAPPA) may only be able to apply to join the register

with the approval of a senior manager of the relevant local authority (see also 4.13)

8. An applicant must then be assessed as to if they qualify and the following criteria result in **Disqualification:**

    ➢ With anti social behaviour issues that has caused or is likely to cause serious nuisance to neighbours.
    ➢ Rent arrears.
    ➢ With no local connection to the partnership area, exceptions being HM Forces, those under the National Witness protection scheme via a senior manager and accepted homeless under part 7 of the Housing Act 1996
    ➢ Who own their own home or reside with a household member who is a home owner and are not in housing need.
    ➢ Who have a combined household income and/or savings of £60,000 per annum.
    ➢ Who have deliberately worsened their housing circumstances with the intent of increasing priority
    ➢ Provided false information and/or deliberately withhold information
    ➢ Refusal of a suitable property. This includes a direct offer or those persons who have refused 3 suitable offers following bidding
    ➢ MAPPA without the approval of a senior manager

9. For those that qualify, the LA is required to ensure that those in greatest housing need are given preference for an allocation as follows:

    Reasonable Preference
    LA must give reasonable preference to certain groups of people:

    ➢ People who are homeless within the meaning of Part 7 of the 1996 Act
    ➢ People occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions.
    ➢ People who need to move on medical or welfare grounds, including grounds relating to a disability
    ➢ People who need to move to a particular locality in the district of the housing authority, where failure to meet that need would cause hardship (to themselves or to others).
    ➢ People who are owed a duty by any housing authority under section 190(2) 193(2) or 195(2) of the 1996 Act (or under section 65(2) or 68(2) of the Housing Act 1985) or who are occupying accommodation secured by any housing authority under.192(3)

Additional Preference
  ➢ Armed Forces (as defined in Appendix 16) who have urgent housing needs. Additional preference is deemed to be that the priority band date will be backdated by 6 months.
  ➢ Applications from foster carers, those approved to adopt, or those persons being assessed for approval to foster or adopt, who need to move to a larger home in order to accommodate a looked after child or a child who was previously looked after by a local authority.

Banding – the assessment of need based on their current housing situation

12. Emergency Band:
  ➢ Applicants unable to return to their home from hospital because their current home is permanently unsuitable
  ➢ Applicants unable to access key facilities in their home without **major** adaptation works

13. Gold band:
  ➢ Care leavers at point of leaving care home or supported housing.8 with an agreed support package relevant to offer, and are ready for independent living.
  ➢ Applicants who need to move on from an approved accommodation based supported housing programme and the agency supporting them has provided evidence that their programme of support is complete and that they are able to live independently, either with or without support. (Resettlement) category
  ➢ Applicants presently under-occupying a home owned by a local authority or housing association that is situated within the partnership area. They are moving to a property with at least two fewer bedrooms.
  ➢ Applicants who are a statutory homeless household under part 7 of the 1996 Housing Act who is owed the _full duty'. (Applicants can be subject to a direct offer or auto bid if they have not secured an offer of accommodation. Applicants will only be able to bid for a property in the Local Authority area which has accepted the duty to house.
  ➢ Applicants who are overcrowded and require two more bedrooms to relieve the overcrowding.
  ➢ Applicants who are at risk of homelessness and in priority need
  ➢ Applicants with a serious and enduring illness whose health and/or well being is significantly compromised by their home or its environment, as assessed by the relevant trained Housing Officer.

(Bids made on this basis must secure a direct health gain as a result of a move).

➢ Applicants who need to move to a specific locality so that proven hardship can be prevented. Applicants can only bid to a local authority area with close proximity/accessible to a family member or employment.

32. Silver band:

➢ Applicants who have a health or well being issue, which will be removed or improved by a move as assessed by the relevant, trained Housing Officer. (Bids made on this basis of priority must secure a health gain).

➢ Applicants who are homeless under part 7 of the 1996 Housing Act or are at risk of homelessness and meet potentially homeless criteria, but are not in priority need.

➢ Applicants who are overcrowded and require one more bedroom to relieve the overcrowding.

➢ Applicants whose home permanently lacks basic amenities, not due to the failure of the applicant.

➢ Applicants who share bathroom and/or kitchen facilities with separate households of people who will not be moving with them.

➢ Applicants who are presently under-occupying a home owned by a local authority or housing association that is situated within the partnership area and who will move to a property with one less bedroom.

➢ Applicants who are intentionally homeless under Part 7 1996 Housing Act.

➢ Applicants placed in temporary accommodation under Housing Act 1996 and pending a decision.

➢ Applications from foster carers, those approved to adopt, or those persons being assessed for approval to foster or adopt, who need to move to a larger home in order to accommodate a looked after child or a child who was previously looked after by a local authority

33. Bronze band:

➢ All other applicants

34. As of 31/3/16 there were 1612 households registered on the waiting list in York

Banding	Emergency	Gold	Silver	Bronze	Total
York	**3**	**213**	**878**	**518**	**1612**

35. Offers – if several people bid on the same property then it is allocated in following order: Need (band) – Assessed bedroom need(size) – Debt – Time.

36. Overlooking a bid – someone may be 'skipped' if they are not eligible for the property (e.g. it is older persons accommodation and they do not meet the age criteria) it is an adapted property but they do not need it, they have former arrears and have not made the necessary payments, to move in would cause statutory overcrowding, essential need to live close to someone but the property does not fulfil the criteria where someone no longer qualifies or is eligible

37. In general applicants will bid for properties but in exceptional circumstances a property will not be advertised but will be offered directly to an applicant. Such circumstances include:

   ➢ Statutory homelessness cases (full duty) in accordance with this policy
   ➢ MAPPA cases where deemed necessary by a senior manager to manage risk to the public and/or enable a move on from a high support unit if not appropriate for resettlement.
   ➢ The offender initiative.
   ➢ Management transfers.
   ➢ Causes of flood or fire to the partner landlord's own properties, resulting in the tenant needing to be re-housed.
   ➢ Where, under the partner landlord's policy, a person can succeed to the tenancy but the property is inappropriate.
   ➢ Applicants whose home is subject to demolition or refurbishment by one of the partner landlords.
   ➢ Applicants who have fully completed a programme of re-settlement, with a re-settlement project named, approved and identified by one of the partner landlords. Such applicants will be persons who would have been unlikely to sustain a tenancy unless they had been through a re-settlement process.
   ➢ Applicants owed a duty by the local authority under the Rent (Agricultural) Act 1976.
   ➢ Applicants under the National Witness Protection Scheme or those at imminent risk.
   ➢ Any other management case where the issue is of a specialist nature including assisting Social Services and housing management and/or emergency.

locality

Saving money by doing the right thing

Why 'local by default' must replace 'diseconomies of scale'

VANGUARD

Locality, in partnership with Professor John Seddon of Vanguard Consulting carried out this groundbreaking research challenging the assumption that 'economies of scale' should be sought in the running of public services.

locality

Locality is the leading nationwide network of community enterprises, development trusts, settlements and social action centres.
locality.org.uk

VANGUARD

Led by Professor John Seddon, Vanguard Consulting helps service organisations change from a 'command-and-control' design to a 'systems' design.
vanguard-method.com

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Foreword

At a time of austerity cuts, mounting demand and rising expectations, the challenges to public services have never been greater. How we respond to these challenges will affect the lives of millions of people, and play a significant role in resolving the country's financial problems.

In recent years the prevailing view, in the Treasury and elsewhere, has been that public service efficiency can be driven by a combination of scale and standardisation.

That this strategy has experienced setbacks is not in dispute. Names such as Serco and A4E spring quickly to mind. But the government response has been to try to make the strategy work better, by enhancing the skills of government procurement teams, or improving supply chain management by prime contractors.

Meanwhile the underlying assumption, that the difficulties facing public services will be met through scale and standardisation, is not being challenged.

This report presents a counter view. We argue that scale and standardisation are the problem, not the solution.

As the report sets out, far too many public service systems 'assess rather than understand; transact rather than build relationships; refer on rather than take responsibility; prescribe packages of activity rather than take the time to understand what improves a life'.

The result is that the problems people face are not resolved, that public services generate ever more 'failure demand', that resources are diverted to unproductive ends, and that costs are driven ever upwards.

We all know there are countless examples of dedicated and skilled public servants (regardless of whether they are employed in the state, voluntary or private sectors). But the best public servants find themselves working against the grain, going against the system in order to do the right thing.

It is not public service which is at fault here. It is a system dominated by scale and standardisation. That is what needs to change.

In this report we have drawn on the private and public sector expertise and insight of Professor John Seddon and his team at Vanguard, as well as the on-the-ground experience of Locality's members and partners in communities across the country.

Our report sets out an alternative strategy. We propose that public services should be 'local by default', that they should help people help themselves, that they should focus on underlying purpose rather than outcome, that they should manage value not cost.

This, we believe, provides the best way to reduce demand, not amplify it, and to prevent problems arising in the first place, rather than accumulating costs which could and should be avoided.

Steve Wyler
Chief Executive
Locality

Executive summary

This report shows that the UK public sector is wasting millions of pounds on services that do not meet people's needs. When people's problems go unresolved, their needs remain the same or get worse, creating unnecessary demand and spiralling costs. The human cost is incalculable but can be felt by reading the true stories of Child A, Melvyn, Ruth and Jake in Part Ic.

The financial cost to the public sector can be measured empirically as the groundbreaking studies in this report show. By tracking multiple demands from individuals over time and across public services, it is possible to quantify the actual costs of a service from start to finish for each individual. Analysing hundreds of thousands of demands from many individuals makes it possible to confidently draw conclusions on where and how to reduce costs. If the experience in the few areas we have studied is typical, initial calculations suggest that potential cost savings for local authorities alone from a move to locality working could run to as much as £16 billion annually across England, with even further savings in other parts of the public sector.

This differs from previous studies of public sector resources because it starts from the service user and then counts every demand they make across organisational boundaries. The counting only stops when the original need has been met, crucially, as perceived by the individual, not by the organisation. It is also the first study of its kind to discriminate between artificial demand for public services, generated only as a result of an organisation not taking the right action, and the real demand experienced by the person who needs help. This artificial demand is called 'failure demand' ('demand caused by a failure to do something or do something right for the customer', John Seddon, 2003).

This report shows why public sector organisations fail to meet people's needs and why demand is rising. The two main causes, discovered empirically in the studies, are the belief in 'economies of scale' and the belief in the standardisation of services. Together, these beliefs prevent organisations from understanding and meeting people's needs.

Perhaps the most surprising finding, described in Part I, is that real demand for most public services is not rising. It is the artificial demand, created and amplified by organisations themselves which is rising. This finding marks a seminal moment in our understanding of demand for public sector services because it shows us exactly what to do. No further cuts or attempts to 'manage' demand by putting it online are required. We know how to reduce millions of pounds worth of unnecessary demand on public services; simply design services which are able to do the right thing for people in the first place. More effective services are more efficient, as people have their needs met more quickly rather than having to place numerous demands on the old unresponsive systems.

The effects of scale principles on the most disadvantaged and vulnerable people helped by local third sector organisations are described in Part Ib. The belief that 'economies of scale' are achieved by commissioning large public sector contracts has a number of damaging consequences with no increase in efficiency. One consequence is an increase in costly administrative burdens of tendering, compliance and monitoring, particularly troubling for third sector organisations, who strive to maximise resource allocation to the frontline and away from management and administration. More worrying is the impact on vulnerable people; they are provided with what has been commissioned rather than what they need. Other unintended consequences of large scale contracts include:

- the creation of silos and disjointed services across all sectors
- a decrease in competition and diversity of supply
- a decrease in innovation and cooperation
- an increase in uncertainty
- a culture of fear
- the erosion of independence

Taken together, this evidence represents a staggering opportunity for the UK to reconfigure public sector resources, saving the economy many millions, if not billions of pounds. The Vanguard Method achieves this empirically, starting with one person at a time, understanding their needs in context and building up a true picture of demand locally. As illustrated in Part III, this enables all public sector organisations in a geography to work together to design a bespoke, multi-disciplinary, evidence-based system that meets local demand. This approach, unlike many other attempts to join up services, does not require additional funding or encouragement from Whitehall. It does however, depend on the willingness of public sector managers to abandon unhelpful beliefs about 'economies of scale' and standardisation.

The principles and practice of this counter strategy are outlined in Part II, together with two case studies, one from the UK and one from the Netherlands. The example from the UK highlights the importance of understanding people and families in their own contexts and in their own language, away from standardised forms, scripted telephone conversations and official interview rooms. This approach shows the profound impact of helping people previously labelled 'troubled' and 'lost' to find ways of solving problems themselves. Not only does this approach improve lives and communities, it dramatically reduces future demands placed on the system.

The example from the Netherlands shows that understanding demand in human terms and providing the means for self-help are universal principles for effective and low cost services.

Part III describes the implications for policy and regulation. The report does not advocate further privatisation, nor conclude that private is good and public is bad. The conclusion is simple; if the public sector is to provide services that meet people's needs at reduced cost, scale principles must be abandoned.

The new principles for services that meet people's needs:

- are 'local by default'
- help people to help themselves
- ensure a focus on purpose, not outcomes
- manage value not cost

The report ends with a call to action. We know how to improve the lives of individuals and communities and the good news is that it doesn't take any more resources to do it. But it does take courageous public sector leaders who are willing to follow evidence and abandon old beliefs. Only they can do it.

Introduction

Public services work poorly. Every day the press carries stories of failure, waste and basic human needs unmet. Health, social care and children's services are buckling, while local authorities cut discretionary spending on libraries, parks and other local amenities to the bone.

At the same time the third sector, often referenced as part of the solution, is under ever increasing pressure as demand increases and funding declines, and may become part of the same crisis, its distinctiveness in danger of being progressively erased as it is co-opted into unreformed service delivery models by the public-sector regulatory and policy regime.

The third sector

The third sector – an umbrella term for social enterprises, voluntary organisations, cooperatives, charities, NGOs, civil society and community organisations – is important for public service delivery for a number of reasons. Distinct from both public and private sectors, its focus has historically been on the most disadvantaged and vulnerable, and third-sector organisations (TSOs) traditionally place high emphasis on social value. Less constrained by dogma and more inclined and able to work with their service users in the round, in these areas TSOs have shown considerable capacity for innovation. Although the sector is currently going through a tough time financially, overall its role in public service delivery is growing. This is a stated policy aim of government, but it is also happening naturally as TSOs are increasingly called on to deal with the knock-on effects of economic decline, cuts and the failure of public services to help those in need. Whether delivered by public or third-sector agencies, all services are now linked in a meta-narrative of despair: a public-sector doom-loop[1] in which rising demand meets finite or shrinking resources, leading to cuts and rationing into eternity.

But it is a crisis of our own making[2]. The news is full of stories of large-scale services of poor quality, which fail to meet demand and waste money. In some parts of central and local government there seems to be an unswerving belief that up-scaling contracts, vastly reducing the number of providers and defining a limited set of outcomes, will automatically lead to a reduction in the cost of services without a corresponding reduction in the quality of service. The commissioning and delivery of the Work Programme has clearly demonstrated the unintended consequences of designing a welfare to work programme shaped by a belief that the only way to save money and deliver services is by 'bulk buying' support, at scale and at rock bottom prices, with price being the main determinant in deciding who to award contracts to, instead of looking at what was actually needed and what works.

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[1]. See this much quoted 'graph of doom': http://www.gmcvo.org.uk/graph-doom-and-changing-role-local-government
[2]. For an account of how public services have come to be in this state, see Seddon J 2008 'Systems Thinking in the Public Sector: the failure of the reform regime and a manifesto for a better way' Triarchy: Axminster

Unfortunately, the prevailing prescription for such failings is simply to increase the dosage (more with less, privatisation, 'better commissioning') and, as such, it offers a bleak outlook – as a wise person once remarked, doing the same thing over and over again with the expectation of a different result is a definition of insanity. Yet counterintuitively, the fact that current methods (mass-produced, silo-based, transactionalised services based on assumptions of 'economies of scale') are self-evidently wrong is a cause for optimism, not despair. As with any cul-de-sac, the way out leads in the opposite direction – in this case, creating services that treat people as whole individuals not parts, humans not transactions, and give them what they need to solve their problem, not the standardised package the system has specified in advance. As this report will show, far from being a luxury we can't afford, this is the only way we can afford it. As the examples demonstrate, when services are delivered this way, the vice of the doom-loop is broken. As problems are solved, demand stabilises, morale among both service users and providers rises, and costs drop out of the system.

Vanguard and Locality have been working together to examine this problem. Vanguard brings its experience of working with organisations in all sectors to transform service delivery, reducing total costs by solving people's problems. Locality and its 480 members work in some of the most deprived areas of the country, delivering a wide range of innovative and effective local community owned services. Together, we reject the misleading and flawed mantra that big services and scale are cheaper and more effective. Instead, we propose four principles that should guide future procurement decision making. Not coincidentally, these principles are the exact opposite of the scale dogma underpinning today's provision. Doing the right thing consists of providing services that:

- Are 'local by default'. Traditional scale economies are irrelevant and dangerous in services. Contrary to the present wisdom, what matters is not size but knowledge of context, and that can only be obtained on the ground.

- Help people to help themselves. Current services focus on needs rather than strength, as a result fostering dependency and increased demand. Human-shaped services build on strengths and promote responsibility instead.

- Are focused on purpose, not outcomes. Better outcomes are a consequence of effective intervention and thus cannot be managed directly. Management by purpose enables learning and improvement, as opposed to outcome-based management that drives dysfunctional behaviour, fosters cheating and hides failure.

- Manage value, not cost. Managing cost is at the heart of 'economies of scale', driving specialisation, functionalisation and an obsession with unit cost. Cost and outcomes-based management and payment by results are the main causes of the present system's dysfunctionality. It is methods and management focused on value and purpose that produces outcomes, not the other way round.

The net result of following these principles is to reduce demand instead of amplifying it. This is the key measure of achievement and the critical intervention point. Methods described here do not manage demand by rationing or passing it on to someone else. They reduce it – permanently – by solving the problem that caused it, preferably at first pass.

Designing services to meet people's needs and solve their problems rather than deliver standardised, mass-produced solutions reverses today's dynamic, breaking the tyranny of centralised scale thinking which has dominated public service delivery and holds it in the current impasse. Instead, following the principles that create economies of flow will ensure the continued social and economic legitimacy of local and third-sector organisations, currently in danger of being diluted under the prevailing assumption that 'bigger is better'. It is the missing link between 'local' and 'efficient' which explains how multiple small-scale interventions can be cheaper and better value for money than scale provision.

Economies of flow

'Economies of flow', in contrast to 'economies of scale', are what we create when we take a different approach to designing a service by following these principles:

- Any waste in a system represents, by definition, a failure to provide value for customers
- We should design to provide value, and that alone
- A focus on managing value will drive costs out of a system
- Control needs to be located where the work is done (controlled by the workers)

These principles enable the system to absorb the variety which it is presented with. See Seddon J 2003 'Freedom from Command and Control: A Better Way To Make The Work Work'. Vanguard Education Ltd., Buckingham.

Evidence base & methodology

This report features empirical evidence from two sources:

1. The most comprehensive study ever carried out on the demand placed on public services in the UK

The findings in this report are based on the cumulative results of hundreds of in-depth studies into hundreds of thousands of demands placed on the public and third sectors in the UK over the past three years.

Clients of Vanguard carried out the studies of demand across the following services, using the Vanguard Method:

- Local authority health and social care systems
- NHS hospitals, including demand into A&E
- GP surgeries and Clinical Commissioning Groups (CCGs)
- Third sector organisations
- Police services
- Fire and rescue services
- Care homes
- Housing services

The Vanguard Method

These studies followed a method developed by Vanguard – the Vanguard Method. It is an approach to improvement originally developed for private-sector service organisations and has the distinguishing feature that change starts by studying, obtaining knowledge of the 'what and why' of performance as a system (as contrasted with starting change with a 'plan'). In outline, the Vanguard Method provides the means to study services end-to-end, understanding service-user demands, following the demands through the services in order to understand how and how well the services work and identifying the system conditions that help or hinder achievement of purpose from the service users' point of view.

In every study, individual demands from service users were tracked through the system over time to understand how well the system understood and met their needs. For example, in one study, a total of 60,000 demands into a local authority adult social care service were tracked over the period of a year. In another study, hundreds of thousands of demands into a hospital were analysed over a two-year period.

The primary demand data was collected from case notes, database records, files, phone calls and other interactions with service users across all the organisations involved in each individual's case, for example, from local authority departments, the police, fire and rescue and other frontline delivery organisations in the public or third sectors.

All studies identified the barriers (or 'system conditions') that prevented the system from meeting the needs of the service user. The belief in 'economies of scale' was a predictable system condition in every study.

These studies have included the cases of many individuals, four of which (Child A, Ruth, Melvyn and Jake) have been chosen to illustrate particular aspects of the dysfunction caused by scale designs.

2. Research into 235 third sector organisations

Locality carried out a survey of 96 TSO leaders in the summer of 2013. Each organisation was invited to describe the extent and effects of scale ideas on their organisation. The survey was constructed and introduced in such a way as to ensure that responses could not be biased by an appreciation of the research interests or by the wording of particular questions. The results of this survey are detailed on page 24.

A further 139 organisational completions of Locality's 'Contract Readiness Checker' (see www.contractread-inesschecker.org.uk) were reviewed to understand relational issues of organisation and contract size.

Finally, the experiences of 9 local third sector organisations were followed up through in-depth case reviews. These case reviews were instrumental in forming some of the conclusions in this paper, and a selection of their stories are used throughout to illustrate certain key points.

Part I

The problem: 'diseconomies of scale'
a) How well do public services work for people who need help?

Studying the way services work for people in need reveals a disturbing story. In short, not only do they not help most people in need, they often actually make their lives worse. This is not because the people delivering these services, whether employed by public, private or third sectors, are not capable, but because of service design: a design based on industrial or 'scale' principles, at the heart of which is a focus on the management of cost.

What are the common features of these types of public services as they are presently delivered? What do they exist to do and how well do they meet that need? The answer to this question can only be found by studying what happens at the point where the 'demand' hits the system, and that is where we start.

Demand comes in many forms and walks in through multiple front doors

Analysing demand for these types of services, two things become immediately clear. The first is that the term 'service users' really means 'people who need help because their life has come off the rails in some way'. They include those who cannot attend to their own basic needs, whether because of mental health, drug or alcohol problems, and/or are experiencing relationship breakdown. The second is that people in need face a bewildering choice of venues to take their problems.

> *In one small town, an area of a few square miles, analysis revealed that demand could come in through any one of 130 'front doors'.*

This reflects the fact that public services are highly functionalised and specialised. Front doors are maintained by local authorities, social landlords, police, government agencies, GP surgeries, hospital A&E departments, and third-sector services which are called on to fill in gaps in the service ecology. Some 'doors' are physical 'go to' places, others telephone service centres.

The needy can also present indirectly through the back door – by committing crime, self-harming or attempting suicide. Sometimes such cries for help are doubly indirect, as in those who commit a crime in order to go to prison to get help to kick a drug habit, for example.

The variety of demand

Listening to people's stories reveals a wide variety of demands: *'My relative is having trouble with basic care', 'I can't cope with my children', 'Please just take her into care' (mother of a 14-year-old), 'My son needs a statement' (of special educational needs), 'I want someone to care for me' (10-year-old), 'My wife has died and I'm lonely', 'I've been ill and need help to get back on my feet', 'I'm depressed because I've lost my job', 'I'm having trouble with my landlord'.*

Whatever the name on the front or back door, the most frequent demands on public services are related to ageing, drug or alcohol dependency, mental health problems and domestic violence.

Service 'consumption' (not necessarily the same as having a problem solved) displays a similar common pattern. In health and social care, 80 per cent of high consumers present for age-related reasons and 20 per cent with chaotic lifestyles associated with substance abuse. A very small proportion (<1 per cent) of high consumers are traffic accident or other high trauma cases requiring expensive ongoing care. High consumers represent about 1 per cent of the population but account for half of global consumption and 10-15 per cent of the total demand.

Common patterns underlie demand into other agencies. Thus in a housing organisation's 'rent arrears' function, 'rent arrears' was a catch-all for seven distinct personal issues:

- *I need help to manage my finances*
- *I need help to resolve my benefits issues*
- *I need help to get back to work*
- *I need help to move to a more suitable (affordable) property*
- *My relationship has broken down, I need help to cope on my own*
- *I need help to deal with my alcohol/drug problem*
- *I need to find affordable childcare*

Another housing organisation discovered that, of its demand into the 'allocations and lettings' function:

- *50 per cent of those presenting would never qualify for social housing*
- *35 per cent had problems that would not be solved by allocating housing*
- *Only 15 per cent were what might be thought of as in genuine need of social housing*

All of these studies of demand show that demands are person-shaped, not service shaped. They illustrate the importance of looking beyond the presenting demand to understand the context and underlying causes, i.e. to understand it in human terms.

At present there is no attempt to do this, since each service views citizens' needs through its own specialist lens. While, for example, people entering a benefits service front door will have a range of underlying problems around finance and debt, employment, housing and relationships, the service – encouraged to do so by policy and regulation – reduces the presenting demand to 'I want to claim benefits' and responds with 'If you can prove you are eligible I will process you as a claimant'. In the same way, many demands into health services are treated as medical, even though underlying problems are social in their nature. A specialised and transactional view of a citizen prevents service provision from being based on the contextual information that makes each demand unique.

This disconnect between service provision and need leads to two forms of sub-optimisation:

1. People's real, contextual, problems are ignored – people don't get what they need

2. Much of the work that is done is, ultimately, of no value, draining capacity from the system

The failure of service provision to match the variety of demand is an important theme to which we will return.

From demand to flow: studying citizens' demands through the system

Having identified the nature of demand, the next step is to study the 'flow' of work – what predictably happens to demand as it goes through the system. At a high level the flow can be described as 'assess–do–refer', in which 'assess' is any type of assessment to determine people's needs and/or eligibility for a service; 'do' is 'doing something', including dealing with the presenting demand, providing whatever the agency exists to provide, regardless of fit, or actually providing what is needed and solving the real problem; and 'refer' is referring the problem on to another agency.

Following the flow, it becomes apparent that people in need are frequently subjected to repeated 'assess–do–refer' cycles both within and across the various services (health, social care, benefits, housing, police, etc) that deal with them. It is also clear that most of these 'points of transaction' are in practice referral rather than action points – 'assess–refer' rather than 'assess–do'. An applicant rarely obtains a service at the first transaction point, instead being referred on to 'bounce around' from one agency to another until a decision is made.

> *One community health trust discovered that less than 1 per cent of demand was resolved at the first point of contact.*

At most points of transaction staff record the contact, give advice or information or point the person to another front door.

> *An 80-year-old contacted his local authority asking for desperately needed respite care. He was sent a leaflet and told to get in touch with Age Concern.*

A large proportion of demand comes in through service (call) centres where agents work to standardised scripts and processes focusing on whether the presenting demand fits with the services their organisation provides ('is this for us?'). If not the demand is screened out or referred on.

Screening out: criteria and thresholds

Each service is concerned with whether users meet its criteria for provision. Because managers believe demand for care services is rising, they focus on 'managing demand' – a euphemism for rationing or 'keeping people out'. 'Not for us' is one reason, the other is 'too low a level of need'.

> *In an adult social care service, 78 per cent of people initially referred for assessment were screened out. In a children's social care service, 82 per cent of the cases referred for initial assessment were closed at this point.*

Assessment is seen as the key mechanism for rationing access to services, prioritising those most in need. In practice, its effect is to amplify demand rather than control it.

Repeated screening

If the demand is not screened out at first contact, it is forwarded on for assessment – in practice a second, more detailed 'screening' process, the focus once again being 'is this for us?' and if it is, 'does it meet our criteria?'

High volumes of re-presenting demand illustrate that demand does not go away because it is screened out of a system. When a person's problem isn't resolved (which is most of the time), he/she just re-enters the system through another of the bewildering array of doors a referrer can choose from. Decisions about where to refer applicants are dictated by what services exist rather than what individuals need. If a service has been commissioned that vaguely relates to presenting needs, people will be referred there. Each time a new service is commissioned it creates yet another referral door to add to the list.

The thinking behind referral is: 'this isn't for us, so it is up to someone else to help them'. What actually happens at the next transaction point is that the assessment (screening) process starts all over again.

It is striking that when people re-present to health and social care services they are treated and reassessed from scratch:

> *When leaders in a health system studied demand they were surprised to learn that 86 per cent of the demand hitting their system was from people already known to it.*
>
> *Studying calls in an adult services contact team revealed that not a single demand was new: everyone contacting the system had been in contact before.*

Because of this 'as-new', episodic view of demand, service users undergo an average of five 'assess–do–refer' cycles. Variation around this figure is enormous, with some people returning and being treated as 'new' demands a dozen times or more.

Demand is stable

The failure to provide services at the points of transaction has the effect of amplifying the volume of demand presenting to the system. Hence the refrain of constantly rising demand. Yet studies find that underlying demand into health and social care is both predictable and stable. What is rising is 'failure demand' ('demand caused by a failure to do something or do something right for the customer', John Seddon, 2003).

Re-presenting with the same problem is one type of failure demand. Other types include progress chasing ('the service hasn't been delivered', 'what is happening to my case?'), and re-work because of bureaucratic complication ('I don't understand how to fill in the form'). These create high volumes of administrative work, consuming capacity.

The extent of failure demand is enormous. Vanguard analysis suggests that it accounts for 80 per cent of demand into health and social care services, for example. It occurs not only within but across multiple services as people try to get their problems sorted.

> *Studying 21 people with health needs revealed that they created 79 demands on the acute healthcare system, 75 demands into GPs, 55 demands on district nurses and 30 demands on adult social care.*
>
> *Another study analysed the records of eight people going back between one and nine years. Collectively, these eight individuals exited and re-entered the system 124 times and were subjected to 236 'assess–do–refer' cycles.*

> *In all, nearly 500 people were involved in the service-provider organisations, producing around 800 documents.*
> *The end result: in each of the eight cases, the presenting condition was either unchanged or had worsened and dependency*
> *had either remained stable or increased.*

Failure demand does not just occur in primary services. It also creates pressures downstream in TSOs such as advice services:

Advice agencies: dealing with failure demand from other public services

Studying the work of member advice organisations in cities around the UK, Advice UK (2008[3] , 2009[4]) and Advice NI (2011[5]) found that 40-60 per cent of demand for advice comes from citizens trying to rectify mistakes or work around the failure of state or social housing agencies to provide effective service. The agencies generating most problems were the Department for Work and Pensions (DWP), Her Majesty's Revenue and Customs (HMRC), local authority benefits services and social housing providers. In one organisation advising social housing tenants, 95 per cent of failure demand was caused by DWP. Advice costs generated by these failures are conservatively estimated at £500m a year, while the costs to DWP and HMRC of re-work and legal appeals will be much higher: one study found that 90 per cent of cases are eventually won by the appellant. The report's authors suggest that the increasing trend to fund advice organisations solely for advice transactions obstructs opportunities for learning as well as discouraging broader cooperative work to tackle waste and improve services.

The effect of the rationing system is to make those in need keep presenting (creating demand that is not going to be satisfied) until their problem becomes serious enough that they meet the assessment criteria and can be 'screened in'. This can take many cycles and sometimes years.

> *In one case, a family that first sought help from its local authority in 1995 was finally screened into the system more than*
> *13 years later.*

Some people only present because they have reached a crisis point.

The invisible problem of failure demand
Failure demand is the result of the failure of provision to match the variety of demand, itself the product of scale thinking. It is a 'diseconomy of scale', a consequence of the way work is designed and measured. The principal causes of failure demand are:

Managing cost
The starting point for most service managers is cost. Cost is assumed to be a function of scale. Scale is delivered by specialisation and standardisation, which has enabled the massive growth of outsourcing.

3. Advice UK (2008) 'It's the System, Stupid! Radically Rethinking Advice' AdviceUK: London see http://www.baringfoundation.org.uk/ITSS.pdf accessed 7/8/13
4. Advice UK (2009) 'Interim Report: Radically Rethinking Advice Services in Nottingham' AdviceUK: London see http://vanguard-method.com/images/R/DX/455-NottinghamSystems ThinkingPilotInterimReport.pdf accessed 7/8/13
5. Advice NI (2011) 'The Big Idea: Putting People First' AdviceNI: Belfast, see http://www.adviceni.net/publications/PDF/Systems per cent20Thinking per cent20Report per cent20the per cent20big per cent20idea per cent20March per cent202011.pdf accessed 7/8/13

But as we have seen, specialisation and standardisation lead to services that match the convenience of the commissioner, or sometimes the provider, not the variety of the need. For some users the service is overspecified, for others underspecified and for still others irrelevant. When people don't get help that matches their need, they re-present or present to different services or TSOs until they do. Budget management, screening and other attempts to manage cost by rationing have a similar effect. For example, raising the threshold of need to qualify for care assistance means that many people who could have stayed in their own homes with small domestic adjustments (most commonly walk-in bathing facilities) end up in expensive care homes where they don't want to be. Managing cost generates failure demand which drives cost up.

Activity-based performance measures and targets

In specialised, functionalised organisations, ultimate purpose is invisible so performance is driven by intermediate targets ('pick up the phone within three rings', 'reply within three working days', 'complete 90 per cent of assessments within two weeks'). The de facto purpose then becomes 'do the assessment' and 'tick the box'. In all kinds of care services, the result is that firstly many people undergo assessments that they don't need and which do not lead to any service outcome; and secondly that in acute cases, some assessments are undertaken just to make a referral. At the first appointment with the referred organisation, the assessment is repeated.

In a striking example of the target becoming the purpose, in the large majority of cases the assessment activity itself becomes the service 'response' – the 'do' step. Assessments are completed only so that people seeking help can be referred on, so that arbitrary review deadlines can be met, or so that the case can be closed.

> *In one police force, 68 per cent of assessments of people labelled as vulnerable were simply logged and filed. Some 87 per cent of those assessed re-presented back into the police on average an astonishing 17 times.*
>
> *In adult social care, many people are sent to care homes because of the pressure on social workers to close cases. Once in a residential home, a patient can be deemed stable enough to come off the worker's caseload.*

Because targets and performance management focus on the unit costs of activities, not the end-to-end cost of service provision, they do not discriminate between failure demand and real demand, which all becomes 'demand to be managed'. Failure demand is the most important source of waste in public services and correspondingly is the most important lever for improvement. Targets make it invisible.

Risk management

Growing emphasis on risk management (itself an attempt to mitigate the unintended consequences of a dysfunctional system) also has a powerful effect on assessment and provision of services. Meeting assessment targets creates de facto purposes such as 'keeping the service providers safe and not at risk of going to court' or 'keeping our institution safe from bad publicity and our officers safe from possible disciplinary action'; providing services as specified is a means of demonstrating 'accountability' and limiting perceived risk.

> *A study of eight people with drug or alcohol dependency showed they presented to GPs a total of 124 times; the system carried out 4,300 activities, creating 800 documents. Just 10 per cent of the activities were related to helping them, the remaining 90 per cent relating to approvals, reporting against targets and accounting for performance to commissioners. None of the cases improved.*

What 'safe' looks like is defined by the system, for the sake of the system. For example, a person may be medically fit to leave hospital but deemed not safe for discharge until the system has made them safe by prescribing equipment or a specific level of care – this is done without knowledge of their need in context and generates wasteful activity.

The deadening effect of risk management increasingly affects regulated TSOs, which are often prevented from delivering what they know is really needed, and over time can themselves become overly cautious, both to the detriment of service users' quality of life.

> *An established and respected TSO in the Midlands is embarking on a new affordable housing scheme for their neighbourhood. Although it is a new venture for the organisation, its systems and financial plans were deemed sufficiently robust for a bank to offer to finance the £4.2m scheme. However the scheme required the local authority to release the land for development, and it was concerned about risk. It therefore insisted on delays and forced the TSO to work in partnership with a housing association to bolster its management capabilities. The TSO is still ultimately driving and responsible for the development, but the project is happening a year later than originally planned, and the estimated cost has now grown to £6.7m, with the additional costs picked up by the public purse.*

The consequences of risk aversion are delays in service provision, people staying in hospital longer than they need to, domiciliary care being interrupted whilst a new care provider arranges for a risk assessment to be carried out, providing services to meet specifications rather than what's needed.

> *A victim of repeated domestic abuse stopped asking for help because each time she called the police they simply filled in the same standard 27-question risk assessment. This triggered a referral to social services and a risk assessment for her children, but produced no result for her, the abuse and suffering continuing as before.*

Outcomes-based commissioning

Commissioning represents scale economy arguments applied to procurement. The philosophy is unambiguously to create markets for public services by documenting needs, drawing up specifications and tendering for provision. Outcomes-based commissioning (often using PbR mechanisms) goes further and aims to secure best value through price competition and transfer of risk to the provider through contracts under which providers only get paid if they deliver the results specified. This type of commissioning frequently favours large organisations which have the financial muscle to shoulder the financial risks and cash-flow requirements associated with PbR contracts, particularly for major central government schemes such as the Work Programme, where single contracts cover whole regions.

The consequences for people who need help

Failure demand is the symptom of a system that is unable to understand people in context or respond to their real needs. In those circumstances, people quickly learn that when they ask for help what they will get is assessment and referral. As a result some stop asking for help (a 'success' in the current system). Others resign themselves to accepting what's on offer even though it doesn't help. Most comply with the reviews and assessments which the system generates but which they haven't asked for to get what they can. Some feel so overwhelmed by the many professionals now managing their life that they give up trying to help themselves. Such users are usually labelled difficult or non-compliant and sometimes visited with sanctions or refused

further service. The overall consequence, however, is the same – a failure to solve the original problem, which as a result becomes worse or more complex. People with problems continue to place demands on, or be referred between, multiple services, inevitably consuming more resources across the system as a whole.

> *In 2006 eight-year-old 'A' was referred to social care by his primary school because he was a victim of domestic violence.*
>
> *In the same year A's mother requested he be statemented[6] because of behaviour concerns, but this was not deemed appropriate. Since then A's troubling behaviour has escalated in both frequency and seriousness. A decision to statement him was taken in 2011. He has moved school five times in six years.*
>
> *Now 15, A is heavily involved with the criminal justice system. He currently has five convictions, including for vehicle crime, robbery and possession of drugs. He was arrested twice in 2012 and is now excluded from his special school.*
>
> *Over many years and several generations A's immediate and extended family has been well known to a large number of statutory and voluntary agencies. Domestic violence has been a frequently recurring theme.*

Systems that fail to help

Today's public services are not designed for 'people who need help'. In the manner of a hospital set up to deliver a specific intervention – a replacement hip or cataract removal – they are designed to batch-process fixes for predefined one-off issues and then close the books. In consequence they are systems that assess rather than understand; transact rather than build relationships; refer on rather than take responsibility; prescribe packages of activity rather than take the time to understand what improves a life. As in any system that fails to solve the underlying problems, they amplify work, appearing frenetically busy while accomplishing less and less. Based on identifying needs rather than strengths, they fail to help individuals and communities build self-sustaining support systems that increase agency and independence, instead increasing resource consumption and dependency and accelerating decline.

These are systems that obsess about cost, yet paradoxically drive costs up. Screening, assessment and gaining approval to provide services are all capacity-hungry activities in themselves.

> *In health and social care, attending to these processes consumes around 75 per cent of front-line practitioners' time, rising to more than 90 per cent for middle and senior managers.*

The activity of protecting cost is itself costly, with rationing and pot-juggling not only absorbing capacity but creating delays. Delays and rationing lead to an escalation of people's problems, consuming still more resources. Finally, the more public-sector services managers seek to contain apparently inexorably rising demand through thresholds, budgets, aggregation and centralised commissioning, the greater the volume of failure demand – in other words, the greater the 'diseconomies of scale'.

[6.] A statement of special needs is a formal document detailing a child's learning difficulties and the help that will be given.

'System conditions' at the heart of the failure to perform

Specialisation:
the reason for many 'front doors', the focus on fitting need to provision rather than providing to need; resulting in multiple agencies involved in service provision.

Budget management:
the driver for 'managing demand' (keeping people out).

Standardisation and commissioning:
resulting in services failing to meet individual needs.

Activity measures/targets:
resulting in assessments completed but people being referred on, creating an episodic approach to people.

Lack of continuity in relationships:
the consequence of taking an episodic approach, losing knowledge of people's needs and resulting in duplication of activity.

Thresholds and criteria:
resulting in people being turned away.

Together, these system conditions are what might, for brevity, be labelled as 'scale' thinking; all have their roots in the economic propositions that economy is achieved through scale and competition leads to efficiency.

b) Scale principles and civil society

As we have noted, the third sector has historically been focused on the most disadvantaged and vulnerable, placing high emphasis on social value and having a reputation, among the best, for innovation. Successive governments have embarked on a series of initiatives designed to extend scale thinking to the third sector.

At present, the more the third sector is brought into formal public service delivery roles, the more it is subject to the policy and regulatory conditions that have shaped the experiences of public services described in Part Ia of this report. Central to these policies is the achievement of scale economies through commissioning (see Part Ia).

'Commissioning is a … set of service delivery processes which involve consultation, needs assessment and service planning and design… commissioning is about deciding what to buy and how [7].

For TSOs and the communities they serve the recent shift to large-scale commissioning in a number of key areas of service delivery has had particularly serious consequences. As well as eroding much of their cost effectiveness, in constraining TSO autonomy commissioning also limits their ability to provide alternatives. In a survey of 96 TSO leaders by Locality in 2013, respondents report that current approaches to commissioning and procurement:

Increase administrative burdens, particularly around tendering, compliance and reporting

A TSO in the North West was an experienced and successful business support provider but recently found itself at the bottom of a long supply chain where 'all the costs were sucked into audit and compliance'. Three separate organisations (the original commissioner plus two layers of private sector contract managers) subjected the TSO to three separate but similar audit processes. Overall unit costs for the service were much higher than previously, but the organisation only received 40-50% of those unit costs to actually deliver the service, with the remainder invisibly swallowed up through complex management chains above them. Its much reduced front-line service also became bureaucratic and impersonal as a result of new contract terms and inadequate resourcing. 'Everything is process now… It's a cold-war mentality – the main preoccupation of commissioners is that someone, somewhere, is screwing them.' The organisation could no longer cover its cost of delivery within this new management model and ultimately had to close its business support operation down.

Create silos and disjointed services

Many TSOs now have to work to multiple contracts, because commissioners divide and subdivide services by specialisms (e.g. parenting programmes, home support, family intervention programmes, etc.), thresholds, age ranges and geography, leading to a need for increased coordination between service providers and internally to provide joined-up service to users. The up scaling of contracts is leading to silos and disjointed local service provision, with previously co-ordinated and seamless service delivery within local communities being dismantled, opening up gaps, inefficiencies and failure.

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7. From Macmillan R 2010 'The third sector delivering public services: an evidence review' Third Sector Research Centre Working Paper 20

A TSO in the South West was able to integrate youth provision into a seamless, family-oriented approach, that starts with the birth of a new baby, continues through childhood, teenage years and into adulthood – where a range of adult services including those for the elderly are provided at the heart of the community. Workers at the TSO were able to develop a real knowledge and understanding of each family and build on their strong relationships with the family and individual children, to prevent issues arising or quickly spot signs of children at risk. When the LA decided to move from working with 65 local providers to nine large contracts, the TSO lost the contract to provide youth and play service, creating a gap in provision at a key transition point in children's lives. Vital information and deep-rooted relationships with children and their families are now lost. Under the new provision fewer activities are taking place, and the closely related web of informal local support has unravelled. Young people are 'hanging around' with nothing to do, while a whole range of excellent local providers have been excluded from consideration by size and bidding conditions, existing community services have stopped, and for many their continued existence is now in doubt.

Increase risk

With management costs and profits of non-delivery organisations further up supply chains absorbing significant proportions of public service budgets, third sector suppliers are often required to deliver inappropriate and uneconomic frontline services. This threatens the survival of important suppliers and/or reduces their potential for future growth. Business models are high risk and low/no margin, and this is currently having a significant inhibiting effect on the development of the emerging 'social investment' market.

Fail to meet real needs

In practice, commissioning means people are provided with what has been commissioned rather than with what they need. Because commissioners have no reliable method to determine need in a geographical area, the size of commissioned 'lots' often fails to reflect an understanding of local demand, meaning that the public purse has to carry the cost of over-provision – giving people more than they need – under-provision – giving people insufficient to meet their need (creating failure demand) – and providing some people with services that create no value at all.

A community association with niche expertise in services for complex domestic violence cases failed to win a new, aggregated borough-wide tender. The association estimates that 25 per cent of its caseload was complex – the needs of clients could not be met by telephone support or a visit to association offices (the location of meetings is vital in cases where a client is closely monitored by their violent partner). The winning contractor did not include in-depth support for complex cases in its service provision – clients must use a telephone help-line or visit the provider's office. However, the very real need for this type of support still exists, so the organisation is doing everything it can to continue its work with some of the most vulnerable clients, even though it no longer receives funding from the local authority.

Increase uncertainty

With contracts sometimes running for shorter periods than conventional grant-funded arrangements, some TSOs are experiencing higher turnover of staff and fear a loss of intellectual and social capital.

> *'The TUPE process is a considerable burden... A major concern is the loss of intellectual capital. TUPE potentially means that staff transfer from one provider to another, taking their knowledge and experience with them. This could help their new employer win further contracts at the expense of the employer who trained and developed them.'*

Diminish innovation and cooperation

Standardisation, adherence to contractual terms and 'best practice' inhibit innovation which, ironically, previously was the hallmark of the TSO sector. Competition also has the side effect of discouraging sharing and collaboration amongst TSOs.

> *'Before the tendering process, there was a level of trust between organisations. Of course there was ongoing competition, but dialogue was reasonably open and there was some collaboration and joint working. All this has gone. The climate of suspicion means that there is less joint working both strategically and on the ground. The other consequence is that there is now no strategic dialogue with the local authority.'*

Promote a culture of fear

Some TSOs may withdraw from lobbying and advocacy[8] for fear of having their funding affected. In the relationship between TSOs and commissioners, the latter now have all the power.

The third-sector verdict

Responding to a Locality survey:

- 80 per cent of TSO respondents reported that larger contracts had reduced or were set to reduce their opportunities to provide services

- 81 per cent said that larger contracts had diminished or were set to diminish both the range and quality of local services

- 85 per cent believed that larger contracts would not increase efficiency

- 26 per cent of respondents estimated that administration and compliance costs on contracts accounted for more than 20 per cent of the contract value

Barriers to winning public-sector contracts

The focus of most efforts to increase the role of the third sector in public sector service delivery is on 'contract readiness'. The assumption is often that third sector organisations lack the breadth and depth of delivery skills and track record, and lack organisational systems and management skills. The Locality survey suggests that these assumptions are to a large extent misplaced:

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8. Alcock P, Butt C and Macmillan R 2013 'Unity in Diversity: what is the future for the third sector?' Third Sector Research Centre

Main barriers to winning public-sector contracts were reported by TSOs to be (in order of importance):

- size of contract (53 per cent)

- bureaucracy/administration (44 per cent)

- excessive risk in contract terms (36 per cent)

Skills (14 per cent), organisational capacity (19 per cent) and price competitiveness (17 per cent) were far less regularly cited as barriers.

In short, the results of imposing conventional industrialised thinking on the third sector are the same 'diseconomies of scale' that drive the public sector doom-loop. The cost of 'best value' is services that reduce unit costs but drive up the real end-to-end cost of provision. The cost of transferring risk is fake results (cheating), increased bureaucracy and loss of TSOs willing and able to provide good local services for the communities. The cost of size is greater administration and coordination costs, loss of local knowledge and commitment and ability to learn. The cost of all of them combined is failure to meet needs which fuels failure demand, the unseen vampire sucking more than half of all resources and capacity out of the system. By jeopardising the comparative advantages of TSOs, cutting their capacity for innovation, limiting the scope for developing intelligent partnerships, reducing their scope in service provision, driving some out of business and demoralising TSO personnel, scale thinking in general, and commissioning in particular, has the effect of undermining the very qualities of intensely local connections and commitment which both attracted knowledgeable local volunteers and made TSOs appealing as complementary partners to public-sector agencies in the first place.

c) The individuals' stories

The following case studies illustrate what actually happens to people when their lives go off the rails and they seek help from public services. They have been chosen for being representative. The cases were compiled by studying records in the various agencies over time.

Child A

The earliest recorded contact with child A was in 1997, when the child's mother contacted the council's children services department four times, saying 'I need help with my young son', then four, who was displaying inappropriate sexual behaviour. All contacts were recorded as No Further Action (NFA).

In 1998, A's mother asked her GP for help. The GP made a referral to child adolescent mental health services. In 1999, a child protection medical took place and A was briefly placed into foster care. In 2000, after a visit by social workers the boy was referred to an agency specialising in children's mental health. In 2001, the family was moved into new housing. A visit to the hospital resulted in a referral back to the children's services department. In 2002, an emergency out of hours contact was made following the child's display of abusive behaviour, with child A referred to another mental health agency. A formal Initial Assessment was started by children's services, four years after the mother had first contacted the department. In 2003 the mother began a course of treatment for alcohol problems. In 2004, a 999 call was made to the police following three separate domestic violence incidents.

A's mother had a second child. A childminder was assigned to the family for 15 hours a week and the family was referred to the local SureStart centre for support. In 2005, the police took another 999 call because of domestic violence/alcohol abuse. Child A was reported as missing on five separate occasions. At this stage, the children's services department began to take greater interest in the case as he was now deemed to be sufficiently in need to merit serious attention. He was referred to another agency, which specialised in working to build the self-esteem of young men. An alcohol worker was assigned to the mother. In 2006, there was a 999 call to the police plus one missing person report.

In 2007, after 11 unauthorised absences A was excluded from school. Another missing person report was filed. By 2008, the school was expressing concerns about the child. Three missing persons reports were recorded, with the child absent for a total of 12 days. He was arrested. At this stage, the family's second child was referred by children's services to begin an 'Early Years Intervention' because of behavioural issues. In 2009, the mother visited the children's services office to ask for help. Police reported disturbances at home and child A went missing another six times. He was sent on a residential trip by children's services, and had a laptop donated to him. Child A was placed in foster care when the school reported its concerns. At this stage, child A committed a serious crime (a sexual assault) and then broke his bail conditions.

In 2010, A received a non-custodial sentence with Youth Offending Service (YOS) support. The service reported non-engagement with YOS activities and the boy was found to be in breach of his referral order. He returned to the magistrate's court where the mother was ordered to attend a 12-week parenting programme and the boy was referred to a psychologist. In 2011, concerns were expressed to children's services by the wider family about the youngest child's behaviour. The office sent social workers to visit the mother on three separate occasions. In 2012, by now moved into a hostel, A was reported missing on 18 occasions. By 2013 the authorities had lost track of his whereabouts, but he was presumed to be homeless.

The graph shows estimated yearly costs of interactions with the agencies involved. These totalled £130,000, the sole result being that the family's situation deteriorated over time.

Costs Case A
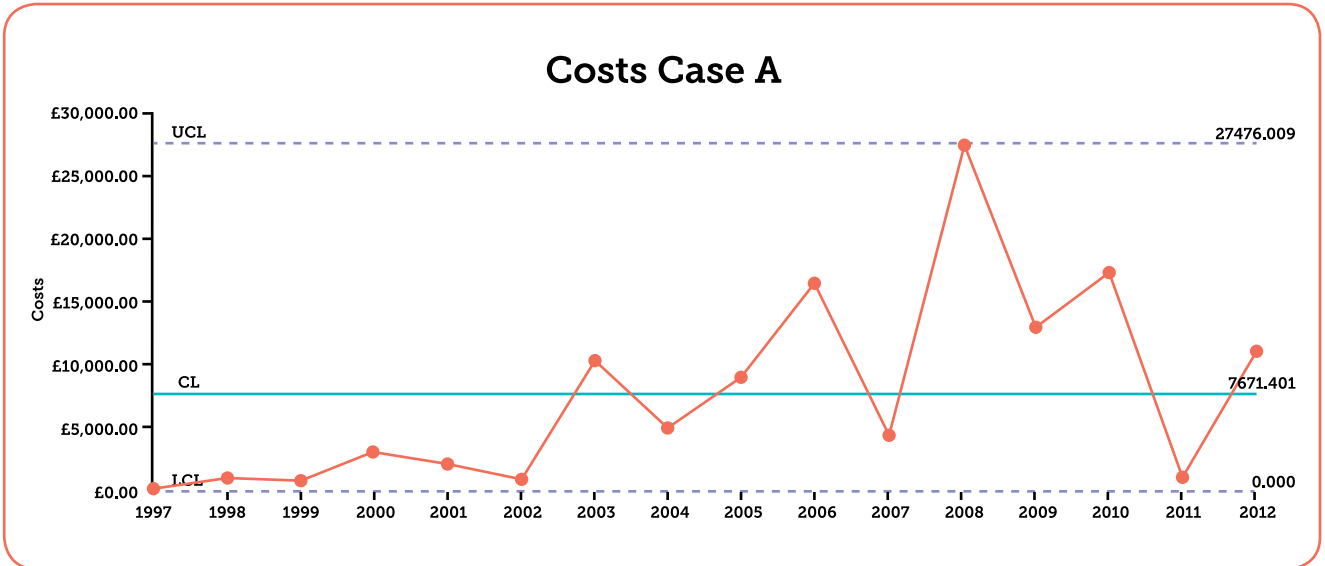
The number of agencies involved with the child's wellbeing continued to grow, as the graph below shows.
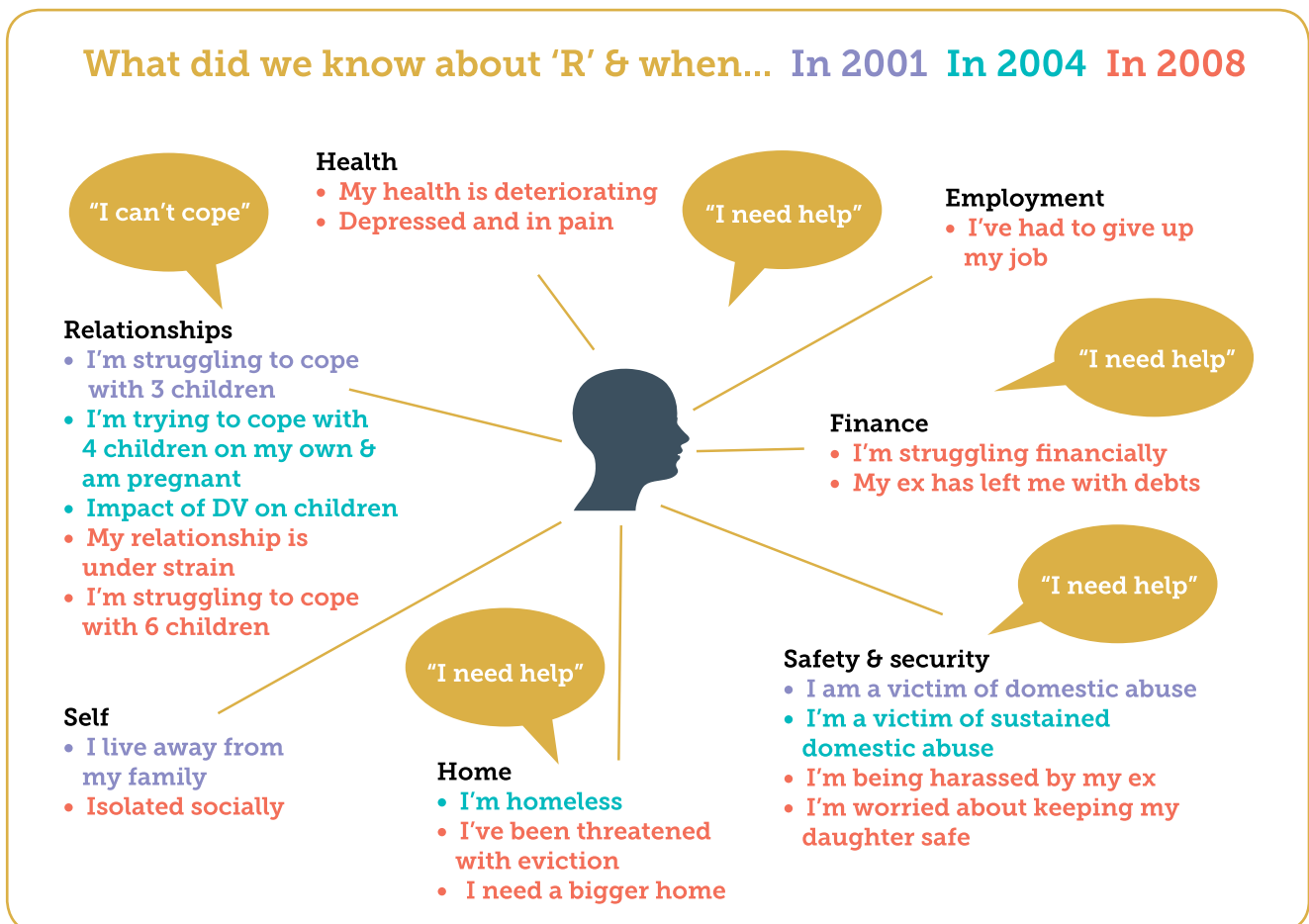
Number of agencies involved with family (Case A)
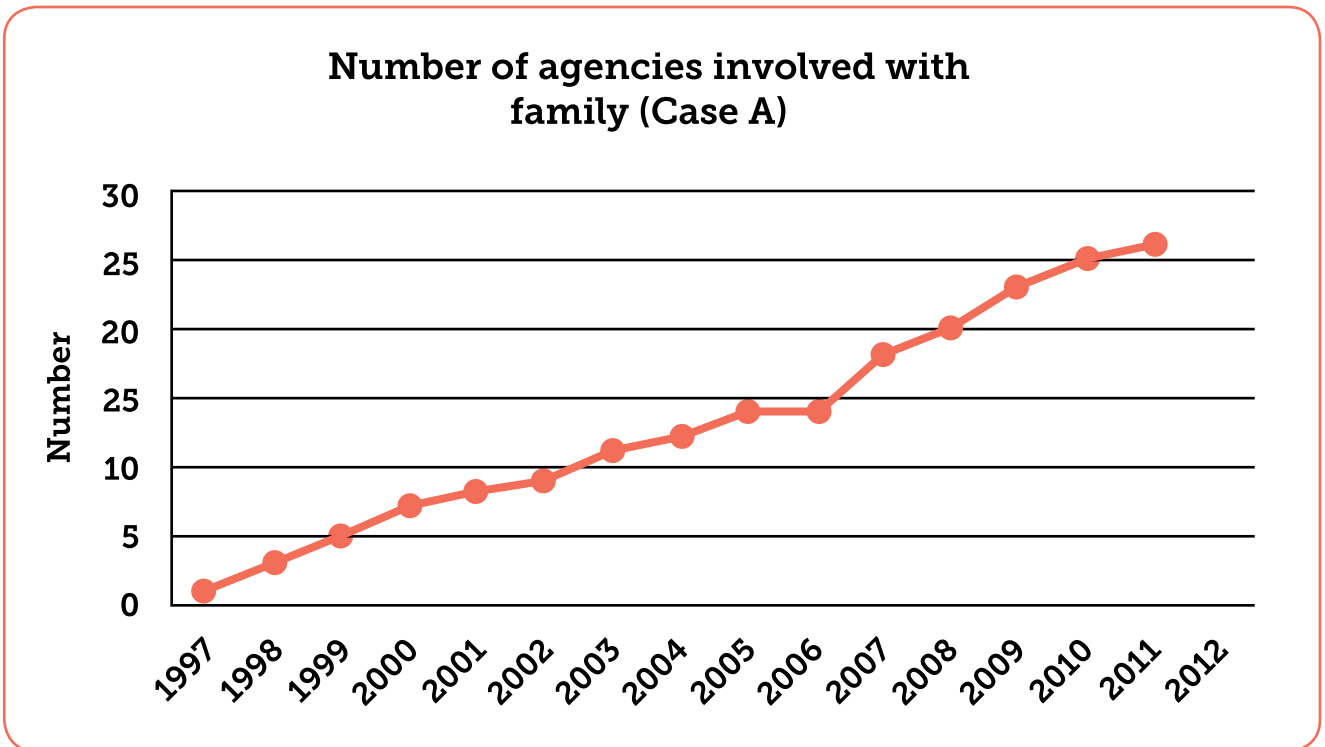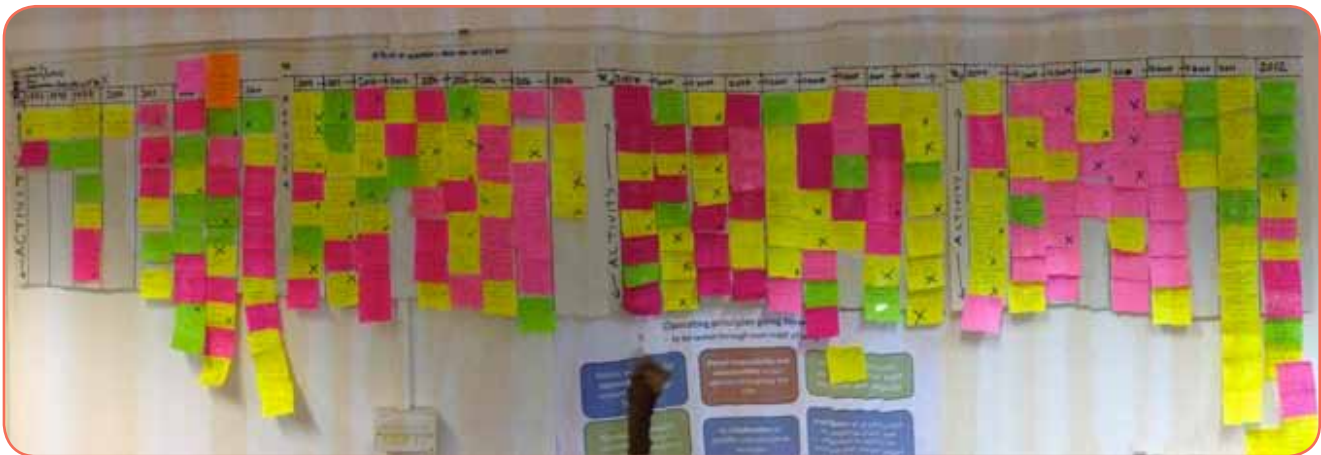
This picture shows all of the records made for this case by the various agencies on their IT systems. Each different colour represents a different agency's involvement.

The case features many of the characteristics described in Part Ia. When the mother first requested help, the system judged her needs insufficient to warrant action. Further requests for help attracted low-level standard packages of support. Only six home visits were made during the whole process, although absence from school was a recurrent problem. There were repeated referrals from one agency to another and no attempt to build a relationship with either mother or child in need. Many opportunities to change the direction of travel and avoid both greater dependency and increased costs to the public purse were passed up. The situation deteriorated until more costly interventions (in the criminal justice system) were required.

Ruth

Ruth was a victim of domestic violence. She has six children with three different fathers. While the first contact with Ruth was in 1996, the team studying cases built a picture of the transactions between Ruth and public services during 2001, 2004 and 2008:

What did we know about 'R' & when... In 2001 In 2004 In 2008

"I can't cope"

Health
- My health is deteriorating
- Depressed and in pain

"I need help"

Employment
- I've had to give up my job

"I need help"

Relationships
- I'm struggling to cope with 3 children
- I'm trying to cope with 4 children on my own & am pregnant
- Impact of DV on children
- My relationship is under strain
- I'm struggling to cope with 6 children

Finance
- I'm struggling financially
- My ex has left me with debts

"I need help"

Self
- I live away from my family
- Isolated socially

"I need help"

Home
- I'm homeless
- I've been threatened with eviction
- I need a bigger home

Safety & security
- I am a victim of domestic abuse
- I'm a victim of sustained domestic abuse
- I'm being harassed by my ex
- I'm worried about keeping my daughter safe

Ruth's problems began in 1996 when her first husband was abusive. To escape the abuse she moved. The same happened with two subsequent partners; moving around caused problems with housing benefits and council tax. Calls to police resulted in form-filling, but no action. It was only when the children started running away and skipping school that the police took interest, but only to refer the case to social services which threatened to label the children as 'at risk'.

Ruth had by then stopped working to be with the children. Although she was also experiencing symptoms of a degenerative illness for which the NHS supplied medication, she was judged below the needs threshold for access to social services.

When her first partner reappeared demanding to see his daughter, Ruth feared further violence and was concerned for the child because her father was accused of a sexual offence. Calls to the police again led only to form-filling.

Social services commissioned a Family Intervention Programme resulting in a series of assessments. These led to two of the boys being sent twice to the same anger-management course and Ruth two identical Parenting Programmes. She was also sent for assessment for a Promoting Independence Programme, for which she had been previously assessed and refused; she was refused again for failing to meet the criteria.

As her health deteriorated Ruth became unable to climb the stairs. The children took advantage to run amok. Unable to take her children to school, Ruth requested a wheelchair which was refused because she didn't meet the threshold. Sanctions were placed on the children for truanting. Ruth borrowed money from friends and family to buy her own wheelchair to accompany the children to school. Social workers described Ruth as 'deviant' and 'working the system'.

When children's social care made a referral to adult social care, Ruth was referred for a bathing assessment (could she bathe the children properly?) which resulted in her being given a bathing stool. Needless to say, the bathroom was upstairs. Ruth was at risk of losing her tenancy because of the state of the property.

During a dispute with a neighbour the police were called and removed the children.

What Ruth said she wanted:
- 'I need help with housework and...'
- '...gaining access to the first floor of the property.'
- 'These two things would have such a profound effect on mine and the children's lives.'

What Ruth received:
- Two anger management courses for two boys
- Two parenting programmes
- Help cleaning one bedroom
- Toilet frame, perching stool and bath board for a bath she could not access
- Family intervention programme

And it took this many people to deliver it...
- Eight social workers
- 22 support workers allocated
- 30 referrals in core flow
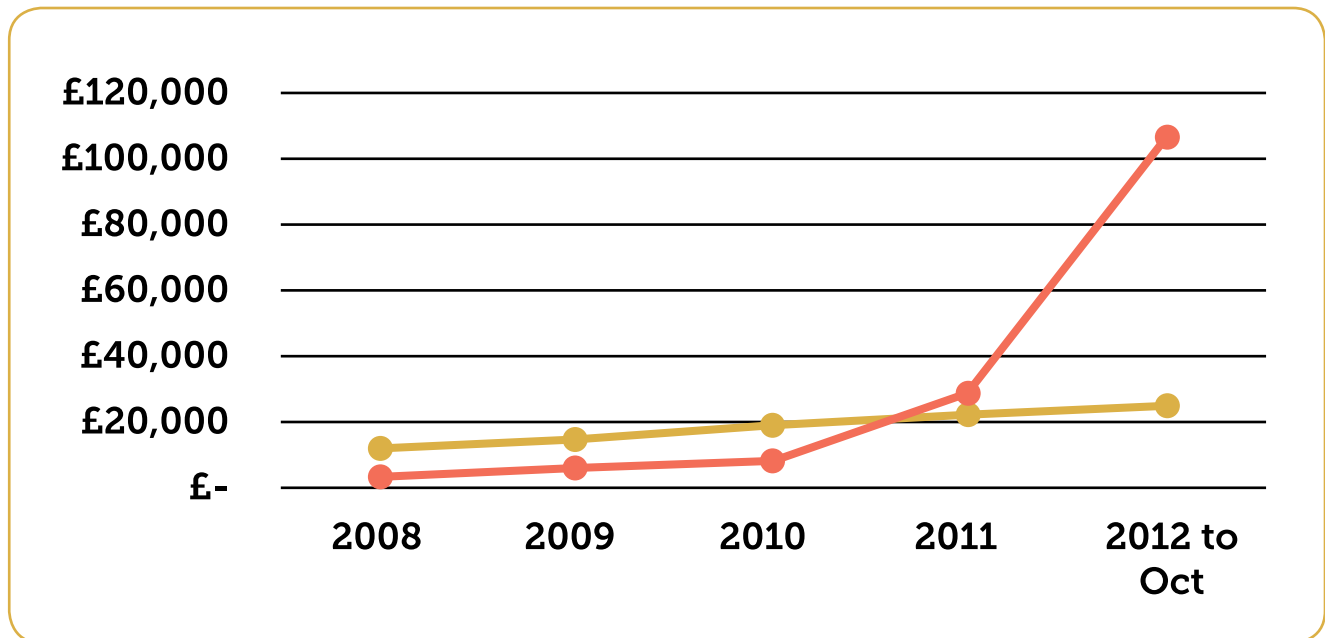- 16 assessments in core flow
- 36 teams/services

Cost of what Ruth wanted
Cleaner, assume 10hrs/wk for four years	£ 14,560
Move to suitable property (current home unsuitable for adaptation)	£ 1,200
And/or stair lift	£ 5,000
Total	£ 20,760

Cost of what Ruth has received since 2008, based on costs as at 2009: £106,777

The graph below shows cumulatively how the costs of the case have risen over time. The lines show estimated actual cost (red) compared with the cost of what Ruth needed – a difference of £86,000:

	2008	2009	2010	2011	2012 to Oct
£120,000					
£100,000					
£80,000					
£60,000					
£40,000					
£20,000					
£-					

Between 1996 and 2012 Ruth experienced 129 different interactions with public-sector agencies. From running a successful business with her first husband she deteriorated to the point where she was plagued by ill health, had her children removed and was entirely dependent on the public purse.

Ruth has since been taken on by one of the new 'Wellbeing' teams piloting locality working (see Part II); she is now in suitable accommodation with her children and her situation has stabilised.

Melvyn

Melvyn, 75, is an ex-miner who lives alone in a council-owned bungalow. All his life he has suffered from epilepsy which interrupted his schooling with the result that he is unable to read or write. He has an ongoing lung condition (COPD[9]). Melvyn takes medication to control his seizures and uses a nebuliser to help with his breathing. He also has a history of urology problems. Melvyn brought up his three children after his wife died when the children were still quite young. His brother Graham and sister-in-law Mary provide support by accompanying him to appointments, dealing with all his correspondence and acting as the main contact for services. Graham is 85 and feels a great sense of responsibility for his younger brother.

What matters to Melvyn?

- I want to go out and about
- I want to be free from pain
- I want people I'm familiar with helping me
- I want to be in control of my life and make my own decisions
- I want to stay living in my home

How did the system respond to what mattered to Melvyn?

'I want to go out and about'

Melvyn enjoyed going out. He had a lady friend; they liked to walk her dog together and he looked after the dog when she was away. In July 2011 Melvyn spent 12 days in hospital with an aggravation of his COPD (a preventable admission). The first thing he did on returning home was to walk the dog. Unfortunately he had a fall and went straight back into hospital. Despite being medically fit within four days he did not return home until 47 days later. Delays were caused because the system judged him not 'safe for discharge' and he needed to wait for assessment and the subsequent care package to be set up. Melvyn caught a chest infection whilst he was waiting to go home. On discharge he was told it was not safe for him to walk unaided or go out by himself and that he should no longer have the dog to stay at his home. He was discharged with a perching stool, raised toilet seat, commode and a four-times-a-day care package for prompting the taking of medication and personal care. Before his hospital stay, Melvyn received low level support (meals on wheels) and occasionally used a walking frame.

Following instructions that Melvyn must not go out alone, his sister-in-law requested a ramp suitable for a wheelchair. This was agreed after assessment, but it took seven months to arrive. During this time Melvyn regularly told care workers and nurses that he was fed up and bored. He had several (mostly preventable) falls within his home triggering five falls assessments which led to no action - they simply fed the CQUIN[10]

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9. Chronic obstructive pulmonary disease
10. CQUIN stands for Commissioning for Quality and Innovation. This is a form of Payment by Results (PbR) in the health service.

measures and were filed. Meanwhile Melvyn became very anxious about falling and one year on from regularly walking the dog would no longer venture out of his home.

'I want to be free from pain'

Melvyn had a permanent catheter for a number of years and operated a flip flow catheter himself without difficulty. In September 2011 there was a problem with leakage and a decision was made to switch to a catheter with a leg bag. This was the start of an unresolved catalogue of problems as a result of which he spent most of 2012 in pain from infections and blockages. This resulted in one hospital admission for 42 days and repeated visits to A&E for re-catheterization. District nurses visited at least weekly and re-catheterized as necessary. The community matron made monitoring visits. Leakage was still a problem and infections continued. When he was in pain, Melvyn used his Telecare service, often several times a day, to ask for help. In addition, it was now more difficult for Melvyn to manage the walking frame with the catheter bag and he fell several times. The community physiotherapist referred him for 'gait training'.

Melvyn spent more and more time sitting in his chair. It was electric and operated via a remote control. Melvyn often needed to summon help from an ambulance crew or Telecare responder, particularly at night, because he had become 'stuck' in his chair. The real problem was that Melvyn could not read the buttons on the remote control and gets confused how to operate it. No-one understood this and no-one had built a relationship with Melvyn whereby he would feel comfortable revealing he could not read or write.

'I want people I'm familiar with helping me'

Melvyn, Mary and Graham had all repeatedly asked that Melvyn keep the same care worker. Due to the nature of his personal care it was important to Melvyn that he had a male carer. He previously had a male carer who he got on well with but that person left when the care provider changed. Melvyn's care workers changed frequently and each time this happened there were problems. In the space of two months he had three different care providers. The council re-let the care contract to a new provider.

Under the terms of the contract, care packages were cancelled every time the person was in hospital for 14 days or more. Of course, half the time Melvyn was in hospital because the system had failed to sort out his real problem. He usually stayed beyond 14 days because the system decreed that he was not 'safe for discharge', triggering a delay for assessment and subsequent care package during which he was transferred to a community hospital. The social worker no longer sorted this herself, instead placing the order via the council's new brokerage service.

Melvyn had a complex medication routine. Being unable to read he had always struggled to understand dosages and frequency. In 2005 Mary asked social services for help with medication management, particularly the nebuliser that he uses four times a day. After assessment he received domiciliary care three times a day, which was cancelled after three weeks with no recorded follow-up.

Melvyn left hospital (another preventable admission) on 27 October 2011. He had been in for more than 14 days and thus came home to new carers. The care agency flagged that the carers needed training in how to assist Melvyn with his nebuliser. The agency felt that his care plan was not specific enough, and it would not

risk doing anything not specified in it. In January, Mary said she was concerned that Melvyn was breathless and wheezy. In the same month, Melvyn had three review visits from the community matron and three visits from his case manager. Issues with the nebuliser were noted but no action ensued. The GP also visited to undertake a routine Frail & Elderly Annual Assessment. Melvyn couldn't understand why the GP asked him questions about his alcohol intake and advised him to contact the DVLA as he wasn't fit to drive. Melvyn couldn't drive!

More than 14 weeks later, the care workers were trained to monitor use of nebulisers. Melvyn was admitted to hospital with shortness of breath two days later.

The same thing happened in May when Melvyn was discharged from hospital after admission for gallstones. He then was given a different care provider. Issues with the nebuliser were unresolved and he again became short of breath. His care plan still said 'monitor use of nebuliser' despite the fact that Melvyn had never, as flagged by Mary in 2005, understood how to use it correctly.

Every time the care provider changed, a new risk assessment was conducted. In May 2012, the new care provider questioned whether 'doubling up' was needed to assist Melvyn in and out of his chair and bed. Until a risk assessment had been carried out, the care worker was not permitted to lift or move Melvyn. As a result he was 'cared for' in his chair for more than 24 hours until the new risk assessment had been completed. This occurred at a time when Melvyn was doubly incontinent, thought to be as a result of imbalance in his medications. The assessment concluded that doubling up was not required.

Melvyn had become angry and frustrated and often sent the carers away. He was labelled as difficult and non-cooperative.

'I want to be in control of my life and make my own decisions'
Melvyn liked to watch films, particularly at night, and wanted to decide for himself when to go to bed.

His last care call was at 9.00pm to ensure he took his medication, help him to bed, empty his catheter bag and attach the additional night bag. Melvyn repeatedly asked for a later call but under the new contract the supplier only undertook to attend within two hours of any preferred time. Other local agencies could have provided a later call, but they were barred by the terms of the contract. In any event the council's brokerage service did not understand why a later visit was important.

When the care worker arrived at 9pm, Melvyn often sent them away saying he wasn't ready to go to bed. Melvyn was seen as difficult and uncooperative. Sometimes carers would attach the extra catheter night bag and tubing while he was still in the chair, making it more difficult for him to go to bed later. Other times, Melvyn said he would do it himself but struggled to. As a consequence of overflowing bags and kinked tubes, his bedclothes were often wet in the morning and his infection problems worsened. Melvyn was frustrated and fed up so he started to use the Telecare service, late at night to get help. He learned that if he said he had fallen, someone (either an ambulance or a responder) would come promptly and help him to bed. However, no-one sorts out the catheter bags unless Melvyn remembers to ask them.

'I want to stay in my own home'
Over the years Mary and Graham have asked for help themselves as they struggle to support Melvyn. When Mary asked social services in 2011 for respite care, they were sent a leaflet on Age Concern. The last two years of managing endless appointments and a mountain of correspondence generated by 30 different

teams and professionals, attending endless assessments and reviews, being passed from pillar to post and being called out late at night all took their toll. The social worker was now concerned that they were both at breaking point. She and Mary felt it would be best for Melvyn to go into a care home.

Just 10 months before he was active and managing his various health problems reasonably well. His relationship with his friend gave him company and someone to go out with. He was adamant that he wanted to stay in his own home and dreaded the thought of going back into hospital or into a care home.

He was frustrated at the number of people who came to his home, often at the same time, from different agencies and who seemed more interested in their forms and paperwork than in him. When people did come to 'help' they just got on with their task and then left. He felt trapped in his own home and at the same time under increasing pressure from his sister-in-law and the social worker to consider moving into a residential home. The social worker made arrangements for Melvyn to visit a care home but he refused to get in the car when she arrived to take him there. Since then she has dropped off brochures for other homes for him to look through (although he can't read). He was made to feel selfish that he wasn't putting his brother first.

Most recently, his relationship with his friend ended. Melvyn said, 'She dumped me last week. She doesn't like me like this'. The system has changed how both she and the family see Melvyn - they now see him as an invalid.

Summary

Over the last 2 years Melvyn had spent 162 days in hospital of which, conservatively, 72 days (44 per cent) were avoidable. He had involvement from seven different agencies and 30 different teams and professionals. He went through 29 separate assessment processes. Given that the assessment process was repeated every time he re-presented or when one professional referred him to another, 66 per cent of these assessments were repeated. Overall Melvyn has had at least 74 assessments. He was most recently referred to the learning disability service whose assessment concluded that Melvyn did not have learning difficulties but simply had never learned to read or write.

He called Telecare 869 times, resulting in an ambulance attending 24 times and responders attending 61 times with follow up visits the next day in accordance with their 'best practice' policy. Telecare looked to withdraw the service because of Melvyn's 'abuse of the system'. He was not among their top 10 users.

Conservatively, over the last 12 months, the system spent £38,000 'helping' Melvyn without ever solving any of his problems or understanding what mattered to him. He is not alone - there are many more 'Melvyns' in the system. He was one of 2,145 people costing the local health care system at least £20,000 a year and in 2011/12 was the 236th most costly patient of 107,000.

He is now firmly on the glide path into the residential care system at a cost of around £250,000 over the next 10 years.

Jake

Jake's grandmother asked children's services for advice about Jake's difficult behaviour in January 1998. An initial assessment was carried out and the grandmother was given advice and guidance. After seven days, the case was closed.

Ten days later, a member of the same family contacted children's services anonymously to say that Jake was staying with his uncle and that they were concerned about his social skills and school attendance. The anonymous caller said they didn't think Jake's grandmother was coping with his care. Children's services sent a letter to the grandmother to see if she wanted to make an appointment with the duty social worker. Three days later, the case was closed.

Ten days later Jake's grandmother asked to see the social worker in response to the letter she was sent. She was given advice and the case was closed. Children's services carried out checks with the school to ask their opinion. No concerns were reported.

Three months later, another anonymous family member reported concerns about Jake's violent behaviour towards his grandmother. Children's services carried out checks with the school but no concerns were reported. Another letter was sent to the grandmother to ask her if she'd like to make an appointment with the duty social worker.

Two weeks later there was a meeting between the family and school. It was agreed that the school would continue to monitor the situation and Jake would attend a specialist centre that could give him support. Jake's family were advised to contact children's services if necessary for further advice.

The following month Jake's grandmother contacted children's services to say that Jake was not being looked after properly at his uncle's and that he should return to live with her. Children's services told the grandmother that because she has the parental responsibility, it was her decision. No further action was taken.

Jake's aunt contacted children's services a few days later to say that she was very concerned about Jake living with his grandmother. She was concerned that the huge changes Jake made since he had been living with her and his uncle would be undone. The social worker advised that because Jake was 15, he could live where he wanted and that his grandmother did not have parental responsibility.

A few days later the grandmother called children's services to say that Jake wasn't happy at his aunt and uncle's home and this was why he was living with her. The social worker advised her that she had parental responsibility and therefore it was up to her to decide, with Jake, what was right for him.

The following month, Jake's grandmother called yet again to express her worry about Jake's tendency to self harm and his deteriorating behaviour. She said she wasn't sure how much longer she could cope. The customer adviser from children's services advised her to contact her GP for an emergency appointment and to contact the school about a multi-agency support team (MAST) meeting.

Two weeks later children's services received a call to say that Jake was staying with a family friend after his grandmother had had a mental breakdown. Children's services prepared a referral and made plans to progress the case to an initial assessment. A child's plan was completed and the case was transferred to a local support team (LST) for a core assessment to be carried out.

After the case was transferred to the LST, a strategy meeting was held to discuss concerns about the grandmother's mental health. It was decided at the meeting that a follow up meeting was required because they didn't know enough about her mental health.

A couple of days later, Jake's grandmother called the out-of-hours service to say she was struggling to cope. She could not wait for the social worker to return to work after the bank holiday – she needed help immediately. The out-of-hours social worker passed it to the duty social worker to get back to Jake's grandmother after the bank holiday.

On the Tuesday, Section 47 enquiries were carried out and the core assessment was progressed to gauge risks to the child and to the grandmother. Two days later three contacts were received – one from the out-of-hours team in response to the call from the grandmother over the weekend and two from the police about a conversation with the uncle and a visit to his home.

Later that month, the Section 47 enquiries were completed and it was agreed that no further action was necessary but the core assessment would be continued.

Seven days later, on 4 June 2009, ongoing support was arranged through meetings and a child plan. Jake was moved into a specialist unit to assess his mental health and would stay there until the end of the month. Throughout June, the meetings and support were continued.

At the end of July when Jake was back home, the police contacted children's services to say that Jake's sister was ushered out of the house for teasing Jake about his self-harming. The social worker made contact with the family to talk about it.

A month later, Jake's grandmother took him to the police station to say she could no longer cope with his behaviour. Children's services provided advice and support and the grandmother took Jake home. Throughout September 2009 and January and March in 2010, more meetings were held and advice was given in response to contacts from the family via the out-of-hours service.

In July 2010, the case was closed because Jake moved into supported accommodation.

Part II

Recommendations: 'local by default'
a) What good looks like – principles and practice for effective service design

Effective service design means turning current scale assumptions on their head. Today's starting assumption is that since affordable capacity is unable to meet all demand, service must be limited, rationed by threshold or screened out, leaving remaining demand to be met by industrialised provision of standardised packages of service. As we have seen, however, it was the failure to help people to solve person-shaped problems that deepens the pool of failure demand which in turn threatens to swamp the system. The goal instead is to meet the need at the earliest transaction point and thus drain the pool to the real underlying levels that can be met by the redesigned system.

We are, to use an overworked phrase, at a turning point. Continuing down the present path leads to a collapse of all but the most critical public services. On the other hand, the case studies that follow demonstrate the existence of a once-for-all opportunity to unify and reconfigure services around a new common purpose – 'help me to solve my problem'. There is now a solid evidence base to show that services based on an understanding of individual need, context and views on what they require to live a good life – or in some cases to die a good death – can square the circle: that is, substantially improve the lives of those in need while at the same time draining costs out of the system.

Many of those providing the evidence have followed the Vanguard Method; others – mostly from the third sector – have arrived at similar results through a person-centred approach, applying good common sense in the assessment of needs and provision of services. Typically these services are locally-determined, responding to known local needs and historically unconstrained by the organisational features discussed in Part I.

The Vanguard Method was first developed in work with private-sector service organisations which have used it to improve service, lower operating costs and transform employee morale. In the public sector, the initial focus was on improving individual services (rent collection, benefits processing, care services and so on) in isolation. As those services became more effective, however, it became clear that behind the presenting need lay wider problems and issues that better delivery alone did not address. The first change of emphasis therefore was to redesign the service to take account of contextual issues – not just to provide faster benefits, for example, but to help claimants address the broader reasons for needing benefits in the first place. That led to a further discovery: the same people were commonly placing demands on a number of services. So the logical progression was to attempt to resolve the issues at family and community level, rather than individuals and services. This approach has come to be labelled 'locality' working, and it is a genuine breakthrough. As we shall show below, it has a profound impact on both the quality of individual lives and the quantity of demand for services, radically increasing the one as it reduces the other.

This kind of working is not a black box. Its essence is contained in the following simple principles. Effective services need to:

• Be 'local by default'

A thorough knowledge of the predictability of demand for services enables service providers to ensure that people who present as needing help can be met immediately by people with the requisite knowledge and skills to assess need and organise service provision. Real economies of flow replace imagined 'economies of scale'. Each locality is different; its needs can only be understood in a local context.

• Help people to help themselves

Services ask, 'What do you need to help you live a good life, or die a good death?' The focus is on strengths that allow people to make their own decisions rather than needs which render them more dependent on others and end up obliging them to lead the lives that others decide.

• Focus on purpose, not outcomes

Measures that relate to the purpose of the service from the users' point of view enable learning and improvement, as opposed to outcome-related measures that encourage cheating and hide failure demand.

• Manage value, not cost

Understanding demand from the customer's point of view, designing the service to absorb its variety (i.e. help people to solve their problems), and measuring achievement of purpose constitute managing value. The by-product of managing value is that costs fall out of the system. The by-product of managing cost is that costs go up.

Using these principles together has the key effect of reducing demand. Counterintuitively, mass-produced poor service is more costly than personalised service that meets individual need. By increasing service quality, and managing value and purpose, repeat demand that absorbs capacity and clogs the system is removed. What's more, there is a multiplier effect. The solving of for instance child A's problem (see page 26) effectively staunches failure demand leaching into the police, the justice system and schools from adult and children's care services.

Management's focus shifts from managing budgets and people to managing the system as a whole. Of crucial importance is management's knowledge of the predictability of demand; the maintenance of expertise to absorb that variety of demand; the ability for people at the first point of transaction to 'pull' on expertise required to assess or help people and measures which help them learn how improving these features drive costs down while services improve.

It is, in one sense, a shift from 'risk management' to 'knowledge management'. Part I showed how the current system's approach to risk management creates, in practice, high risk from a user's point of view as well as high cost to the public purse. It is also a shift from measuring for 'accountability' to measuring the things that will drive learning and improvement.

How it's done: housing services

As we noted, the learning and improvement process began with individual services. Housing benefits was one of the first Vanguard was involved with studying. Studying how their services met local demand, many local authorities concluded that official 'best practice' in the shape of service standards, front and back offices, activity management, and target-setting, was the cause of substantial sub-optimisation. Councils were conscientiously ticking the regulators' boxes, but their costs remained high while residents complained of poor service.

Redesigning services and matching upfront expertise to the variety of demand have since enabled them to provide much better service at lower cost. As examples, East Devon and Stroud councils reduced the time taken to process benefits to less than half the official target at a time when the number of claims was increasing. As services worked better to deal with people's requests 'right first time', failure demand dropped out of the system, freeing up capacity. This enabled East Devon to service 33 per cent more demand and Stroud 50 per cent more[11], in both cases using less resource.

Housing allocations and lettings services provided similar learning. Having analysed the nature of demand, Great Yarmouth Council realised that 50 per cent of people on the waiting list would never be housed (the system invited speculative applications and raised false hopes) and set out to explain to these applicants why and where they should seek more appropriate help. The 35 per cent with problems not primarily related to housing were visited personally to understand their needs in context, and then given help and support to resolve their real issues. This help and support was often practical rather than simply a referral to another agency. For example an elderly lady applied to move into a council property because she was concerned she could no longer look after her garden. The council arranged for help with tending to her garden, meaning she could continue living in her own property. The remaining 15 per cent who did need social housing were moved into appropriate lettings with support to resolve contextual issues. The result was a dramatic reduction in the waiting list and an improvement in first-time problem resolution from 30 per cent to 80 per cent, with no additional resource.

Like housing lists, rent arrears are another symptom of wider hidden issues. When it realised that central targets were focusing management's attention on collecting rent (the back end of the process), rather than resolving the issues that caused the arrears, a multifunction housing team at Bromsgrove & Redditch

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11. Middleton, P (ed.) 2010 'Delivering Public Services that Work (Volume 1): Systems Thinking in the Public Sector Case Studies' Triarchy Press: Axminster

Councils decided to knock on the door of everyone in difficulty to understand their real need in context. As it progressed, it discovered (a common finding) that a large part of the problem was official policy rules that prohibited officials from doing the right thing. For example, tenants could not be offered alternative accommodation if they were in arrears, and Choice-Based Lettings 'points' determined 'need'. The new service design set these policies aside and focused on fixing underlying issues. When processed through the new design half the cases no longer presented as in need – the key measure of effective intervention. Housing service officials now see themselves as 'locality' officers, whatever their previous functional role. Rent arrears no longer operates as an enforcement or collection service but a means of getting residents' lives back on track.

Person-centred service: health and social care

The same story of official prescriptions distorting priorities and constraining initiatives is encountered in many TSOs. Community Lives Consortium (CLC) is a Welsh social enterprise which supports people with learning difficulties. Analysing demand, it found that structuring its work around the priorities effectively dictated by the commissioning authority's complex and bureaucratic assessment process was preventing it from listening and responding to its users' real needs. With better demand information, CLC could engage with its commissioners to develop more responsive approaches to user needs. Central to these were new jointly-developed highly personal service delivery plans based on their users' conception of 'a good life', some delivered in audio or video form rather than on paper. The more responsive way of working allowed CLC to eliminate substantial amounts of bureaucratic waste, much of the saving arising from replacing form-filling office work with activities that could be undertaken with service users as part of their support[12].

Learning is a key element in developing services that are truly person-centred; often the initial results are counterintuitive. A study of health and social care in Gloucester revealed that fully 86 per cent of demand presenting to local services was failure demand and that most staff time was spent on work that added waste rather than value. At a ratio of 75:25 per cent waste to value, it took 400 hours of work to deliver 100 hours of value. Meanwhile, just 5 per cent of the population consumed 50 per cent of the resource across the system.

Two small teams of nurses, social workers, physiotherapists and occupational therapists were set up to explore more effective ways of dealing with this demand, taking individuals that the local GP knew the system was having trouble coping with as test cases. It was quickly apparent that much of the problem was that for the NHS it was the 'wrong kind of demand'. While the NHS functions broadly as a 'fix-me' service for delivering one-off medical remedies for defined conditions, it has far more difficulty dealing with the more diffuse, often only partly medical 'help-me' problems that the troublesome cases were either partially or exclusively presenting with.

As the teams found, meeting 'help-me' demand requires skills and aptitudes that don't necessarily coincide with traditional professional boundaries. While technical and clinical competence remained important, for example for meeting 'fix-me' demands, it was paying attention to the social needs that made the biggest impact on better outcomes for both the individual and the system as a whole. That puts a corresponding premium on interpersonal, organisational and problem-solving skills as the key attributes needed for understanding and helping people to rebalance their lives.

12. Wilson R 2013 'Living the Life You Choose: The Introduction of the Vanguard Method into an Organisation Providing Support to People with Learning Disabilities' Systemic Practice and Action Research, January 2013

The service that has emerged from this learning is radically different from the previous model, being based on smooth end-to-end flow rather than repeated assessment and referral. It is also far simpler, demonstrating that the complexity and need for co-ordination of today's systems are a feature of system design and not an inherent part of demand. The ratio of value to waste work has moved to 80:20.

A similar social-care model, based on local teams linked to GP practices, has been developed in neighbouring Somerset. An initial study of 120 care users under the new system highlighted much reduced hospital admissions and lengths of stay, less need for social care support and avoidance of long-term placements in residential care homes. Reduced strain experienced by carers was another important outcome. A wider cohort study has since shown significantly better outcomes in terms of social care costs – effectively breaking the cycle of increasing dependency and decline.

b) Radical multi-disciplinary working that meets real need

All these cases illustrate the importance of understanding people and their families in context rather than limiting improvement work to the design of services. Since many people and families are presenting to many services with the same problems, the logical conclusion is to think of them all as forming part of the same locality-based 'help-me' service.

This is what happened at Bromsgrove & Redditch Councils. Having significantly improved the housing service, housing specialists have fanned out to work with other services to help all agencies understand the benefits of solving problems and reducing demand.

Stoke City Council went one step further, taking the radical decision to launch a comprehensive multi-agency initiative – across local authority, police, fire and rescue, NHS and TSO-provided services – to understand how people interact with the totality of public services: what did citizens need from public services in Stoke 'to live their lives well', and what did they get?

In the pilot area it was found that of 2,589 households, 5 per cent were placing demands on multiple services. The consequences were as described in Part I while capacity and resource was consumed in repeated assessing, referring and commissioning cycles, most underlying problems were left unsolved. Just as within individual services, the bulk of the issues were predictable across services, the highest-frequency issues being employment (67 per cent), managing finances (67 per cent), benefits and credits (42 per cent), suitability of housing (33 per cent), insecurity over housing status (29), distance from family and friends (25 per cent) and drug or alcohol dependency (25 per cent).

Working in multi-disciplinary groupings (i.e. across normal functional boundaries), the teams visited every family making demands on public services, with the aim of understanding the underlying problem and helping the person or family to find ways of solving it themselves. This confirmed the initial learning: the most important skills needed in the new-style public service are interpersonal – listening, interpreting and helping people to understand themselves. Specialist expertise is only brought in as needed and where proportionate to actual needs.

Based on geography not organisations, locality-based staff retain certain specialisms but place a greater emphasis on 'people skills' and prioritise relationship building. Multi-agency teams work together in individual neighbourhoods, come to understand local issues and get to know local families. These pioneering projects are breaking down barriers, improving outcomes and rebalancing the lives of customers to boost the economic and social wellbeing of whole communities. The results are profound. Citizens previously labelled as 'lost' are starting to live good lives, and demand across the spectrum of services is falling. While cost savings as the consequence of providing better service cannot be predicted in advance, council chief executives label the size of the opportunity as 'staggering'. Predictions of financial savings in various local authority areas following two years of re-design run to hundreds of millions of pounds per annum. If these figures can be proven, and if this pattern were replicated across the country as a whole, it would suggest that as much as £16 billion could be saved simply from a transition from a scale-based approach to an intelligent locality-working approach. The figures are based on estimation and extrapolation, but regardless of the precise amounts we are convinced that the scale of potential savings is enormous.

Could the public sector save £16 billion a year?

Could the public sector in England save £16 billion a year* whilst improving services? The answer suggested by multiple pioneer sites from across England is 'Yes'. Results from these sites demonstrate a staggering opportunity to improve outcomes for citizens and communities whilst reducing costs.

To put that into context, £16 billion is:

- A fifth of the UK Government's total public sector deficit (1)
- A sixth of the NHS Budget (2)
- Almost twice the total projected spend on care for older people in 2014 (3)
- Enough to fill the funding black hole facing local authorities projected by 2020 with £1.6 billion to spare (4)
- 500,000 extra nurses (5)
- 570,000 extra police officers (6)
- 380,000 extra hospital consultants (7)
- 570,000 extra social workers (8)
- 725,000 extra care assistants (9)
- 50 x the amount the Audit Commission say councils could save through "efficient assessment and review" (10)

*This is based on a simple extrapolation and an assumption of an average spend per capita, using 2001 population figures for target areas and England as a whole. The estimated potential for savings is based on knowledge gained through the direct, empirical study of several localities from across England. Each locality conducted detailed demand analysis to accurately reflect the nature and composition of their community, comparing this with broader socio-economic and demographic data to ensure that the localities selected were typical.

To estimate the savings for England, we have assumed that the estimated figure follows logically from known values. We are assuming that target areas are representative of the scale of opportunity elsewhere and having studied systems elsewhere we know that it is. However the figure arrived at extrapolates savings based on an assumption of an equal spend per capita profile across the country for the types of services profiled in this research, which will clearly not be the case. The only way to really know for certain how much this new approach could save is by trying it.

The £16 billion projection reflects savings in direct service costs, but does not include projected savings in overheads. If overheads also fall in line with reductions in demand and activity, the figure could be much greater still.

(1)– (10)   References relating to the calculations provided above are in the Appendix.

c) An international example from the Netherlands: Buurtzorg

The experience of Buurtzorg, a Netherlands not-for-profit care home, shows that understanding demand in human terms and help for self-help are universal improvement principles.

Most home care in the Netherlands is based on the same scale-based 'production' assumptions as in the UK. Homecare was viewed as a product that could be provided more efficiently by dividing it into separate processes delivered by individual specialists according to strict specifications. However, gains in cost per hour were cancelled out by the need to coordinate and manage a complex fragmented process. The overhead drove demand for scale and yet more fragmentation in search of scale efficiencies, leading, according to Buurtzorg managing director Jos de Blok, to the hiring of staff 'who have an even lower level of training… [Some] have reached the level of administering pills and giving injections, others can do bandaging and some are allowed to do specialist tasks, such as connecting morphine drips. That is crippling for the motivation of the nurses and the quality of the care and, moreover, it costs society barrels of money.'

Buurtzorg has turned the process on its head. The focus of care provided by its (generalist) district nurses is explicitly the relationship with the client, the solving of problems and the rebuilding of patients' self-confidence as part of recovery. The organisation has shown that a single unhurried visit by a highly trained district nurse is more effective than several visits by specialised care workers each performing their allotted tasks – so care for a dementia sufferer, for example, might include sharing a chat and a coffee, feeding the cat, ordering medication, helping with bathing and dressing and even applying makeup. This way of working has increased 'unit cost' of interventions up to 30-40 per cent – but that is more than compensated by a 50 per cent reduction in total demand[13].

In the new regime, the role of district nurses has been revitalised. De Blok could see that the profession was dying a slow death in a care system that was 'suddenly all about production, protocols and administration. It was heading in the wrong direction.[14]' Now nurses offer complete care. This means that they may spend more time on basic tasks than previously, but since the job is now about relationships it is more varied than in the past. Nurses serve neighbourhoods of 10,000 people round the clock in self-managing teams of 10. Working with GPs, nurses see themselves as community builders, developing neighbourhood-level support for their clients from friends, family and volunteers. They use a weekly slot on local radio to advertise events and services, provide advice and put people in touch with one other.

Preliminary results show that Buurtzorg's patients consume just 40 per cent of the care that they are entitled to and half of the patients receive care for less than three months. As a result, patient satisfaction scores are 30 per cent above the national average and the number of costly episodes requiring unplanned interventions has dropped. The Buurtzorg approach to healthcare delivery has also led to reduced rates of absence through illness[15]. With no managers, communication lines are short, employees report greater work satisfaction, and in 2011 Buurtzorg was chosen as Dutch employer of the year.

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[13]. As reported on the BBC Radio 4 'Today' programme, 27/05/13
[14]. Quoted in http://omahasystemmn.org/documents/2010-10-04ArtikelBuurtzorgInHetEngels.pdf (accessed 28/05/13)
[15]. Source: http://www.kpmg.com/global/en/issuesandinsights/articlespublications/value-walks/pages/netherlands.aspx (accessed 28/05/13)

Part III

Conclusions and policy implications

Conclusions
We reiterate here our four principles for achieving economies of flow in a locality. Effective services should:

- **Be 'local by default'**
- **Help people to help themselves**
- **Focus on purpose, not outcomes**
- **Manage value, not cost**

This paper is a two-fold call to action

- In the first place, since the Vanguard-Locality approach makes no call on public funds – on the contrary, by freeing up capacity it liberates local resource – it offers encouragement for immediate action by service leaders to simultaneously save money and improve the lives of their citizens. Pioneers such as Stoke and Bromsgrove & Redditch councils have shown that it can be done.

- But in the longer term it also poses important questions for public policymakers and the role of regulation. This paper, and the research behind it, has been entirely self-funded by Locality and Vanguard. As such we acknowledge that it is limited in both scope and external scrutiny. We call on others – government, researchers, funders – to support efforts to investigate further the fiscal efficiencies and service benefits of adopting a 'local by default' approach. In particular, this should look to:

  o Replicate and review the assertion made in this paper about the extent (£16 billion) of potential public sector savings by a move to locality working.

  o Investigate the optimal delivery conditions for locality working, testing our assertion that in order to achieve efficiencies from this approach, 'local by default' principles may necessarily be required to extend not only to system design, but also to the very nature of delivery vehicles used. We would assert that remote, unembedded, and large scale bureaucracies (regardless of sector) will be inherently sub-optimal vehicles to deliver locality efficiencies.

Policy implications

Regulation
In the private sector and third sector, organisations are generally not constrained in the methods or philosophies they choose to work by – their management methods are part of the way they compete or deliver their social mission. Diverse thinking spawns innovation and experimentation, in time raising the bar

for all organisations. But this is not the case for public services, whoever delivers them. Official policy and the assumptions behind them obviously have broad influence over the extent and manner in which public services are delivered. However, in recent years, in an attempt to raise standards and decrease regional and local differences (the 'postcode lottery'), public guidance and regulation to enforce standards have become increasingly prescriptive, setting out not just what but how services should be delivered (call centres, front and back offices, shared services, central targets and service levels, payment by results, 'best practice'). Even where government departments have stated their aim is to reduce regulations and allow a provider's freedom to deliver e.g. the Department for Work and Pensions' 'Black Box' approach, new levels of bureaucracy and ultimately self-defeating outcome measures are introduced.

This is in no sense an argument for further privatisation, or to suggest that 'private good, public bad'. The point is that public sector organisations, and often those that deliver services on their behalf, are restricted by ubiquitous command and control, scale-based assumptions, in ways that other organisations are not.

This prescriptive approach to the regulation of public services has three main consequences.

- Regulation itself consumes more resources. As W. Edwards Deming put it, 'A regulation is justifiable if it offers more advantage than the economic waste that it entails'. Regulation is the fastest-growing and least accountable arm of the state. In 2005 the Better Regulation Task Force estimated that it could be costing the UK £100m a year – a huge burden of economic waste to set against any advantage created.

- By putting a straitjacket around method and work design, it stops innovation and experimentation in its tracks – another large hidden cost. It also halts learning and improvement.

- Even worse, if the prescriptions are wrong or based on faulty assumptions, they make performance worse – an even bigger concealed cost. This is the case in the public and increasingly the third sector, where regulation has locked in the 'diseconomies of scale' which make services unaffordable.

In other words, regulation is an inextricable part of the crisis in which public services now find themselves.

Purpose–measures–method

Bad regulation is part of the problem; good regulation should be an important part of changing public services for the better. Good regulation fosters innovation, challenge and learning. It places responsibility for improvement where it belongs, on the ground and on the front line. And it makes it the responsibility of service leaders to make choices about measures and methods for which they can be held to account.

It does this by focusing on purpose.

In any system, whether people are conscious of it or not, there is a systemic relationship between purpose (what we are here to do), measures (how we know how we are doing) and method (how we do it)[16].

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16. See Seddon J (2008) 'Systems Thinking and the Public Sector' Triarchy: Axminster p82

The fundamental principle, followed by all the organisations to reach the results described in these pages, is that metrics are subservient but related to purpose – they should measure how well the organisation is responding to the customer's needs, from the customer's point of view. That in turn encourages experimentation with method – how can we respond better to customer need?

When regulators specify measures and methods, as in many of today's public services, the regulated focus is on compliance. Compliance becomes the de facto purpose, competing with and subverting the real one. Complying with measures (targets, service levels and PbR outcomes) and methods (assessments, treatment protocols) distorts priorities, causes people to cheat, and as we have seen, prevents services from meeting the needs of individuals. A large part of compliance is about avoidance of risk. But, as with cost, where management tries to avoid risk (for the organisation) it drives risk up (for the individual and/or community). Hence for example the recurrent tragedies in child care, the visible tip of a predictable iceberg. Organisations and people focused on form-filling, assessments and reporting to cover themselves (managing risk) had no time for their real purpose – paying attention to what was happening to the object of their care.

Like the organisations it regulates, regulation should focus on purpose, not outcomes, and the robustness of the relationship with measures and methods. To live good lives, people have different needs. Purpose needs to be developed in ways that help them solve problems, develop their independence and achieve the life goals that matter to them and their families. While regulators should articulate the purposes of service, the regulated are called on to make their own decisions about measures (how can we demonstrate that we are achieving the purpose for each and every client?) and methods (by what means are we going to help?), which regulation can test. The requirement for managers to make decisions about measures and methods ensures that learning and improvement take place where they should and will make clear to both providers and regulators when services are failing.

A focus on achievement of purpose

Creating an environment in which 'what works' flourishes will require fundamental changes to current approaches to commissioning.

As we have shown throughout this report, achieving better service with lower cost is a matter of applying a number of basic principles – 'local by default'; helping people to help themselves; focusing on purpose, not outcomes; managing value, not cost – with the aim of reducing demand as the main indicator of success.

For individual users of services, this means understanding their demand in context and providing the resources to help them meet it. This requires a different kind of commissioning. It cannot be achieved by services procured on the basis of standardised packages and price, and scale, as carried out today. Instead commissioners should want sound proof that service providers have the competence to understand demand in context and can show innovative capacity in provision of need. Recognising that these can only be effectively carried out locally ('local by default') they should beware of excluding competent local providers on grounds of size and consciously foster diversity in provision. Commissioning needs to encourage cooperation rather than competition among providers, and commissioners should look for awareness and willingness to embrace locality-type working. Every locality is different, and identifying the right providers for a particular purpose and place may take more time and effort up front. But the proof of the pudding will be that as needs are met, demand and costs will fall.

Payment by results

This is not the place to go into detail about why PbR fails in theory as well as practice. However, because of the increasing emphasis placed on it, and on outcomes-based management generally, across the spectrum of public services from the NHS to the Work Programme, it needs a mention here.

The most important consequence of effective service provision is a fall in demand. But precisely because it is a consequence – a by-product of more effective intervention – the fall cannot be specified in advance. It is a consequence of means, not ends. If it is specified in advance, it becomes a target and a de facto purpose which the organisation may very well meet, but at the cost of not doing other essential things or cheating. As the police well know, there is an easy and a hard way of meeting a target for crime-reduction: the easy way is to stop arresting people.

Moreover, because they do not distinguish between value and failure demand, current contracts offer providers no incentive to make demand reduction an outcome. To take a ubiquitous example, providers of call centres and back-offices are usually paid by volume, so the poorer the service and the higher the failure demand, the more they earn. Private-sector providers of custody services have an incentive to maintain volumes of people being processed through custody suites, often repeatedly, whether or not it leads to court proceedings. And outcome-based commissioning has traditionally led to providers focusing attention on the easiest to help, not the hardest ('creaming and parking'). As we have seen in Part I, the current system turns activities such as assessments and referrals into 'results' – sending a person on a parenting course or drug rehabilitation programme will be counted as an output for the organisation irrespective of the results for the individual, which are much harder to establish. Outsourcing on the basis of these kinds of targets (whether activity-based, output-based or outcome-based) simply locks in the enormous invisible cost of failure demand.

Like cost-based and risk-based management, outcome-based management does the opposite of what it promises. It fails the clients, demoralises staff and creates a cadre of management whose expertise is in compliance rather than improving achievement of purpose. Results – good outcomes – come from attention to purpose and means, not outcomes. And there's the paradox: managing by attention to purpose and means leads to improvement (better outcomes), managing by attention to output leads to distorted priorities, an unstable system and worse results.

Time to abandon a broken model

Public services have reached a parting of the ways. The issue is unfudgeable: the old scale-based model being the cause of today's crisis, it is impossible to graft the new one on top of it. The critical point, however, is that the crisis is reversible. We know how to help improve the lives of individuals and communities, and the good news is that it doesn't take more resources to do it. But it does take radically more effective use of existing ones.

Appendix

References for the figures used to put £16bn savings into context

1 http://www.ons.gov.uk/ons/rel/psa/eu-government-debt-and-deficit-returns/september-2013/stb
--september-2013.html
In 2012/13 general government deficit (or net borrowing) was £82.1 billion, equivalent to 5.2% of gross domestic product (GDP) – down from 7.6% of GDP in 2011/12.

2 http://www.england.nhs.uk/allocations-2013-14/
Overall, NHS England has a budget of £95.6 billion to deliver the mandate.

3 http://www.nuffieldtrust.org.uk/talks/slideshows/projected-expenditure-care-older-people-2022
£9.07 billion was spent on social care for older people in 2011/12 to support 1.05 million people. See graph on slide 6 for 2014 projection.

4 http://www.local.gov.uk/media-releases/-/journal_content/56/10180/4053260/NEWS
Financial modelling by the LGA calculates that by 2020 funding cuts, coupled with rising demand for services, will create a funding shortfall of £14.4bn, with the widest gaps in funding falling on the most deprived areas of England, where demand for services is likely to be highest.

5 http://www.salarytrack.co.uk/average-nurse-salary
Based on an average salary of £32,000

6 http://www.salarytrack.co.uk/salary?kw=police+officer&lo=&type=permanent&currency=GBP&by=title
Based on an average salary of £28,000

7 http://www.salarytrack.co.uk/salary?kw=hospital+consultant&lo=&type=permanent&currency=GBP&by=title
Based on an average salary of £42,000

8 http://www.salarytrack.co.uk/salary?kw=social+worker&lo=&type=permanent&currency=GBP&by=title
Based on an average salary of £28,000

9 http://www.salarytrack.co.uk/salary?kw=care+assistant&lo=&type=permanent&currency=GBP&by=title
Based on an average salary of £22,000

10 http://www.careinfo.org/audit-commission-councils-could-save-300m-for-front-line-social-care-through-efficient-assessment-and-review/

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City of York Council

Choice based lettings Systems Thinking review

Phase 1 ('Check') report

June 2015

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Executive summary

In early 2015 York housing managers commissioned a review of North Yorkshire Home Choice (NYHC) as part of their commitment to continuous service improvement. NYHC is a choice based lettings system that City of York Council and ten other social housing providers across North Yorkshire use to allocate properties. York is an area of high housing need with a significant mismatch between housing demand and supply.

The review focused on NYHC systems and processes rather than the workings of the sub-regional partnership and allocations policy.   The review employed a 'check, plan, do' methodology taking a systems thinking approach involving front line staff and service managers administering NYHC on a daily basis.

The Housing registrations team consists of a service manager and eight operational staff. The team is split between housing registrations assistants and registrations advisors and there is a part-time CBL coordinator working on behalf of the wider partnership.

During Phase 1 of the review staff developed a detailed understanding of current processes and system capabilities. Key sources of evidence included customer and staff feedback, system inputs and outputs, process mapping and an analysis of customer demand. The purpose of the system from a customer perspective was defined as *'Help me find a suitable home when I need it'.*

Analysis shows the housing register has a tendency to grow over time, increasing staff workloads. There are currently 1,500 York households on the register and over 220 new applications each month.   Around 555 properties become available in York each year.

Only 33% of customer demand is being met. Over 30% of registered households have little or no housing need and are in Bronze band. Only 6% of properties are let to Bronze band households each year.

The average length of time to house someone in Emergency band is 90 days, in Gold band 275 days, in Silver band 570 days and in Bronze band 750 days (over 2 years).   Almost 60% of customers have been on the register for over one year and 4% (67) have been on the register for over 6 years.

The 555 properties available in 2014-15 generated over 32,000 bids, averaging 58 bids per property. Popular properties can generate in excess of 115 bids.

A 'digital by default' approach means online applications are unmediated by customer contact and a significant proportion (98%) of incomplete applications are submitted. All applications are turned into demand for housing and there is no step in the system called 'talk to customer'.

NYHC is a process driven system generating lots of checking, assessing, chasing up, validating, and updating to keep accurate records. Work is split into functions for greater efficiency though this can often lead to a fragmented service response and impediment to work flow.

The system generates significant failure demand. An analysis of customer contacts via the telephone and drop-in service found 55% of customer demand was of this type. Rates of failure demand differ by customer contact point e.g. 65% of incoming telephone calls consist of failure demand.

Dealing with failure demand pulls resources away from delivering customer value. Key sources of failure demand include customer's requesting an update on their application (28%), misdirected calls (27%) and people having problems logging into the online system (26%).

Almost a quarter (24%) of households on the register have never made a bid for housing despite significant resources employed to check, chase up and verify all applications. Around 40% of those in Emergency band (assessed as the very highest housing need) and 24% of those in Gold band have never made a bid. Only 71% of those in Bronze band are actively bidding.

Of the 2,711 new applications onto the register in 2014/15, 1,486 we subsequently closed (by Nov 2015). Of these, 625 households were in Bronze band and 590 of these (95%) never made a bid. The cost of processing these 625 applications is estimated at over £16,250.

The average number of refusals each year is 202. This translates into 1010 lost void days per annum, incurring additional void costs of £18,500 per annum (or almost £75,000 over a four year period)[1].

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[1] Assuming average of 5 lost void days per refusal and factors in lost rental income (at average social rent for area plus additional staff costs per refusal)

In broad terms current operating principles could be characterised as follows:
- We turn all applications into a demand for housing even when they may not be
- We encourage applications and let in 'unclean' applications (incomplete, with errors)
- We prioritise applicants and band them
- We give applicants choice in bidding for homes
- We split work into functions for greater efficiency

To ensure the best possible outcomes for customers via the most efficient processes with improved staff satisfaction it is suggested the service works towards the following operating principles:

- Seek to fully understand the customer's needs (their underlying nominal value) to better mediate customer demand
- Seek to resolve the customers needs at the earliest opportunity
- Receive complete and correct information at first contact with the customer
- Be clear to customers about what the system can and can't deliver
- Have up to date and detailed information about our properties

To help deliver these principles two broad areas of improvement work are suggested:

- More effective management of customer demand *coming into* the system
- More effective management of customer demand *within* the system

Many areas for improvement within the current system have already been identified during phase 1 ('Check') and these should go some way to reducing failure demand within the system whilst shifting focus towards value work. Further opportunities for improvement will be considered as part of Phase 2 ('Plan').

Opportunities for wider system change will also be explored, drawing on learning from other areas that have already moved away from a choice based lettings approach.

1. Background

CBL was pioneered in the Netherlands in the early 1990's. The UK government was impressed by the idea of giving people more choice in the housing allocations process and set a requirement for all local authorities to have a CBL scheme in place by December 2010.

Government research at the time found that CBL led to improved tenancy sustainment and tenant satisfaction and encouraged applicants to think more flexibly about their housing choices.

York introduced a choice based letting scheme in July 2011. This took the form of a sub-regional approach called North Yorkshire Home Choice (NYHC) involving landlords from across York and North Yorkshire.

Prospective applicants for housing must sign up to the local housing register detailing their circumstances. Eligible applicants are grouped within bands that reflect their assessed housing need. Those with the greatest need are placed in the in the top 'Gold' band with lower needs placed in 'Silver' and 'Bronze' bands respectively.

Applicants must look for advertised properties and apply or 'bid' for properties they are interested in. Applicants can only bid on properties matched to their assessed needs. In the event that several households from the same band apply for the same property, a short list is created based on a cascading set of 'tie break' criteria including length of time on the housing register.

The scheme includes a method for showing which properties are allocated and the band and registration date of the successful applicant to help others assess their chances when applying for similar properties.

The stated vision and purpose of NYHC is to *'provide increased choice in housing to residents in North Yorkshire and help to create sustainable, mixed communities where people choose to live'*.

The Allocations Policy governing the operation of NYHC states '*the partnership will achieve this vision by working together to provide a comprehensive housing advice service covering a whole range of housing options across North Yorkshire'.*

It says the shared aims and objectives of the policy include *'making the process simple, transparent, fair and easy to use'* and to *'provide information about the availability of homes to enable applicants to make realistic and informed choices about their housing options'.*

The Housing Act 1996 governs the allocation of social housing and is a statutory function setting out to allocate homes based on need giving reasonable preference to particular groups such as overcrowded households, homeless households and households with medical needs.

2. Local context

York is an area of high housing demand and constrained new housing supply. A consequence is house prices and rents that are beyond the means of those on even average incomes. Poor housing affordability increases demand for affordable housing, such as that provided by the council and registered social landlords (RSLs).

There are around 12,000 social rented homes in the city of York with the largest proportion of these (7,950) owned and managed by City of York Council. Around 555 properties within the council's housing stock become vacant each year, sufficient to meet the needs of only a small proportion those on the housing register.

In 2014-15 there were 1,500 York households on the housing register. Of these, 215 (14%) were in Gold Band, 825 (55%) in Silver and 470 (31%) in Bronze. There are around 2,700 new (York based) applications to the register each year, far outstripping available supply.

There are currently nine staff working within the housing registrations team. There is a close working relationship between Housing Registrations and Housing Options teams.

The annual staff cost of the housing registrations service is circa £221,546 and the Housing Options services circa £325,596. Combined annual staff costs are circa £547,553.

6
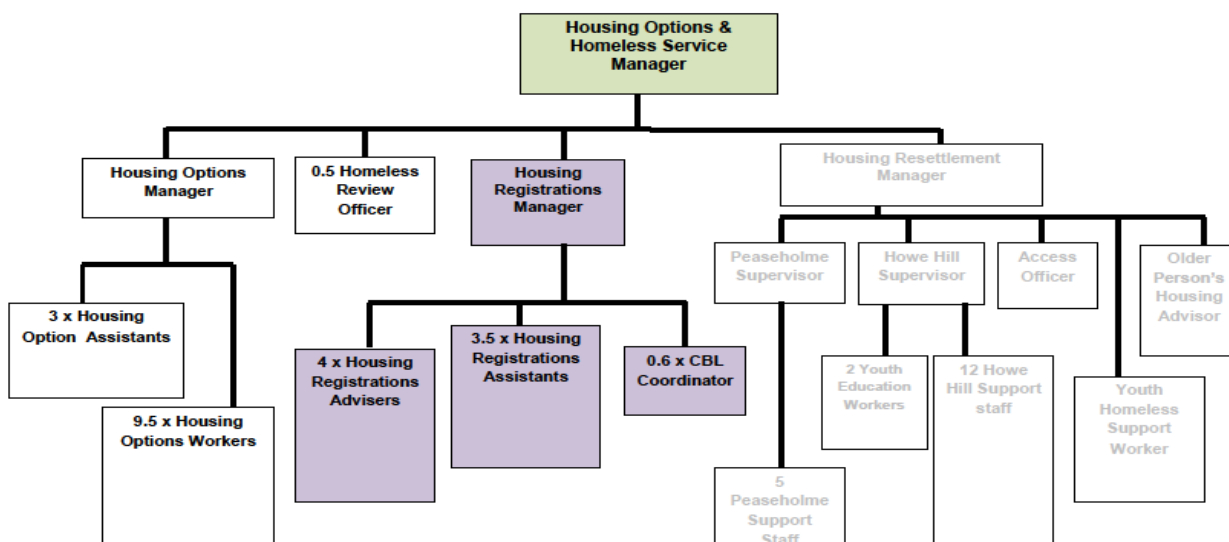
Given the very high demand for affordable housing in York there are very few hard to let properties within the overall stock.

Emerging policy changes at the national level will see a further reduction in the availability of genuinely affordable social housing in the city. Enhanced Right to Buy discounts and the compulsory selling of higher value council housing will place downward pressure on supply alongside year on year rent reductions that will limit scope for new house building.

Conversely, other planned changes may put downward pressure on the demand side, such as the compulsory use of fixed term tenancies (as opposed to 'lifetime' tenancies) and 'pay to stay' proposals that will see those earning over a certain amount paying more[2].

3. Review scope

In early 2015, housing managers commissioned a review of NYHC as part of its commitment to continuous service improvement. It was decided the review should principally focus on the CBL system and processes rather than the sub regional partnership and housing allocations policy.

The review has three key aims:
- Ensure the best possible outcomes for customers
- Improve job satisfaction
- Ensure the most efficient processes

4. Review methodology

A Check / Plan / Do methodology is being used, taking a 'systems thinking' approach based around the purpose of the system from the customer's perspective. The basic structure of the review is set out below:

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[2] Currently muted as £30,000 per household

- **Check -** Introduction and project plan. Starting the process of 'check' i.e. building a detailed picture of current processes and system capabilities (Feb – Jun)
- **Plan** – Identifying and agreeing areas for improvement and the scope of change required. Looking at best practice & learning from others (Jul – Sep)
- **Do** – Implement recommended changes (Oct-Dec)

By looking at the system as a whole rather than at its constituent parts, the review hopes to improve end to end processes and move the service closer towards customer purpose. The review aims to minimise 'waste work' and maximise 'value work'.

Outline timetable:
- Workshop 1 – Intro' & Defining Customer Purpose   February 2015
- Check - Fieldwork   March –May 2015
- Plan - Identify Improvement Actions   July 2015
- Do – Implement Improvement Actions   August – October 2015

A series of staff workshops within the programme will ensure staff are at the centre of the review process contributing their detailed skills and experience. Change is a normative process.

It is understood that from the outset that and service improvement within 'check plan do' is emergent, with each new cycle leading to ongoing improvement activity.

5. Review findings

5.1 Defining customer purpose

During an early workshop in February 2015 staff sought to identify the purpose of the CBL system from a customer's perspective. Defining customer purpose is central to a systems think approach as it is the fulcrum around which current systems are assessed and system improvements identified.

Staff considered several possibilities drawn from earlier reviews of CBL in other areas:
- 'Provide a suitable home when needed' (Portsmouth)
- 'The right home for the right person' (Milton Keynes)
- 'Help me solve my housing problem' (Gt Yarmouth)

Staff found it difficult to agree on one overall purpose during the workshop. There was a tendency to describe purpose from a service perspective i.e. 'enabling housing choices', similar to the vision agreed by the NYHC partnership.

In discussions following the workshop it was agreed to define the purpose of CBL from a customer's perspective as **'Help me find a suitable home when I need it'.**

Following the workshop staff spent several weeks building a detailed picture of how the NYHC system works and what it delivers. This included a number of key elements:
- Customer insight
- Staff insight
- System inputs and outputs – system capabilities
- System picture
- Type and frequency of customer demand on the system
- General issues and Ideas log

The following sections detail key findings from each of these in turn.

5.2 Customer insight

For a six week period customers were asked eight questions about their experience of using NYHC. The survey was advertised via a feature in the tenant newsletter and a random sample telephone survey of existing applicants was also undertaken. Full survey results can be found at Annex 1.

Key findings from this survey echoed those identified as part of an earlier survey conducted by the University of Birmingham on behalf of the Joseph Rowntree Foundation in 2012.

Key findings:
- Applicants can be on the housing register for a significant time. 85% of respondents have been registered for more than 6 months, 60% for more than 12 months and 4% (67) over 6 years
- 46% preferred making applications online closely followed by those preferring face to face contact (40%)
- Completing the online form can be a lengthy undertaking, with lots of scope for gaps in information - 56% of applicants took 60 minutes or less to complete the application and 42% took 90 minutes or more
- A majority of applicants (52%) found the application process easy
- The overall application process can take many weeks. The largest proportion of applicants (50%) had their application processed within 4-6 weeks though for one in four applicants the process took over 8 weeks. The longer the process the greater the propensity for customers to contact staff for updates
- Only 24% of applicant said NYHC had delivered the outcome sought
- 33% thought that NYHC was the best way to allocate homes, whilst 27% disagreed.

5.3   Staff Insight

During an early workshop (Workshop 1) staff members were asked about their experiences of administrating NYHC.

Sources of staff satisfaction:
- Housing people and seeing the end result
- Seeing things through
- Helping the right people and meeting their needs
- Getting the right outcome
- Correctly assessing need
- Spotting scams

Sources of staff dissatisfaction:
- Not being able to help everyone in housing need
- Time consuming process keeping the register up to date and accurate – lots of forms & emails etc

- Lack of consistency in assessment and application of policy
- Dealing with challenging people and managing expectations
- Frustrating IT systems that are not linked up

General comments:
- There's lots of time spent checking and validating applications with lots of chasing up and filling in gaps to ensure the application is accurate and up to date
- It can often feel like we are processing forms for the sake of processing
- There is a tendency for workloads to increase
- The system has caused more angst for staff because they feel they have little control over the system. It often feels like the system is controlling them
- Banding assessments and appeals against banding outcome can take up considerable time.
- The system encourages band chasing
- The workload is huge and little or no efficiencies have been made since CBLs introduction
- As host authority for the NYHC system, team members can find themselves addressing queries and dealing with problems on behalf of other partners, none of which is funded through contributions.

Key findings:
- There is a high degree of professional pride and satisfaction expressed by staff involved in helping people find a suitable home when they need it.
- It is clear staff are concerned to ensure those in need are the ones helped rather than those who know how to 'play the system'.
- There is also a lot of frustration and dissatisfaction expressed, primarily relating to the CBL system and processes which are characterised as time consuming, bureaucratic, impersonal and largely unrewarding with a significant amount of checking, validating and chasing up
- Staff members are particularly frustrated by IT systems that are not linked up.
- There are unresolved issues re. York's role as host authority that result in increased work loads.

5.4   System inputs and outputs

Fig. 1 Number of households on housing register:

Date	York	Sub region
04/07/2013*	4777	14661
02/10/2013**	1269	11850
01/07/2014***	1207	5791
01/10/2014	1348	6327
02/04/2015	1546	7086

* Pre policy update following Localism Act
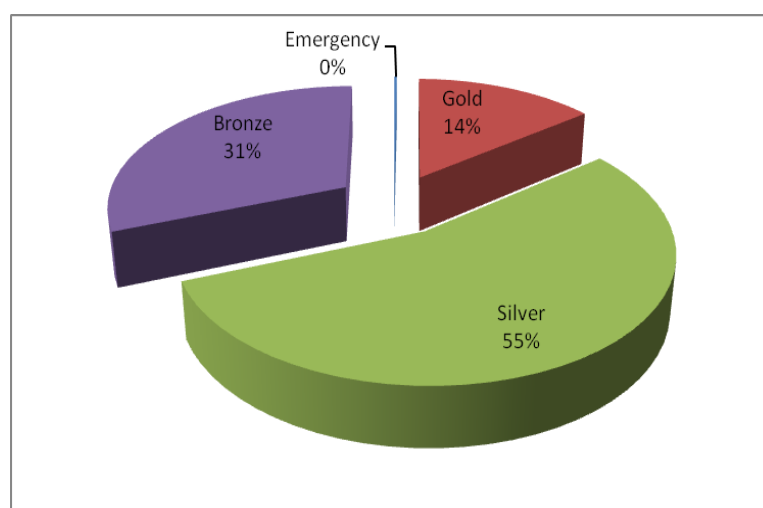** Post policy go live and initial closures of non qualifying
*** Post policy closure of all non responding applicants

Fig. 2. Number of households applying:

2014/15	York	Sub region
Average per month	226	845
Total for year	2711	10134

Fig.3. Rate of vacant properties (York):

2014/15	York	Turnover rate
Average per month	46	
Total for year	555	7%

Fig. 4. Proportion of households in each priority band – York 2014-15:

Fig 4b. Cost of processing Bronze band applications:

| Cost of processing Bronze band applicants					
New applicants per annum (2014/15)	No. placed in Bronze band (31%)	Staff time in hrs per application	Total staff time spent processing Bronze band applications per annum (excluding band appeal, ongoing Change in circs/Amends etc)	Average staff cost per hour £	Total staff cost per year for Bronze band applications £
2711	840	2	1681	13.30	**22,355**

Fig. 5. Who did the available properties go to in 2014/15?
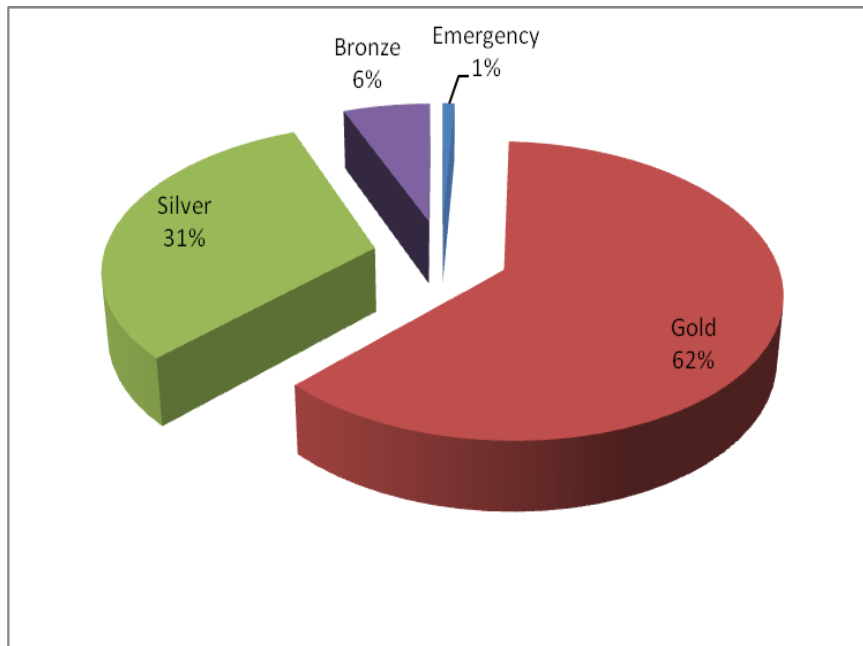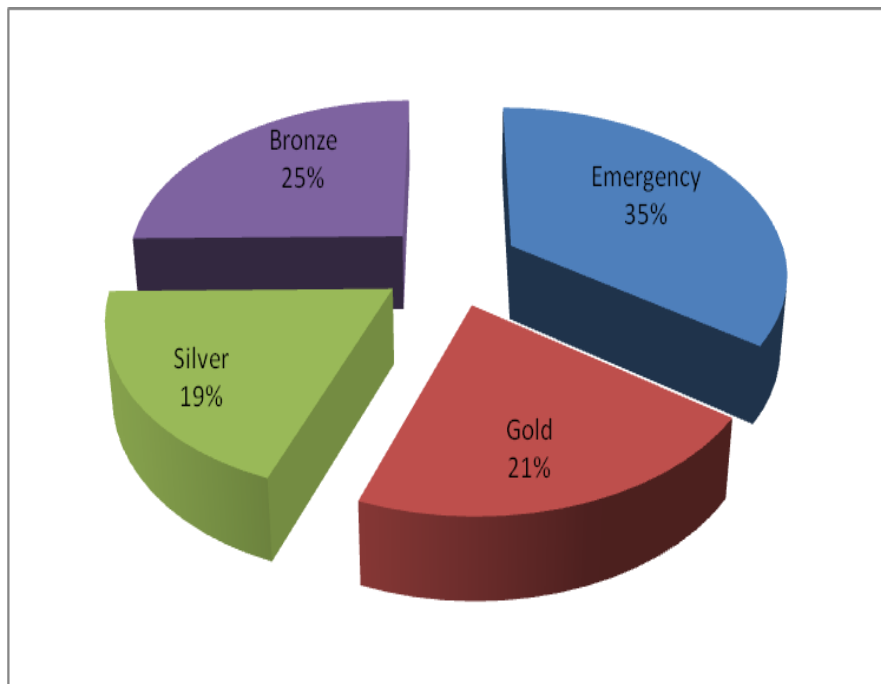

Fig 6. Proportion of non bidders by band:

Fig. 7. Average time to be re-housed:

Average time to be rehoused by band
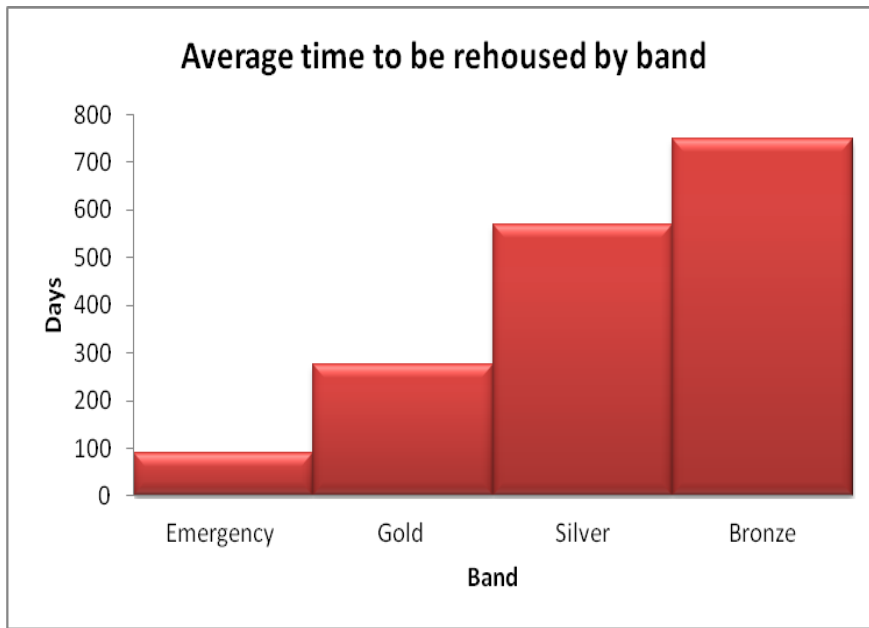
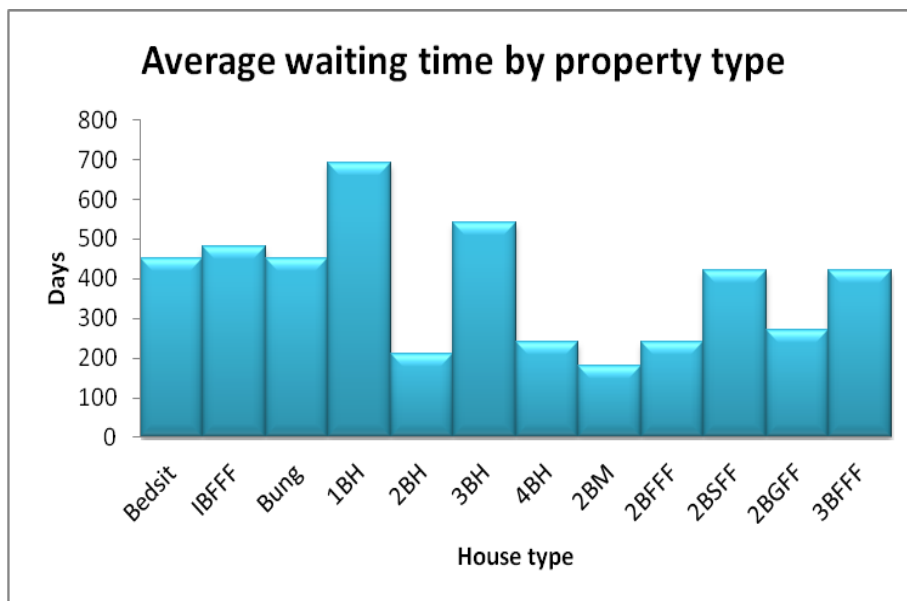**Fig. 8. Average waiting time per property type:**

Average waiting time by property type

Fig. 9. Number of properties let as a result of a failed tenancy (abandonment/eviction) 2014/15:

Cost of failed tenancies			
No. of failed tenancies per annum	Annual failure rate %	Average cost per failure £	Total cost of failed tenancies per annum £
44	8	7,000	308,000

Fig. 10. Bidding patterns 2014-15:

PROPERTY TYPE	TOTAL PROPERTIES	TOTAL BIDS	AVERAGE BIDS
SHELTERED			
1BGFF	20	443	22
2BGFF	4	23	6
1BFFF	11	134	12
2BFFF	3	15	5
1BSFF	4	88	22
1BB	2	79	40
FFBS	2	4	2
GFBS	1	11	11
STANDARD ACCOM			
GFSTUDIO	5	161	32
GFBEDSIT	9	302	34
1FBEDSIT	5	135	27
1BB	19	481	25
2BB	13	192	15
1BGFF	126	8884	71
2BGFF	19	1289	68
1BFFF	60	5030	84
2BFFF	35	1784	51
3BFFF	1	22	22
1BSFF	14	804	57
2BSFF	12	761	63
1BSFF	0	0	
1BTFF	2	121	61
2BSFF	0	0	
3BTFF	2	8	4
1BH	5	323	65
2BH	68	8041	118
3BH	88	2556	29
4BH	18	121	7
1BGFM	1	64	64
2BGFM	0	0	
1BFFM	0	0	
2BFFM	0	0	
1BSFM	0	0	
2BSFM	6	342	57
TOTALS	**555**	**32218**	**58**

Key: Green = High demand / Orange = Medium demand / Red = low demand

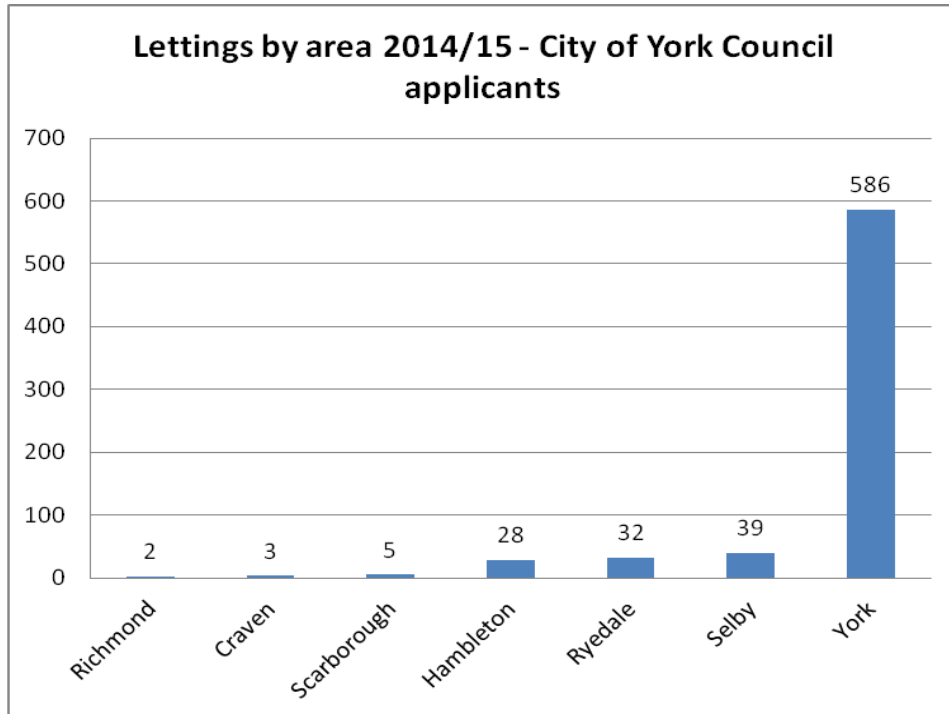**Fig 11. Lettings by sub-regional area 2014/15 – City of York Council applicants:**

Fig 12. Main reasons given by households for not accepting the offer of a home:
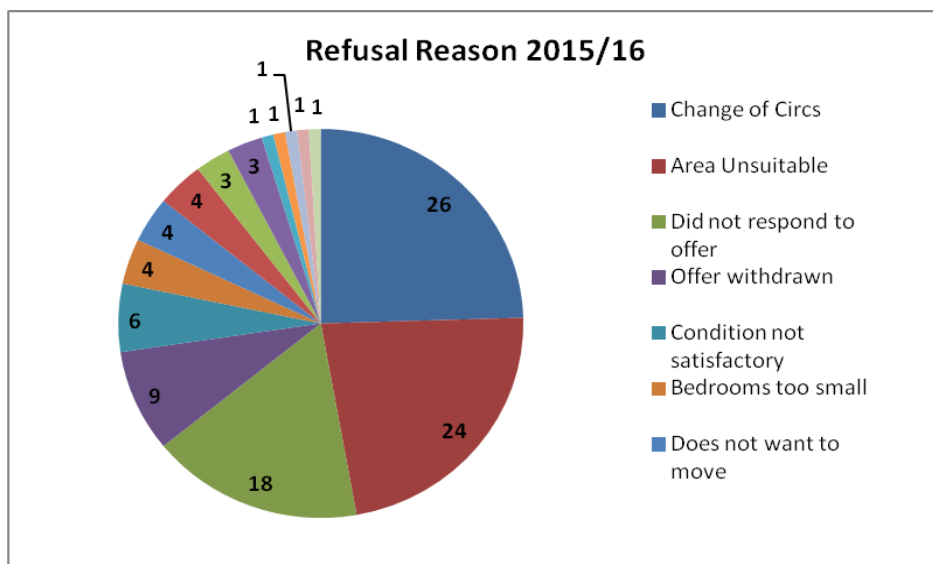
Fig 13. Average cost of refusals per annum:

| Average cost of refusals per annum					
Additional void costs					
Ave No. of refusals per annum	Ave No. of additional void days per refusal	Total No. of additional voids days per annum	Ave weekly rent	Ave daily rent	Total voids days pa x daily rent £
202	5	1010	85	12.14	12,264.29
Staff costs					
Ave No. of refusals per annum (2015/16)	Ave additional hours of staff time per refusal	Total additional staff hrs per refusal per annum	Ave Staff cost ph (G5-top)		Total additional cost per annum
202	3	606	10.24		6,205.44
				Grand total	**18,469.73**
				Projected total over 4 years	**73,878.92**
Additional cost per reason					
Reason for refusal	**% of all refusals**				**Cost per reason pa £**
Change of circs	25				4,617.43
Area unsuitable	25				4,617.43
No response	17				3,139.85
Total	**67**			**Total**	**12,374.72**

Key findings:

- The housing register has a tendency to grow over time with all applications being turned into demand for housing
- In 2014-2015 only 40 properties became vacant each month whilst 226 new households joined the register each month.
- Over the past few years approximately 555 properties have become vacant each year in York giving a turnover rate of around 6%[1]

- Only 33% of customer demand is currently being met (i.e. approx' 1,500 households on register at any one time with around 550 successfully housed per annum)
- 31% of people on the housing register are assessed as having little or no housing need (Bronze band). Assuming average processing times of 2 hours per applicant
- Only 6% of vacant properties are let to people in Bronze band meaning a significant proportion of households are placing demand on a system that rarely meets their needs
- The majority (55%) of applicants are in Silver band
- Applications currently take around between 4 and 8 weeks to be assessed
- There appears to be a significant proportion (25%) on non-bidders. Of the 2,726 new applicants to join the list in 2014/15, 1486 are now (Nov 2015) closed (i.e. either customer value was not met or the household found accommodation elsewhere). Of these, 625 were within Bronze band and 590 (90%) of these households never placed a bid
- The current tenancy failure rate (within 12 months) is 8% or 45 per year at a typical cost per failure of £7,000 (or £315,000 per year).
- In 2014/15, 555 available properties generated 32,218 bids (an average of 58 bids per property).
- Most popular property types can generate over 155 bids each time they become available.
- The most popular properties include types 2BH, 1BFFF, 1BGFF, 1BH, 1BGFM and 2BSFF.
- Least popular properties are clustered in the 'Sheltered' sector including FFBS (Sheltered), 3BTFF, 2BFFF (Sheltered), 2BGFF (Sheltered) and 4BH.
- 85% of successful CYC applicants were housed within the York area. 15% were housed outside the York area with the highest proportions in Selby (5.6%), Ryedale (5.4%) and Hambleton (4%).
- There have been a total of 101 refusals in the first half of 2015/16. Extrapolated over 12 months we can expect around 202 refusals over 2015/16.
- This rate of refusals translates into 1010 lost void days per annum, incurring additional void costs of £18,500 per annum.   Over a four year period this rises to almost £75,000 in avoidable cost.
- The main reasons given for refusals include a 'change in circumstances' (26%) and 'the area being unsuitable' (24%).   18% (or almost 1 in 4) of households offered a home simply did not respond.

5.5   System picture

At workshop 1 staff mapped out the NYHC system. This was further refined by service managers and staff over several weeks. A full page version can be found at Annex 2.

Fig .11 System picture:
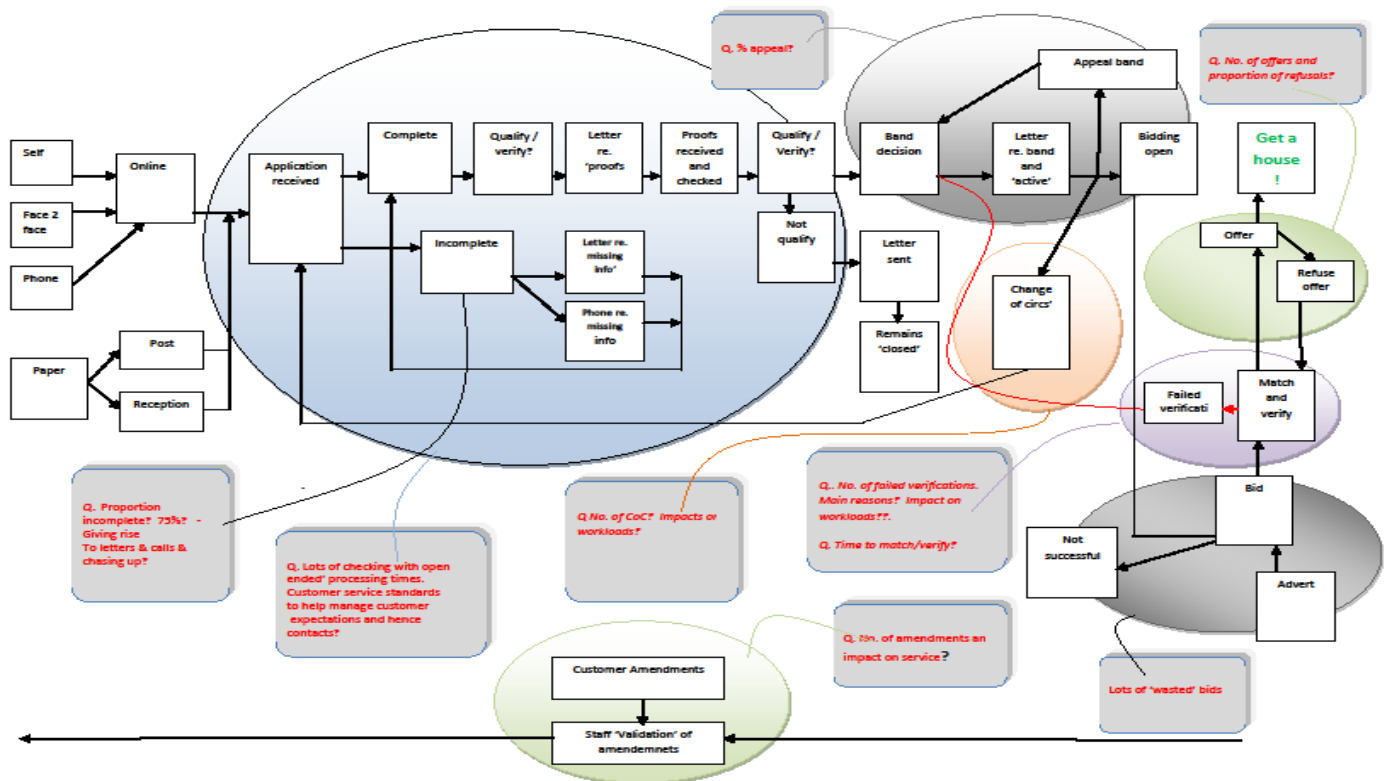
The system picture shows many process steps, some of which serve customer purpose (and hence provide value) and some that occur as a result of a failure to do something or to do something right.

Key findings:
- The overall picture is of a relatively inflexible system with lots of separate stages/steps
- Breaking down the application process into functional parts can inhibit work flow and result in backlogs such as the manual checking of applications and validation of customer amendments
- Only a proportion of applicants are made as a result of Housing Options with many more coming directly through the NYHC website, unmediated by direct customer contact

- 95% of all new 'self service' applications are incomplete and require follow up
- All demand into the system is classified as 'work to be done'
- The website encourages applications and does little to inform customers about their realistic chances of being offered a home. Equally, those applying by post or face to face are given little information at this critical early stage about their chances of success
- There is no step in the process called 'talk to customer'. The self service 'do it online' approach prohibits gaining a full understanding of the customer's 'nominal value' resulting in all applications being turned into demand for housing
- NYHC feedback loop is not working as intended. There is a lack of clear information that empowers prospective applicants to make informed choices about their chances of being offered a home and thus whether to apply in the first place or to stay on the list
- The initial assessment stage is open ended, taking as long as it takes for gather complete information. This stage can generate 'failure demand' as customers request updates or fail to receive, understand or reply to letters/calls.
- The appeal process can be time consuming as people chase higher bands.
- Given the amount of information required upfront there is scope for a significant proportion of incomplete applications, resulting in the chasing up of information via additional customer contacts (letter, phone and email). This can give rise to a large amount of failure demand.
- Significant effort is required to maintain accurate records as customers make amendments to their applications (each requiring staff member 'validation') or notifying of a change in circumstances.
- Unsuccessful repeat bidders are not being identified and pro-actively approached about future options, such as re-direction of energy down other housing routes.
- There is significant system waste within the bidding stage, especially for the most popular properties with a high proportion of failed verifications.

5.6   Type and frequency of customer demand on the system

Over a three week period staff measured the type and frequency of incoming customer demand on the system via telephone and daily drop-in sessions at West Office reception[3] (customer contact via email was not monitored).

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[3] Incoming telephones calls were monitored over seven x 0.5 day sessions and customer visits to the drop-in service were monitored over nineteen x 0.5 day sessions.

Customer demand was categorised as either 'value demand' or 'failure demand' assessed in relation to the agreed purpose of the system from a customer perspective: i.e. *Help me find a suitable home when I need it.*

Examples of failure demand (demand we don't want) include:
- I can't use your system
- What's happening with my application?
- I haven't heard from you
- You told me to come back
- What are my log-in details
- Misdirected

Types of value demand (demand we do want) include:
- I want to register for a home
- I have more information for you

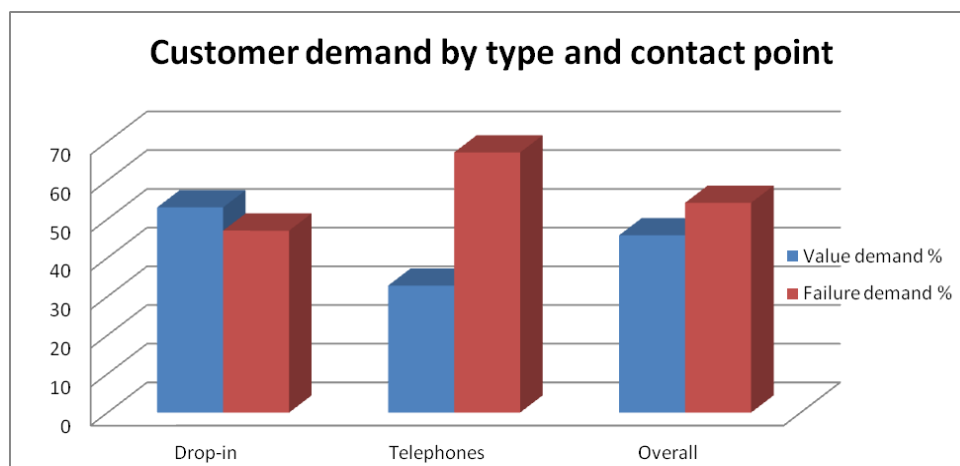**Fig. 12 Customer demand on system by type and contact point:**

Customer demand by type and contact point

Fig. 13.   Main causes of failure demand (overall):

Main causes of failure demand (overall)

Mis directed 27%

I can't use your on line system 26%

I don't understand my letter/email 10%

I want an update 28%

My Log in isnt working 9%

Fig. 14. Main causes of failure demand (Drop-in):

Main causes of failure demand (Drop-in)

I don't understand my letter/email 11%

Mis directed 20%

I can't use your on line system 33%
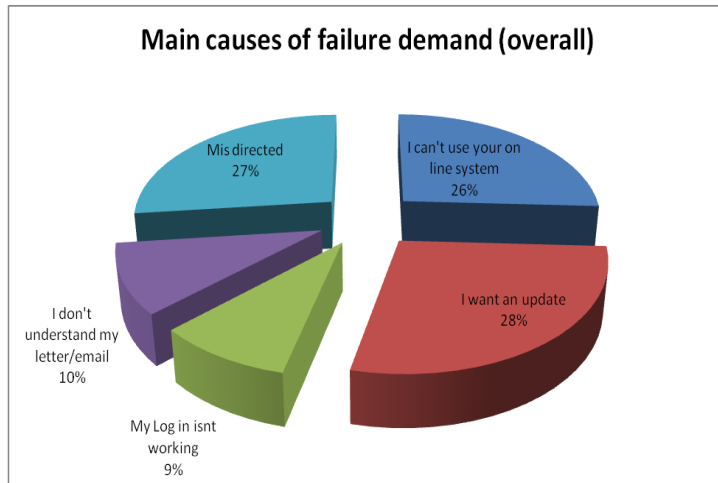
My Log in isnt working 6%

I want an update 30%

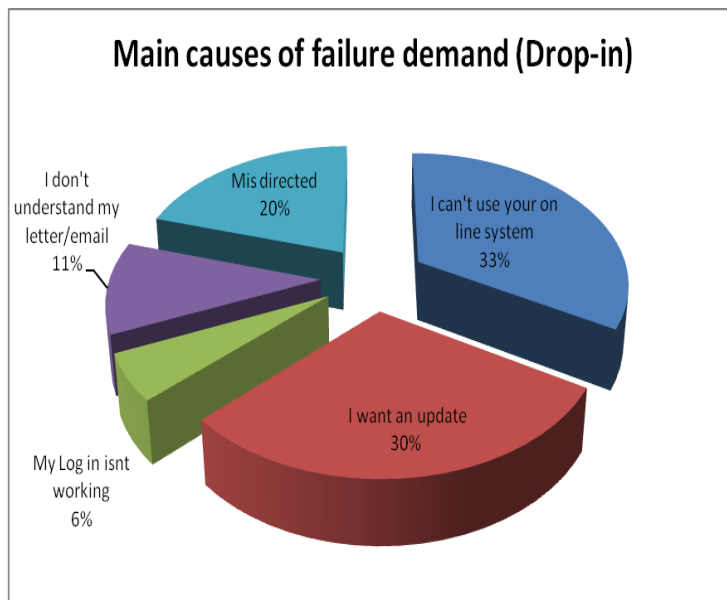**Fig15.   Main causes of failure demand (phones):**

Main causes of failure demand (phones)
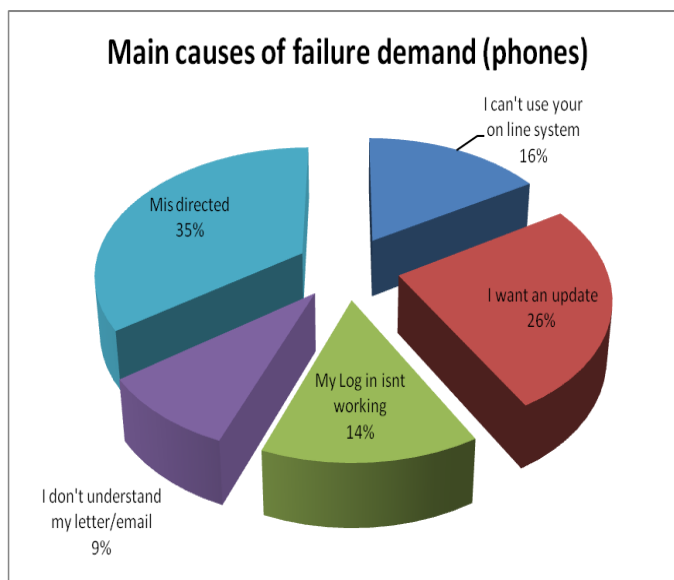
Fig. 16. Frequency of customer demand on system:

	Average contacts per half day	Assumed average per full day
Drop-in	6 (40%)	12 (40%)
Phones	9 (60%)	18 (60%)
Overall	15 (100%)	30 (100%)

Fig.17. Time taken to deal with customer demand (overall):

	Minutes	Hrs
Total time available over all monitored sessions	6660	111
Actual total customer contact time	522	8.7

	Minutes	
Actual customer contact time as a proportion of time available	7.8%	

Fig 18. Time taken to deal with customer demand (Drop-in):

	Minutes	Hrs
Total time available over all monitored sessions	4860	81
Actual total customer contact time	360	6

Actual customer contact time as a proportion of time available	7.4%	

Fig 19. Time taken to deal with customer demand (Phones):

	Minutes	Hrs
Total time available over all monitored sessions	1800	30
Actual total customer contact time	162	2.7

Actual customer contact time as a proportion of time available	9.0%	

Key findings:
- There is a significant amount of failure demand on the system, representing over 54% of staff time
- Rates of failure demand are much higher in relation to telephone contacts (65%) than with Drop-in visits (45%)
- Overall the main causes of failure demand involve customers requesting an update (28%), a misdirected enquiry (27%) or enquiries about the online NYHC system (26%)
- The main cause of failure demand within the drop-in service is people wanting an update (30%)
- The main causes of failure demand via telephone are misdirected enquires, customers wanting an update or a problems logging into the NYHC website
- There are an average of 30 customer contacts per day via telephone and Drop-in with the highest proportion (60%) coming via phone
- Drop-in and telephone enquires consumed around 8% of staff time overall. Customer email contact and contact arising via the NYHC website was not monitored as part of this review
- The process of monitoring calls and visits has highlighted a number of related to staff training and policies and procedures.

5.7   General issues and ideas log:

Throughout the course of the review staff raised issues and ideas relating to several key areas:

- NYHC website
- West office drop-in (reception)

- Enabling informed choice
- Checking, verifying and keeping accurate records
- Policy
- Partnerships
- Staff empowerment

A full list of issues and ideas is attached at Annex 3.

Key findings:
- There are several minor improvements required to the NYHC website that could help reduce failure demand on the system and better manage customer expectations / decision making
- West Office drop-in service experiences peaks and troughs in customer demand. Occasionally customers are passed between functional specialisms or have been misdirected to the drop-in by other services. Clearer information about customer service standards at this point might better manage customer expectations and limit failure demands
- There is only very basic information available to customers regarding the likely availability of properties matching their preference and their likely chances of being offered a home
- There is some inconsistencies within the checking & verifying procedures that need tightening up to ensure a consistent approach (e.g. in relation to armed forces). There are several ideas for reducing the amount of checking and chasing up required
- Changes in policy might help reduce demand into the system backed up by improved understanding by customers as to what the system can and cannot deliver and to whom
- Unresolved partnership issues are leading to increased work loads that are not funded by partner organisations.

6. Summary

This review set itself three key aims:
- Ensure the best possible outcomes for customers
- Improve staff satisfaction
- Ensure the most efficient processes

Two essential first steps towards these objectives were to define the purpose of the system from a customer perspective and to develop a detailed understanding of how the current system works and what it delivers. Only then could staff know what aspects of the system to work on to best deliver

customer value. Customer purpose was defined as 'Help me find a suitable home when I need it'.

Customer insight showed that applicants welcome the increased offered by the scheme and that many, especially those who were successfully housed found the allocations system easy to understand and thought it was fair.

A significant proportion, however, find the notion of choice is only meaningful when it results in an outcome. For many, being on the housing register means many months/years of repeat bidding with little hope of success.

For some, making a housing application is a form of 'insurance policy' for a rainy day. The current system is complicit in this and does not sufficiently deflect service demands of this type. In its current form NYHC raises expectations unrealistically and leads to an even longer housing waiting list.

Staff insight revealed concerns about rising workloads linked to a growing housing register and the need to keep the records of around 1500 applicants up to date, even though the majority of those processed will never receive a housing offer.

Staff expressed satisfaction at helping those in genuine need and clearly some system for assessing housing needs and ensuring eligibility is unavoidable. Staff have a detailed knowledge of the systems strengths and weakness and have contributed to a long list of suggested improvements.

Our analysis of **System Inputs and outputs** revealed a growing amount of activity within a system that is largely process driven, with no step called 'talk to the customer'. The current IT and form based system turns all applications into demand for housing.

The demand for housing far outstrips available supply. Much of this 'demand' comes from households assessed as having little or no housing need. Only a third of customer demand is currently being met.

The split in allocations suggests the scheme is operating as intended with the vast majority of homes being allocated to those with the highest housing need. There appears to be a high proportion of non bidders within each band.

The **System picture** revealed an inflexible process driven system with many stages. Customers can apply regardless of housing need and eligibility

creating a growing number of service demands within a system focussed on checking, correcting, validating and updating customer records.

There is no step in the system called 'talk to the customer'. IT and form based systems can inhibit gaining a full understanding of the customer's nominal value and scope to effectively managing customer demand. A large number of incomplete applications generate significant 'waste' within the system.

The NYHC feedback loop is not working as intended with a lack of clear and timely information to customers about their chances of being offered a home. Open ended processes mean customer expectations are not effectively managed.

Customer demand analysis showed a high degree of failure demand, soaking up significant staff time that could be better spent in more productive 'value' focussed activities. A significant proportion of failure demand is due to the open ended nature of process steps and the resulting 'request for updates' this generates. There is a high proportion of misdirected calls.

The **General issues and ideas log** has captured a range of improvements that could be implemented fairly quickly relating to several key areas of the system, notably the website, drop-in service, enabling informed choice and staff empowerment.

7. Recommendations:

In broad terms the following **operating principles** might best characterise the current NYHC system:
- We turn all applications into a demand for housing even when they may not be
- We encourage applications and let in 'unclean' applications (incomplete, with errors)
- We prioritise applicants and band them
- We give applicants choice in bidding for homes
- We split work into functions for greater efficiency

To ensure the best possible outcomes for customers via the most efficient processes with improved staff satisfaction it is recommended the service works towards the following operating principles:

- Seek to fully understand the customer's needs (their underlying nominal value)
- Resolve the customers needs at the earliest opportunity
- Receive complete and correct information at first contact with the customer
- Be clear to customers about what the system can and can't deliver (system capabilities)
- Have up to date and detailed information about our properties

To help deliver these principles two broad areas of improvement work are suggested:

- More effective management of customer demand *coming into* the system
- More effective management of customer demand *within* the system

Staff have already identified a large number of small improvement actions that would immediately contribute towards these objectives and this should be developed into a deliverable improvement programme as part of phase 2 ('Plan').

Alongside this the service should also consider scope for wider system change, learning from social housing providers that have already moved away from CBL and developed alternative methods of allocating affordable housing.

A common feature of these new systems is a move away from maintaining large housing registers with a shift in resource towards front end customer contact to better mediate demand coming into the system.

There is often a strong focus on understanding the customer's underlying needs at an early stage, receiving complete and correct information on first contact and being clear with customers about their chances of being offered a home.

Such approaches are often implemented with a strong focus on a housing options approach and the development of wider housing choices and access

routes within the locality (though scope for alternatives to social housing may be more curtailed in York given the pressurised housing market).

Housing providers that have gone down this route have reported meeting a higher proportion of customer demand, reduced customer waiting time, less time spent dealing with failure demand and more time on delivering customer value, improved customer and staff satisfaction levels and reduced housing turnover.

As part of this, the service could consider any or all of the following:

- No unmediated access to the housing register via a self-service web portal. All applicants required to go via a housing options approach as the primary customer entry point
- A less process driven system with staff empowered to quickly understand a customer's nominal value and the creatively problem solve towards agreed outcomes.
- The removal of application forms
- Being clear with customers about what we can and can't do and providing as much empowering information as possible via a detailed knowledge of the housing stock/area availability etc so the customer can make an informed choice about their chances of being offered a home.
- A clearer focus on those with assessed housing need only and the removal of Bronze band.
- A move away from functional specialisms at the front end customer interface towards a more generic service.

Appendix 1

**Choice based lettings review
Customer Insight Survey - May/June 2015**

Q1: How long have you been registered on North Yorkshire HomeChoice?

Between 1 and six months
23.3% (10)

Over 6 months
27.9% (12)

Over 1 year
48.8% (21)
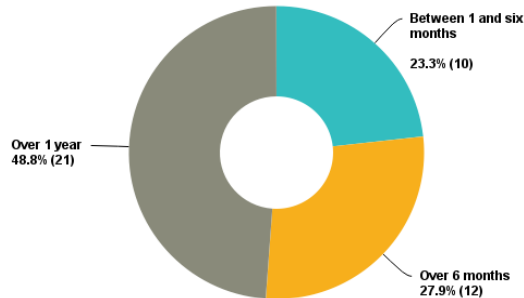
Q2: How did you make your application to North Yorkshire HomeChoice?

Paper application
37.2% (16)

Online
51.2% (22)

In person
11.6% (5)
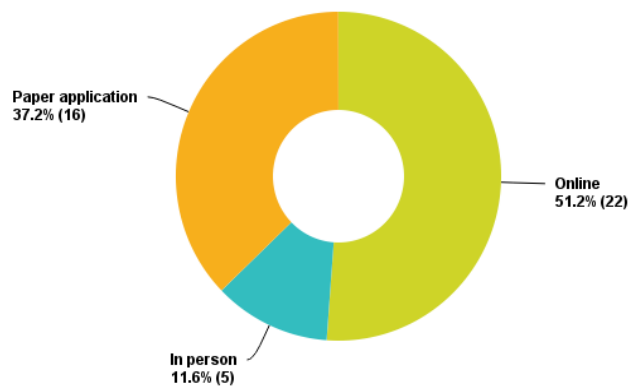
Q3: What is your preferred way of making an application?

Over the telephone
2.4% (1)

Other (please specify)
9.5% (4)

Face to face with
a housing advisor
33.3% (14)
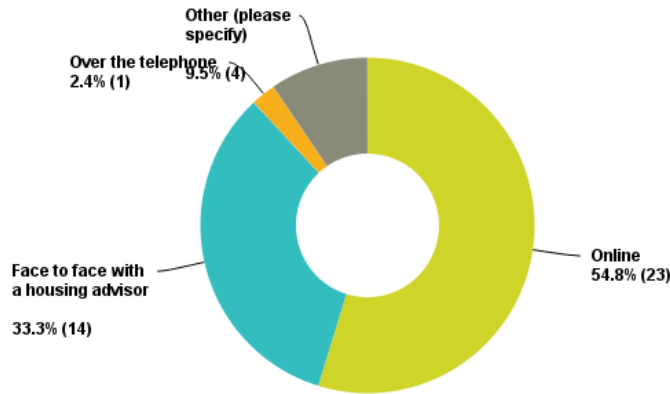
Online
54.8% (23)

Q4: If you applied online approximately how long did it take you to complete the form?

Under 15 minutes
7.7% (2)

Over 90 minutes
26.9% (7)

30 minutes
34.6% (9)

90 minutes
3.8% (1)

60 minutes
26.9% (7)
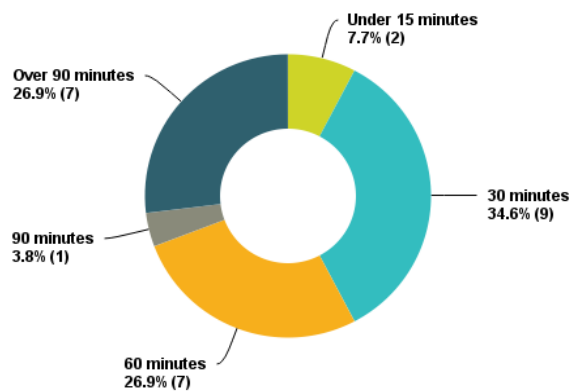
Q5: The application process was quick and easy:

2.5%
(1)

17.5%
(7)

52.5%
(21)

27.5%
(11)

Strongly agree   Agree   Don't know   Disagree   Strongly disagree
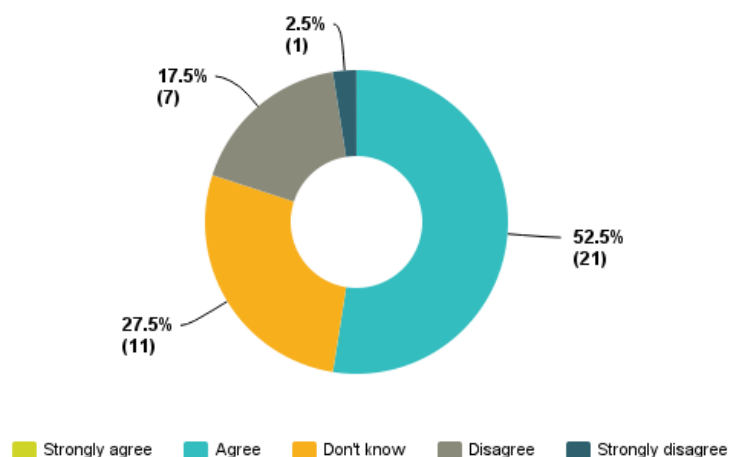
Q6: How long did it take from the date of application to the application being fully assessed and made 'live'

Over 8 weeks
21.7% (5)

Between 2 and 4
weeks
8.7% (2)

Between 6 and 8
weeks
17.4% (4)

Between 4 and 6
weeks
52.2% (12)
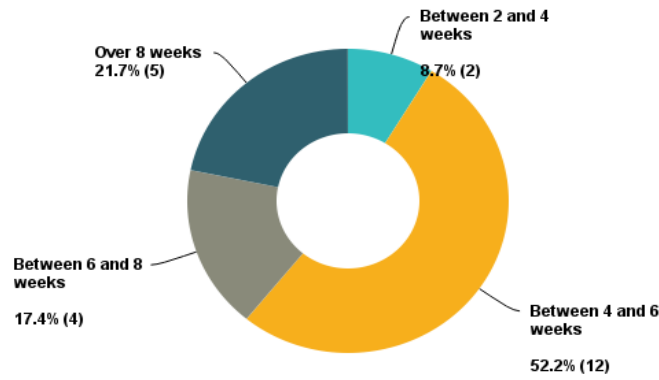
Q7: I got the outcome I wanted

15.0%
(6)

27.5%
(11)

32.5%
(13)

25.0%
(10)

Strongly agree Agree Don't know Disagree Strongly disagree
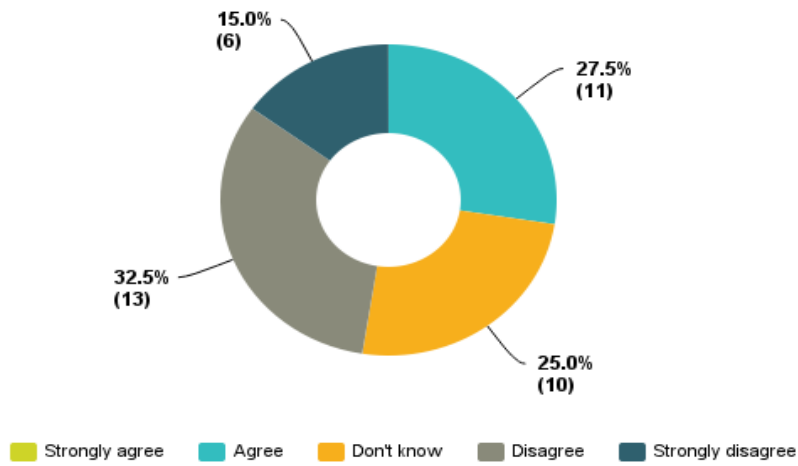
Q8: I think North Yorkshire HomeChoice is the best way to allocate homes

12.2%
(5)

9.8%
(4)

9.8%
(4)

29.3%
(12)

39.0%
(16)

Strongly agree Agree Don't know Disagree Strongly disagree
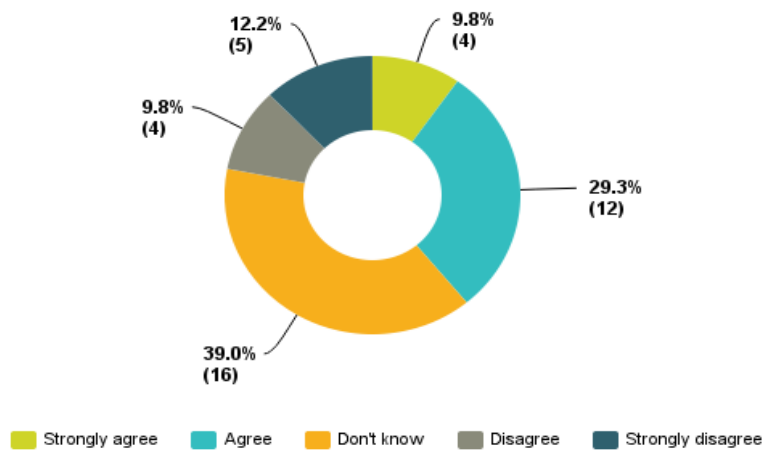
Q9: I would recommend North Yorkshire HomeChoice to others

34

12.2% (5)

4.9% (2)

12.2% (5)

26.8% (11)

43.9% (18)

Strongly agree **Agree** **Don't know** **Disagree** **Strongly disagree**
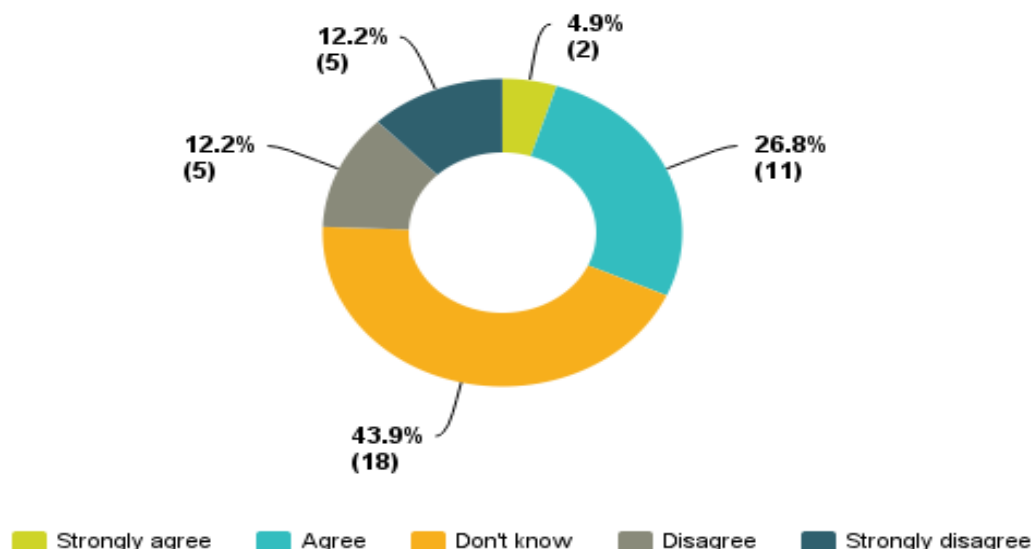
Appendix 2

Phase 1 General issues and ideas log

Website:
- More robust gate keeping via requirements for 'face to face' interview before being allowed to apply online?
- Directing people to explore other options though a clearer assessment of their chances up front
- CBL website invites applications without checking local connection up-front.
- 'My to do list' – 'contact your current housing provider for mutual exchange' – But York and Scarborough use Homeswapper! – This generates unnecessary enquiries i.e. housing assistants sending out letters to customers advising that York and Scarborough don't do ME and then manually cancelling ME applications.
- Some contact details on website incorrect.
- The system is not case sensitive, so staff have to in to alter mistakes so time saved having an online system is reduced.
- Timing out issue. Online applications time out after short period of inactivity and any data input before the 'log in details' section is lost as not log in has been issued. Customer must start from scratch.
- Q. Why not generate log in as a very first step. Then if times out after that, customer can log back in with all date saved.
  - o Q how many each month?
- Language: Word 'list' suggests the customer moves up the list each time a property is let. Better word might be 'register' or 'database'.

35

Reception:

- Reactive queuing system in WO reception. Does not alert staff to customer arrival. Staff need to regularly check and can sometimes get distracted on other tasks. This diminishes customer experience.
- Why not surgeries with specific times for specific issues? / Why not more generic greeter post to help route/channel customers to right source of help – Could maybe be generic advisory role linked to more specialist staff in back office with option to call them in to give specialist advice.
- Some customers transferred through queuing system several times – retelling story/information each time before getting to someone who could help them.
- Lost of passing customers between functional specialisms i.e. housing registrations/housing options/rents etc)

Enabling informed decisions / managing expectations

- Housing Options advice - firming up advice based around a more robust analysis of likely chances of receiving a housing offer so limit demand onto CBL system where possible.
- Housing Options advice that might sometimes encourages applications even when the prospective applicant's chances of being offered a home is slim (seen as an insurance policy or backstop).
- CBL is merely a process to let available social rented properties. This reinforces the point that the development and operation of CBL should not be seen as a stand-alone service. It has to be part of a broader housing options agenda focussing on the needs of customers. Without this type of approach the increasing demand for social housing will result in many customers becoming frustrated by repeated unsuccessful bids leading to disillusionment and continuing misconceptions about allocations policy
- CBL available properties print off available on WO reception desk. This should clearly show 'town' as a minimum. Should also be an opportunity to provide historic vacancy data/patters re. Customer's preferences to help inform/empower customer choice.
- CBL feedback loops not working as well as intended. There is a lack of clear information that empowers prospective applicants to make informed choices about their chances of being offered a home. Unsuccessful repeat bidders are not being identified and pro-actively approached about future options, such as re-direction of energy down other housing routes.
- Accepting applications by hand. No. advice/guidance given about:

- o Realistic chances of success
- o Preferences etc to increase chances
- o When will customer receive a letter of confirmation (i.e. customer standards) – to manage customer expectations and hence demand s on system.
- Enabling informed choice and managing customer expectations: Useful to have area/patch maps showing location of CYC properties by street. To help inform applicants about number of properties in each area (by size/type) so they can make informed decisions about preferred areas etc.

Checking & verifying & keeping up to date

- Improving work flow by combining functional specialisms and removing waste steps
- Reducing scope for failure demand
- Staff do not routinely check armed forces status – just take status as read. Policy requires applicant to be in armed forces at any point within the preceding 5 year period.
- Incomplete online applications (due to sections missed out). Team follow each up with a standard 'incomplete' letter. Some customers make repeated incomplete applications, even after being told they are not eligible (i.e. home owner).
- Pro-active management of households once on the register through improved customer relationship management
- Validation process: – i.e. customer makes change to application online - each change requires staff 'validation'.
  - o How many validations per month?
  - o How many of the changes result in meaningful change to band etc?
  - o Validation queue – is there a target timescale to validate each change? – the current approach appears to be open ended – is this leading to failure demands?
- Renewals: No bids in 12 months results in letter sent out give 28 days for customer to confirm if they wish to remain on list. If any amendment/change to application within the 12 months 28 days it is assumed customer wished to remain on list and clock is reset and application is renewed – giving a further 12 months.
  - o Q - is this right? Should we INSIST on bids?
  - o Are those in Gold and silver bands reviewed more often than 12 months (as stated in the allocations policy)?

Policy:

- Look to remove Bronze band and re-allocate 6% of properties outside of CBL i.e. using commercial lettings approach - or Yorhome?
- Foster/adopt/guardian agreement applicants. Currently have to apply via CBL and be given band but are given 'additional preference'.
  - Q. Why not direct let outside of CBL? Corporate parent obligation and significant cost to LA for foster care should point to direct lets being better approach.
- Downsizers: Why push through CBL system? If we are seeking to encourage more downsizing then why not offer to downsizers first (on separate downsizers register) or at lest take this approach to those downsizing from 2 bed houses) most in-demand properties)?
- Should LCHO process be transferred to My4Walls to free up Housing Registrations team, who admit they do not have all the skills required to effectively market homes.
- Idea: remove 'time on list' from Bronze band. Operate as property shop with customers regularly checking available properties and allocated on first come first served basis.
- i.e. property becomes vacant. If no immediate match via Gold & Silver bands then put into 'all comers' property shop, just like a lettings agency.
- Is it time to consider fixed term tenancy for particular types of households / properties?
  - i.e. older households or those approaching older age
  - Young people who would benefit from a fixed period 'starter tenancy' – or 'move on' tenancy enabling the saving of a deposit into PRS/Home ownership i.e. the address the culture of 'we will say we are throwing you out so you can get on the housing list'.
- Should tenancies be more tied to 'community contribution' to encourage self improvement?

Partnership:
- Yorkshire Housing tenants using West Office reception to register/hand in /check etc... because YH don't have a local office or contact point. So – CYC providing this service free on behalf of YH. Why not measure demand and apply recharge to YH each month/year?
- Codifying customer contacts using agreed abbreviations – not being consistently applied.

Staff empowerment/training:
- Customer relationship management – managing customer expectations to better manage demand on the system
- Effective referral/signposting
  - York Housing Market / Housing Options

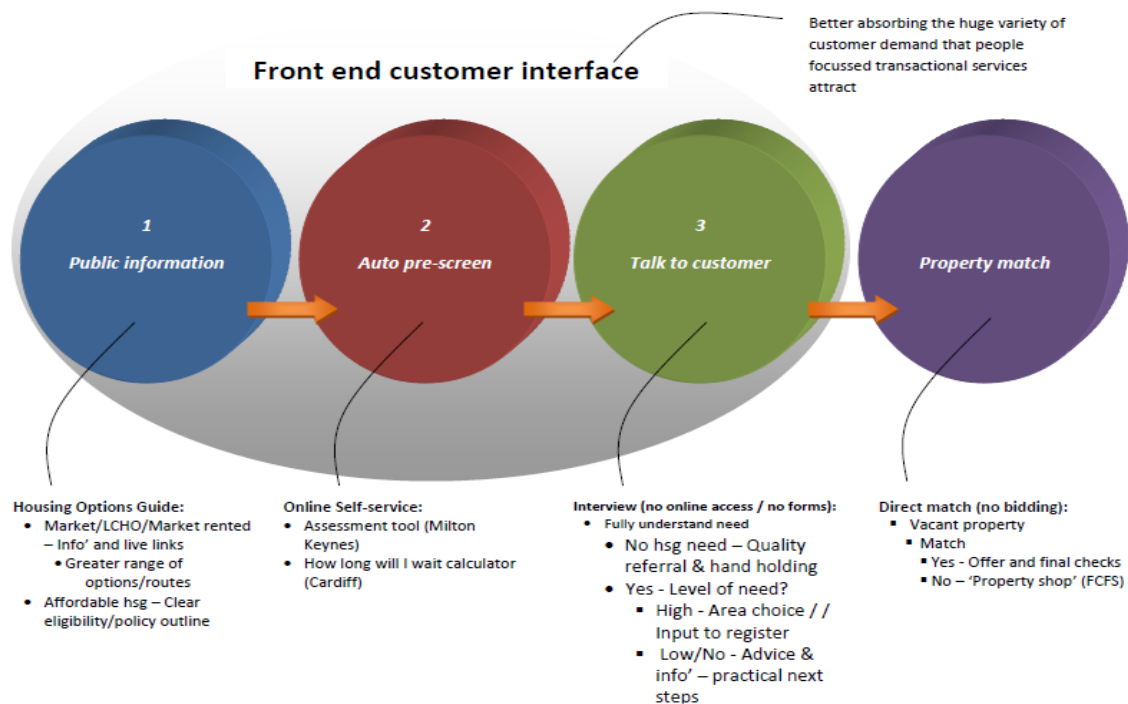This page is intentionally left blank

Proposals & Consideration for the Future

1. **New Operating Principles**

   - Fully understand the customer's need and receive correct info at first point of contact.
   - Resolve customer demand by
     - Building relationships rather than transacting
     - Taking responsibility rather than referring
     - Listening, interpreting and problem solving
   - Have up to date and detailed information about our properties
   - Make it clear to customers what we can and can't do

2. **Proposed System Redesign**

   System picture - fundamentals:

   Front end customer interface

   Better absorbing the huge variety of customer demand that people focussed transactional services attract

   1 Public information → **2** Auto pre-screen → **3** Talk to customer → Property match

   Housing Options Guide:
   - Market/LCHO/Market rented – Info' and live links
     - Greater range of options/routes
   - Affordable hsg – Clear eligibility/policy outline

   Online Self-service:
   - Assessment tool (Milton Keynes)
   - How long will I wait calculator (Cardiff)

   Interview (no online access / no forms):
   - Fully understand need
     - No hsg need – Quality referral & hand holding
     - Yes - Level of need?
       - High - Area choice // Input to register
       - Low/No - Advice & info' – practical next steps

   Direct match (no bidding):
   - Vacant property
     - Match
       - Yes - Offer and final checks
   - No – 'Property shop' (FCFS)

3. **System Overview:**

The front end customer interface to comprise three key steps:
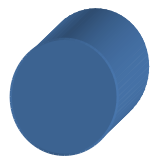
i. Public Information

   o Information setting out clear eligibility and qualification criteria and likelihood of getting a social rented or affordable home.
   o Clear links through to housing options/advice service for those wanting to consider other routes i.e. private rented sector, mutual exchange, low cost home ownership / market housing etc.
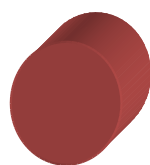
ii. Self service Pre-Screen

   o Online self-service assessment tool enabling customer to input basic household details and preferences to generate an assessment of their chances of being offered a home.

iii. Talk to Customer

   o Mediated access to the register
   o Compulsory interview with a housing advisor
   o Variety of customer demand understood rather than 'assessed'.
   o No application form
   o Fully trained and supported staff making decision based on policy about housing need.
   o Expected waiting time discussed with customer at interview
   o Online access for information on application to check details
   o Make it clear to people what we can and can't do.

iv. Property match

   o No bidding – Direct match against register as properties come available in real time. For properties where no match or repeat refusals – Property shop
   o Property match undertaken at point notified property becoming void to reduce costs
   o Take over 60s properties via different route/policy

4. **Option - An Ongoing Sub-Regional Approach**

Data for the calendar year 2015 shows York exported 98 applicants and imported 57, leaving a net export of 41. York currently allocates around 6% (between 33 and 42) of its available properties each year to Bronze Band applicants (though a proportion of these will be imports).

The only district York imported more households than it exported during 2015 was Ryedale (23 out/31 in).

Sixteen of the 98 households leaving York during 2015 were in Bronze Band, 52 within Silver and the remaining 30 in Gold Band. Analysis of property type suggests Bronze Band applicants from York are likely to be moving to 'harder to let' properties in other districts.

Moving from a sub-regional approach is unlikely to impact greatly on York's ability to prevent homelessness as the city imports more households (57) that priority homeless (19) exported.

5. **Fact finding visits to Portsmouth and Bradford**

Following design of the proposed model, staff visited Portsmouth and Bradford who it appeared had adopted similar processes to the proposal to gain greater insight into the potential ways of working, the pitfalls, and what Portsmouth and Bradford had learned whilst delivering their current models of service.

Summary of Key findings from site visits:
- No application form reduces waste
- No unmediated access gives fuller picture of customer circumstances and needs
- Removing on line application removes waste but can cause bottleneck further down the line, customers like to view their information on line even if not update.
- Allocation is preferred method of letting rather than Choice Based Lettings Bradford do have some Choice Based Lettings for hard to lets
- Compulsory registration on home swapper for exchange applicants
- Piloting any change is advocated by both Bradford and Portsmouth
- Staff buy in to changes is key
- Measures are key to ensure system and procedures are working, management constantly measuring all areas of register/lettings etc
- Full detailed property information is key with the Bradford scheme and gives customers informed realistic choice up front.

Following the visits to Portsmouth and Bradford a number of staff consultation events are in progress to discuss the proposed improvements and changes. Customers are also being consulted.

6. **Suggestions for York regarding future improvements**

- All applications via interview /phone interview - **no online registration.**

  ➢ Staff feel this should continue.

- Consideration to self serve preliminary assessment tool.

- No actual physical waiting list application form that a customer completes but each has an interview in person or by phone prompt sheet for staff to complete to ensure all critical and appropriate questions are asked.

  ➢ Staff feel it would be beneficial to only ask necessary questions, and prompt sheet would be essential to ensure nothing missed.

- Consider developing an in house / purchase an alternative IT system waiting list, with web based presence for customers to view. Basic information is needed on an IT system (*This links to Housing IT review / needs. Systems would benefit from talking to each other!)*

  ➢ Staff do not wish to keep Abritas system it is cumbersome and labour intensive.

- Allocation not via Choice based lettings.   The disadvantage to offering a property rather than advertising it, is that is appears less transparent, customers do not see there to be choice (though allocation would be based on good knowledge about what a person wants / need / is eligible for). System could be put in place to inform about who was allocated a property.

  ➢ Staff predominantly believe this is the right way forward with some allowance for property shop approach as and when required/needed.

- Ensuring or making it mandatory that transfers also register on homeswapper.

- **Changes to policy** - In light of demand for housing, new guidance, Housing and Planning Act 2016, and appeals there are elements of the policy which need discussing and may require changing such as:

  ➢ Removing those with no housing need form the register

  ➢ Consider elderly who would not otherwise be able to resolve their won housing need who may not traditionally be classed as in housing need

> change criteria for 2 bed (age of sharing same sex suggested 16 not 21 in line with Housing Benefit criteria) as highest demand ,

> no Potentially Homeless Gold band for Family licence termination (living with family)

> no silver band for sharing with family with no other housing need, reduce number of offers to

> 2 (1 for accepted homeless) to reduce number of refusals and void times, removal of good tenant,

> Introduction of 2 year local connection.

> Other considerations are - Welfare Benefit reforms LHA. Look at diversification of tenancies, reconfiguration of stock – need for shared accommodation (CYC Houses in multiple occupation), bedsits for under 35.

> Implications of Housing and Planning Act 2016. To define criteria and introduce fixed term tenancies. Consultation / links with LL services

7. **Internal Changes under Consideration**

- Improved communications between Housing Registrations, Housing Options and Landlords services regarding individual support needs, risk management and informed decisions about suitability of accommodation /location.
- As part of the ongoing Housing Restructure, confirm who allocates a property.
- Process of allocation – Real time allocations
- Internal procedure improvement. Accurate information must be available re voids - bed size, floor plans floor level adaptations etc.
- Consider offer process 'reasonable offer' Estate Manager discretion based on discussion / update need
- Housing Registrations / Housing Options improved information and assistance to access alterative tenures shared ownership / Home Buy/ intermediate rents.
- Identify vulnerable at point of interview and what package is - FIT / fixed term tenancy / support / IHMS / affordability assessment prior to sign up
- Improve waiting list system / secondary lists for shared ownership, Sheltered, intermediate rents
- Rename sheltered
- Option to advertise hard to lets on homeswapper similar to property shop
- HMO's in CYC tenancies

- Looking at potential of managing other RSL customers/register who have stock in CYC LA area such as HOME, Joseph Rowntree, Yorkshire Housing
- As part of Housing restructure and financial savings look at design of Housing Options/ Housing Registrations and role of specialist workers
- Explore alternative housing provision via rent a room / supported lodgings for single homeless

8. Staff Consultation

- Staff are in favour of giving up front informed choice to customers
- The quick wins currently in place ensuring there is no unmediated access to the housing register staff have embraced and are really seeing the benefits. Giving customers clear concise advise, realistic information about their chances of being re housed in the York area.
- Housing Options and Housing Registrations are already working more closely together and all agree this is having benefits for both teams however they also believe that it is important to have the two distinct roles and teams.
- Allocating properties rather than advertising is the preferred method of allocation by the majority of staff, the choice with choice based letting is seen as perceived rather than real.
- There is a wish to ensure those in greatest need are allocated the short supply of properties we have staff firmly believe only those in assessed housing need should be registered for social housing in York, and that the policy should be reviewed to look at banding for those currently living at home or living in shared accommodation and children sharing ages.
- There is a wish to offer other options of housing to applicants and a real enthusiasm to work on this area look at tangible options in the York area
- Housing Registrations Staff have a desire to run short lists and allocate properties as the end of the registrations process (this is currently carried out by a team of Tenancy Housing Assistants for CYC properties with the Housing Registrations staff doing this for Nomination properties)
- All staff consulted would like to see the number of offers reduced to one or two
- There is little desire for staff within CYC to remain with the current North Yorkshire Home Choice partnership.
- Specialist workers for older persons, youth workers and mental health are considered essential by all staff

9. **Customer Consultation**

Unfortunately the customer consultation was disappointing in the number of customers taking part, only 5.6% responding with the results being fairly inconclusive. However there were some interesting comments made which are available with the report:

Housing Registration Focus Groups

The 389 applications registered between 01.01.16 and 30.04.16 were consulted regarding the recent changes to the process and further proposed improvements.

Two areas of registrations were identified:

- active or pending applications, current social housing tenants (i.e. those registered for a transfer) and waiting list registrations)not currently social housing tenants).
- those housed

The attached consultation document was used in the focus groups and sent to those being consulted through email or the post.

They were either sent a letter with a freepost envelope for their response, an email or they were invited to attend one of two focus group meetings at West Offices.

Of the 389 tenants who were consulted:

- 301 were asked to give their thoughts
- 61 were invited to a meeting on 31 May
- 27 were invited to a meeting on 2 June

Response:

16 tenants returned their feedback letter
4 tenants emailed
2 tenants attended the meeting on 31 May
0 tenants attended the meeting on 2 June

A total of 5.6 % response

All comments are included in the notes attached.

Summary

Q 1 Which of the following two systems would, in your opinion, be preferable (choose 1)?

a. The current housing allocations system is Choice Based Lettings. Within this system it is your responsibility to look at the available properties and bid for appropriate ones.

b. An alternative system is for us to have a team who would allocate properties. We would need to get more information when you apply about what properties/areas you would be interested in and an offer would be made based on this.

A total of 18 responses were received. Of those:

10 (55%) gave a) as their preference

8 (45%) gave b) as their preference

Q 2 Which of the following two systems would, in your opinion, be preferable (choose 1)?

a. Applicant completing a paper form or on line form, submitting it then waiting for a member of staff to contact you requesting proofs and/or further information.

b. No application form but all applications processed over the phone or by making an appointment for an interview, with proofs either being brought to the interview or emailed.

A total of 19 responses were received. Of those:

9 (47%) gave a) as their preference

10 (53%) gave b) as their preference

Q 3 Do you think applicants would benefit from (choose 1):

a. Being able to view their application on line to make sure it is up to date? or
b. Being able to view and update their application on line (which would then require further checks / proofs)? or
c. Being able to view their application on line and message required changes to relevant team?

A total of 19 responses were received. Of those:

9 (47%) gave a) as their preference

2 (11%) gave b) as their preference

8 (42%) gave c) as their preference

Q 4 We currently have over 1,600 people on our housing register with about 500 empty properties each year. At the moment around 540 of those on the register do not have any housing need.

- Do you think the policy/register should be streamlined so that people with no housing need don't access City of York Council Housing?

A total of 16 responses were received, of those

9 (56%) said yes

7 (44%) said no

Q 5 At the moment people who are registered for housing can refuse up to 3 properties. Refusal of properties results in properties remaining empty for long periods and loss of rental income. If they refuse 3 they are taken off the register for 12 months.

- In your opinion is 3 properties too many?
- If so how many properties could they refuse?

A total of 19 responses were received, of those:

7 (37%) said 3 properties is too many

10 (53%) said 3 properties is the right number.

1 (5%) said no 3 properties is not enough

1 (5%) said 3 properties is not too many

The suggestions given as alternative number of properties to offer were:

1 respondent suggested 1 property

3 respondents suggested 2 properties

1 respondent suggested 5 properties

Q 6 We do not hold any registers for affordable housing (access to buy property at a certain % below market value); intermediate rents (80% of market rent) shared ownership properties (purchase a percentage of the property and pay rent on the rest), these can be an alternative to renting for some people.

- Do you think this would benefit people?
  A total of 16 responses were received, of those:

    13 (81%) said yes

    1 (6%) said no

    2 (13%) said not sure

Several comments were received as listed below..

Its fine as it is

A photo and very brief description is not enough to weed out those who would then turn it (the property) down. If the listings were more like a rental website you would surely cut down time wasters because they could make an informed decision before they bid and therefore you could reduce the offer of 3 properties. Currently you have to bid to see if the property suits.

I think that everyone expects everyone to have internet - not everyone can get to or afford this. Maybe sending a text about property that might be of interest would be a good idea. Its like I have been told I have cancer and have just got out of hospital I haven't been able to bid on any poperties and was told if I don't my name will be removed. The Council hasn't been very helpful at all even th eoverpayment of council tax £20 owed to me was sent (cheque) to my husband at his house in both our names we have bot told the council we are sperated and all the cheque were sent by me in my name but its still to difficult to have my refund cheque sent to me at my address.

I do not have a computer so have to rely on my son to access the site for me. I dont know how long he will be able to do this for me as he has just been diagnosed with terminal cancer.

I think at certain times a 2 bedroon accomodation could be offered to a couple

There is a lot of reference to on line and telephone communication both of which are a nightmare to me and many others, I use a lap top less and less because of being unable to keep up with modern jargon, and my hearing is very poor and mostly I guess what caller is saying especially if English is not callers first language, I prefer written communication. Lettings, I lived in previous property at Poppleton for about 50 years and in present property 6 years and the only property I was offered after my wife was hospitalised after a serious stroke was in Ascot Way Acomb. I turned it down decause someone had kicked back door in and I had found out my wife would not return home. turning that property down was one of my many regrets and wish that I could turn clock back, I would even now consider taking it. The point of all this is that the Council allocated me a dwelling on information they had on me and they got it right, my grief and confusion at the time clouded my judgement, in my opinion why change a system that works. Trust is a two way thing.

In answer to question 1 - The first option to look for your own house and bid has the drawback of only being suitable for those with internet access and a computer to do the searching. Fortunately at the moment I live in an area with good internet speeds and have my own computer, if I had to access your web site through an internet cafe of library it would take me far longer to search for a suitable proprty. Many older people looking to downsize (as am I) may not be able to understand how to use a search engine, let alone a computer, and would be disavantaged by this being the only way to search for a new home. The second option of having to allocate properties has a lot of plus points as it levels up the playing field for those without computers. I would suggest that a combination of the two would be more suitable, The properties could be listed online for those with internet access, but a team could be made responsible for allocation to those without, especially the elderly who may become confused with the process.

In answer to Qn 2 - Again, for those with internet access option 1 is preferable, but I am sure there are still many without access. Option 2 makes more sense as the interviewer will know which questions to ask to ensure that the properties are allocated to the right person so as to prevent the same person moving multiple times to find the right home.

In answer to Qn 3 - Applicants should be able to view their application online and then message required changes to a team, This would ensure that the changes are entered correctly and proofs requested in a timely manner.

Yes, I do believe that only those with a housing need should be registered with York Council housing. BUT I do not see why houses should remain empty for a prolonged period, if people are desperate for a house they should be able to see the property and make their minds up within 3 days to move into the property within 2 weeks. sometimes people have very specific needs - taking myself as an example I need to live near my daughter in Wiggington due to progressive health problems and my property 10 - 15 mis away would defeat the object of moving to York as she would not have the time to travel, see to my needs and then get home to her family to see to their needs (she works shifts as an emergency medical technician on York ambulances and has an 18 month old daughter).
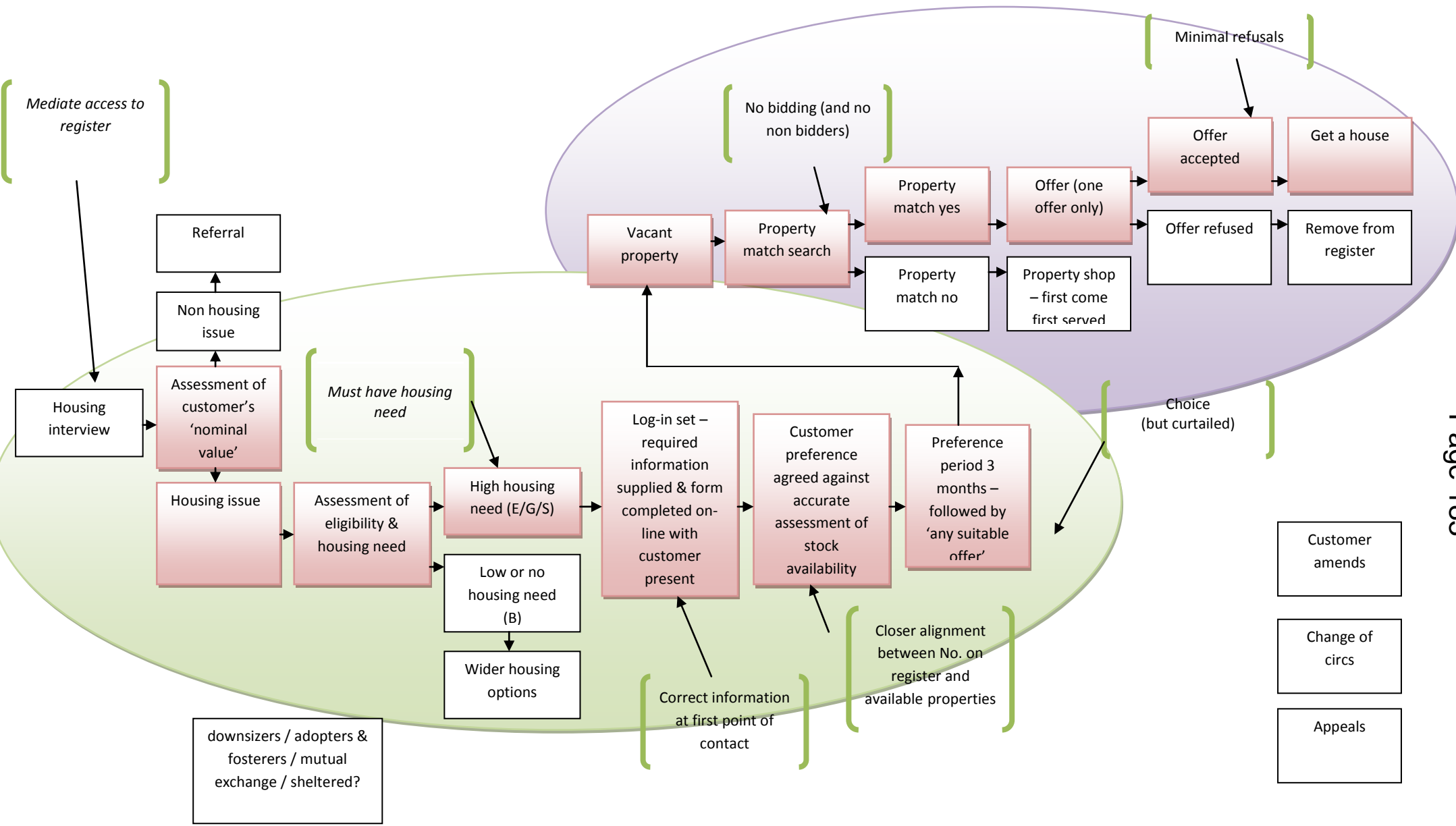
I personally believe that council housing should only be for those with low incomes and that council houses are so few that no more should be sold unless others are built to replace them. But that seems very counterproductive if the houses are being sold at below market value as it would cost more to build a new one. The shared ownership is a good idea for young families on a low income but (again) these should be seperated from standard council housing stock and built for this purpose only.

Allternative system - do you already do this when a direct offer is made in some cases? If so, you should keep this option when the team feels a direct offer would help to make best use of what properties are available.

Qn 4 - Most people on low incomes do have housing needs and can be in bad, expensive, insecure tenancies. Their hopes and aspirations for a home with security would be crushed by such a policy.(

Qn 5 - The present system of bidding for properties should work for most people and if they refuse what they have bid for then be removed from list

Qn 6 - Perhaps just provide information to point people in the right direction to the providers of such properties rather than the Council take on the cost of creating and staffing such a register.

Minimal refusals

Mediate access to register

No bidding (and no non bidders)

Referral

Offer accepted

Get a house

Non housing issue

Vacant property

Property match search

Property match yes

Offer (one offer only)

Offer refused

Remove from register

Housing interview

Assessment of customer's 'nominal value'

Must have housing need

Property match no

Property shop – first come first served

Choice (but curtailed)

Housing issue

Assessment of eligibility & housing need

High housing need (E/G/S)

Log-in set – required information supplied & form completed on-line with customer present

Customer preference agreed against accurate assessment of stock availability

Preference period 3 months – followed by 'any suitable offer'

Customer amends

Low or no housing need (B)

Change of circs

Wider housing options

Closer alignment between No. on register and available properties

Appeals

downsizers / adopters & fosterers / mutual exchange / sheltered?

Correct information at first point of contact

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Table of Options

Decision	1	1	1	2	2		3	3	4	4	5
OPTIONS	Remain with NYHC	Leave NYHC and operate only as CYC	Leave NYHC but form a mini partnership (e.g. with Selby & Ryedale)	Retain Abritas IT system	Change IT system	Self assessment tool	Remain choice based lettings	Allocation	Retain online waiting list application system	Adopt personal interview approach (no physical application form)	Amend policy
Option 1	✓			✓		✓	✓		✓		✓
Option 2	✓			✓		✓	✓		✓	✓	✓
Option 3	✓				✓	✓	✓		✓		✓
Option 4	✓				✓	✓	✓			✓	✓
Option 5		✓			✓	✓	✓			✓	✓
Option 6		✓			✓	✓		✓		✓	✓
Option 7			✓		✓	✓	✓		✓		✓
Option 8			✓	✓		✓	✓	✓	✓		✓
Option 9			✓		✓	✓			✓		✓
Option 10			✓		✓	✓			✓	✓	✓

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Communities & Environment Scrutiny Committee   18th July 2016

Report of the Assistant Director – Housing & Community Safety

Housing and Planning Act 2016

Summary

1. The purpose of this report is to update members of the committee on the legislative changes arising from the introduction of the Housing and Planning Act 2016, as they relate to the housing service and to consider the likely impact on our tenants.

Background

2. The Housing and Planning Bill received Royal Assent on the 12th May 2016. The Act consists of 8 Parts:

    Part 1: New Homes in England

    Part 2: Rouge landlords and letting agents in England

    Part 3: Recovering abandoned premises in England

    Part 4 Social housing in England

    Part 5: Housing, estate agents and rent charges: other changes

    Part 6: Planning in England

    Part 7: Compulsory purchase

    Part 8: General

3. The main elements that impact on the councils housing landlord function fall under Part 4: Social housing in England. Within Part 4 there are six chapters:

    Chapter 1: Implementing the Right to Buy on a voluntary basis

    Chapter 1: Vacant higher value local authority housing

Chapter 3: High income social tenants: mandatory rents

Chapter 4: Reducing regulation of Social Housing Etc

Chapter 5: Insolvency of Registered Providers of Social Housing

Chapter 6: Secure Tenancies Etc

Analysis of the Part 4 of the Act

4. Part 4: Chapter 1 – Provides the legal framework for the deal struck between government and the National Housing Federation (the representative body of housing associations) for the voluntary introduction of the Right to Buy for housing association tenants in return for full compensation for the discounts incurred. Discounts for housing association tenants will be at the same level as the discounts for local authority tenants. In essence it enables the Secretary of State to pay a grant the housing association to cover the cost of the discount given.

5. This chapter in itself does not affect our tenants, however what this chapter does not include is where the money will come from to cover the grant, this is covered in chapter 2, which does impact on the council housing stock.

6. Part 4: Chapter 2 – This chapter sets out that the Secretary of State is empowered to require local authorities to make a payment to government calculated by reference to the market value of their "higher value" housing stock. The detail of what will be classed as "higher value" has not yet been set out, this will be done through regulation.

7. Local authorities will have a duty to consider selling such (higher value) property when it becomes vacant. The legislation provides for the possibility of the payment to government being reduced by agreement provided that the money is approved, for example to enable it to lead on new build housing.

8. The act sets out that the amount of the payment must represent an estimate of:

    (a) the market value of the authority's interest in any higher value housing that is likely to become vacant during the year, less

    (b) any costs or other deductions of a kind described in the determination.

9. The detail of both the definition of what the government will class as "higher value" and the mechanism by which government will calculate the amount owed by each stock retaining authority has not been set out yet, this will be provided in regulations. What the act is clear about though is that regulations may define "higher value" in different ways for different kinds of housing, different local housing authorities or different areas.

10. Given that the detail of the regulation has not yet been determined it is difficult to estimate the exact impact on any particular local authority. In February 2016, Executive considered the revised HRA Business Plan, which included and estimate of the likely impact of this element of the legislation (based upon a flat threshold) which was, over the life of the business plan estimated to be in the region of £100m - £215m.

11. The purpose of this element of the legislation is to provide the receipts from the sales of vacant "higher value" homes to fund the costs of the introduction of the voluntary Right to Buy to housing association tenants. It is also proposed that the money raised will enable the provision of a replacement 'affordable home' for every "higher value" home sold. However, there are no stipulations on the tenure or location of replacement homes. This could lead to social rented properties being sold in one area and replaced with a "starter home" in a different part of the country.

12. Part 4: Chapter 3 – This element of the legislation has been termed 'Pay to Stay'. The Act empowers the Secretary of State to set the rent for high income local authority tenants, high income outside of London is classed as £31,000. The threshold will be increased by Consumer Price Index on an annual basis.

13. The Act requires local authority tenants to declare their income to their landlord and allows local authorities to share the data with HMRC in order to verify the information.

14. Increased rents will be calculated on a basis of an additional 15p rent for every extra pound earned above the income threshold. However, tenants in receipt of housing benefit (or who would be eligible to receive it if their rent were increased) will not be affected.

15. Local authorities will have to return any additional income (minus administrative costs) to the Treasury.

16. Housing association are not subject to the policy, however they could choose to implement a pay to stay scheme.

17. It is difficult to estimate the impact of this element of the legislation as income levels for our tenants is not data that we currently collect. As an authority we do have some of this data through housing benefit claims, although it is currently unclear if this data will be passported from the housing benefit system into housing services. Some early assessment has been undertaken and it is felt that the number of tenants that will be affected by this element of the legislation in York is relatively low. However, a point to note is that data will need to collect data for all tenants which will be a significant additional administrative burden upon the authority.

18. <u>Part 4: Chapter 4</u> – This element is focused on the regulation of social housing and in particular housing associations. A part of the National Housing Federations deal with government on Right to Buy was that the regulation of housing associations would be reduced. The changes predominantly relate financial elements, key ones being the removal of the need to obtain consent to dispose of property and the removal of the power of the HCA to recover finance for social housing if it is sold outside of the social sector as a result of a lender recouping loans or if the landlord is wound up or put in administration.

19. <u>Part 4: Chapter 5</u> – The element sets out a special administrative regime for private registered provides that are at risk of entering insolvency proceedings. The objective is to ensure that the housing remains in the social sector.

20. <u>Part 4: Chapter 6</u> – This chapter introduces significant changes to the law around secure tenancies and minor changes for introductory, demoted and family intervention tenancies. The majority of the impact of this section of the legislation therefore falls on local authority tenants not housing association tenants.

21. The provisions aim to phase out "tenancies for life" and replace them with fixed term tenancies. The Act provides that the statutory minimum fixed term will be 2 years and the maximum permitted fixed term will be 10 years, or where notified that a child under the age of 9 will live in the property, the maximum can be extended beyond 10 years to cover the period of time until the child turns 19, to cover the time a child is in secondary education.

22. Ministers were clear during the passage of the Bill that they expect that the 'norm' will be 5 years fixed term tenancies.

23. The changes will apply to new tenancies only, except where a tenant is required to move by their landlord.

24. The legislation also introduces changes to succession rights. Family members other than partners lose their automatic right to succeed to a tenancy if they have lived with the deceased tenant for the previous 12 months.

25. The detail about how this will be implemented is currently being drafted by government. A Task Group including representatives from local authorities has been convened and we expect draft regulations to be issued shortly.

Consultation

26. This report is for information only and therefore no consultation has been carried out.

Options

27. This report is for information only and therefore there are no options.

Analysis

28. The analysis of the impact of the Act is set out in the body of the report.

Council Plan

29. This report is for information only.

Implications

30. Whilst some of the broad implication of the Housing and Planning Act are known and set out above, given that significant parts of the implementation of the Act will be through regulation, the detail in some areas is still unclear. As regulation comes forward the detailed implications will be considered.

Risk Management

31. There are clearly a number of significant changes that the Act introduces that could impact on the council. The two likely biggest risks are the loss of affordable housing through the need to consider selling "higher value' homes and the financial risk to the HRA Business Plan associated with paying the levy. The details of exactly what the level of risks will be is

not know at this point in time. Once regulation is received from government this will be assessed and any impact and risk reported to the councils through its governance structures.

Recommendations

32. The report is for information only and therefore there are no recommendations.

Contact Details

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Report Approved ✓ **Date** *8ᵗʰ July 2016*

Wards Affected: *List wards or tick box to indicate all* **All** ✓

For further information please contact the author of the report

Communities & Environment Policy & Scrutiny Committee – Workplan 2016/17

Dates	Work Programme
29 June 2016 @ 5:30pm	1. Attendance of the Exec Mbr for Environment – Update on Priorities & Challenges (confirmed) 2. Report on Riverside Improvements (Dave Meigh) 3. Scoping Report on Ward Funding & Commissioning Review (Mary Bailey/Charlie Croft) 4. Workplan 2016/17
18 July 2016 @ 5:30pm	1. Attendance of Exec Mbr for Housing & Safer Neighbourhoods – Update on Priorities & Challenges (Cllr Carr) 2. CYC Year End Financial & Performance Monitoring Report (Patrick Looker) 3. SYP Bi-Annual Performance Report & an Update on Drug Related Crime & Disorder (Jane Mowat) 4. Attendance of North Yorkshire Police (Deputy Commander Charlotte Bloxham - attendance confirmed) 5. Consultation on Draft Alcohol Strategy (Nick Sinclair) 6. Housing Allocations Policy Development Review Draft Final Report 7. Update Report on the Housing & Planning Bill (S Waddington) 8. Workplan 2016/17
21 Sept 2016 @ 5:30pm	1. CYC First Qtr Finance & Performance Monitoring Report (Patrick Looker) 2. Update on the work of AVANTE (Alcohol, Violence & Night-Time Economy) (Tanya Lyon) 3. Workplan 2016/7
16 Nov 2016 @ 5:30pm	1. Attendance of North Yorks Fire & Rescue Service 2. Update on the work of the Substance Misuse Team (Leigh Bell / Sharon Stoltz) 3. Workplan 2016/7
25 Jan 2017 @ 5:30pm	1. CYC Second Qtr Finance & Performance Monitoring Report (Patrick Looker) 2. Safer York Partnership Bi-Annual Performance Report (Jane Mowat) 3. Safer York Partnership Update on Domestic Violence (Jane Mowat) 4. Update on the Community Safety Unit (Jane Mowat) 5. Workplan 2016/7
15 March 2017 @ 5:30pm	1. CYC Third Qtr Finance & Performance Monitoring Report (Patrick Looker) 2. Workplan 2016/7
17 May 2017 @ 5:30pm	1. Draft Workplan 2017/18

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