

# Impact on the need for Supporting People services arising from population growth in the four Sustainable Community growth areas

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A separate guide to the Excel model used to estimate and project housing related support is available.

# 1. Executive summary

## 1.1 Introduction

The four *Growth Areas* were identified by the Department for Communities and Local Government (DCLG, then the Office of the Deputy Prime Minister) in 2001 regional planning guidance. The approach was developed in *Sustainable Communities*, published in February 2003. The Growth Areas are:

- Thames Gateway (TG)
- Milton Keynes and South Midlands (MKSM)
- London-Stansted-Cambridge-Peterborough (LSCP)
- Ashford

Targets for 667,330 new dwellings for the period from 2001 through to 2026 across all four Growth Areas have been established. The targets include the number of affordable dwellings to be provided which is set at 50% for London boroughs and from 25 – 40% elsewhere.

This report considers how the need for housing-related support, funded through the Supporting People programme, is likely to change as the population in the Growth Areas continues to grow and change. It also considers how local authorities within the areas can work together effectively to meet the needs of vulnerable people.

## 1.2 Progress against the Growth Targets

Information on completions of new housing in the four Growth Areas to the end of 2007 suggests that LSCP and TG in overall terms were in line with targets, MKSM was a little way behind and Ashford was significantly behind. There were substantial variations between individual authorities within each of the Growth Areas. The position with regard to affordable housing completions was far less encouraging. The overall target for the four areas was 32% (approximately 200,000 new units). Actual completions were running at around 12%.

	Overall progress: completion of new dwellings	Progress against targets for affordable dwellings
Thames Gateway	29.6%	14.2%
MKSM	22.7%	19.8%
LSCP	28.3%	13.6%
Ashford	13.6%	3.5%

The individual local authority targets are intended to be realised between 2016 and 2026 for different authorities. For the purposes of this report, and in full awareness of current

housing market difficulties, we have assumed the programmes will be achieved within the planned timescales and that the targets for affordable dwellings will also be achieved.

### **1.3 Housing market difficulties**

The recession from May 2008 has impacted substantially on progress against the targets and will continue to do so. The report assumes progress will be restricted until 2011-12. Others argue for a longer time frame. Ashford shows a clear example of this where both completions and starts have effectively ground to a halt. The picture elsewhere is more variable. The report assumes that the programme for market developments will operate at only 25% of target in 2008-9, 15% in 2009-10; 25% in 2010-11 and will thereafter catch up with itself. The affordable programme is also affected though less dramatically.

### **1.4 Changes to the Supporting People Programme**

Supporting People grant is undergoing substantial changes: from April 2009 the Supporting People ring fence was lifted and a range of national indicators for local authorities was introduced, two of which correspond to established Supporting People objectives. From April 2010, Supporting People grant will be included within Area Based Grants.

### **1.5 Method for establishing the need for housing related support**

The need for housing-related support has been based on local or national data as relevant for each client group. For projection purposes, the *population in need* has been calculated as a percentage of the *population at risk* in respect of each client group. The population at risk is in turn calculated as a percentage of the base population by age band. The calculation of need takes account of the balance between accommodation and non accommodation based services, cross authority movements and has been deflated to take account of any overlap between the individual client groups.

The Supporting People client groups have been condensed into three super groups corresponding approximately to those used by DCLG for the National Supporting People Strategy consultation in 2005:

- Older people
- Older people with support needs, older people with dementia / mental health problems, frail elderly
- Support with Care
- People with learning difficulties and people with physical disabilities
- Other/Socially Excluded
- Generic services and services for people with AIDS/HIV, homeless families, people with mental health problems, people who misuse drugs or alcohol, offenders, mentally disordered offenders, refugees and asylum seekers, rough sleepers, single homeless, teenage parents, travellers, women at risk from domestic violence, young people at risk and young people leaving care.

## **1.6 The prevailing situation: under supply of housing related support**

Based on the method adopted for this report, there would appear to be a current shortage of services for older people across all the Growth Areas of around 14% (22,000 units), ranging from 12% in Thames Gateway authorities to 16% in the local authorities within the LSCP growth area.

Comparing the current need, based on the method used in this report, and the current supply of Supporting People services for people with learning disabilities and physical disabilities there would appear to be a shortfall of around 32,000 units. This can be explained by a number of factors. Some local authorities do not identify Supporting People units for these client groups in their standard returns and the support needs of many people within these groups may be met by other non-Supporting People services.

The method used shows a shortfall for all other groups of around 11% overall (at 4,600 units) across all the Growth Areas.

## **1.7 Projected changes in the need for support services**

The projections of future housing related support needs in the report are based on three scenarios:

- The first assumes that the new population will be the same as the existing population (for that particular authority) both as regards household composition and the likely need for support services.
- The second is intended to show the revised impact on need for support services if the new population were to be generally younger, i.e. mainly of working age and with fewer children when they first move in.
- The third shows the impact were the affordable housing provision element to house a significant profile of older people (which many of the authorities interviewed assume it will).

Based on the scenarios, the numbers of additional units needed across all four Growth Areas by 2026 are estimated to be within the following ranges:

Older people: 44,000 - 74,000  
Support with care: 3,000 - 7,300  
Others/ socially excluded: 980 - 5,400

## 1.8 Consultation with the local authorities

A workbook and guidance notes was generated for each authority feeding back to them our understanding of the local population profile; the current provision of housing related support and detailing the risk and needs factors. They were asked to comment on and amend where necessary their data as well as supplying us with other relevant documentation. This was an onerous task, which only a few were able to complete in full.

## 1.9 Excel model

Excel models have been developed to estimate current and projected housing-related support needs based on population growth. Three generic versions of the model are available, containing population data at district level as follows:

CLG-G1.xls North East, North West, Yorkshire & Humberside

CLG-G2.xls London, South East and South West

CLG-G3.xls East and West Midlands, East

The generic models are blank templates into which data can be entered for each client group. The population projections can be adjusted based on assumptions regarding household composition and local information on household growth. These models are available for any local authority to use and are free to order from [product@communities.gsi.gov.uk](mailto:product@communities.gsi.gov.uk).

Pre-completed versions of the models are available for all 26 local authorities within the Growth Areas. These models are available from Civis Consultants ([admin@civis.co.uk](mailto:admin@civis.co.uk) 020 7793 9213)

## 2. Abbreviations

Thames Gateway (TG)

The London Stansted Cambridge Peterborough corridor (LSCP)

Milton Keynes and the South Midlands (MKSM)

South East Region Implementation Group (SERIG)

Supporting People East Region Group (SPERG)



## 3. Introduction

### 3.1 The Original Brief

The brief for this research programme was issued by the Department for Communities and Local Government (DCLG) in February 2008; the research was undertaken between April and November 2008. The key question to be addressed was:

Whether and to what extent will increased housing development in Growth Areas result in increased need for housing support?

The four Growth Areas are:

- Thames Gateway (TG)
- The London Stansted Cambridge Peterborough corridor (LSCP)
- Milton Keynes and the South Midlands (MKSM) and
- Ashford

A subsidiary theme to be explored in the research flowed from the complex boundaries of the Growth Areas and strategic changes in the way housing related support services are to be provided. The brief called for guidance on how authorities within Growth Areas can work together effectively to meet the need for housing-related support.

### 3.2 This report

The outputs of the review were threefold:

- this report which describes the background; the process for estimating future housing related support need in the Growth Areas; and the estimates themselves;
- a model for the estimation of need, which is an Excel workbook available as a completed exercise for each of the 26 local authorities covered by the review and as a separate generic template for completion by other authorities wishing to make similar estimates;
- a guide to Excel models.

### 3.3 Supporting People and growth

The Supporting People programme was launched in 2003, bringing together a number of funding streams into a single grant payable to administering authorities. New guidance was developed on the range of services eligible for the grant with comprehensive procedures for administering and monitoring its use. Supporting People is targeted at a wide range of client groups and service types and, despite the new guidance, the boundaries with other services can sometimes overlap or remain blurred. This affects assessment of the need for support for particular client groups and, where possible, we have taken this into account both in assessing need and in estimating whether that need is being met.

DCLG, then the Office of the Deputy Prime Minister (ODPM), published a national strategy for the programme based on four key themes:

- keeping service users at the heart of the programme and of the local delivery of the service
- building on the already successful partnerships with the Third Sector
- delivering effectively in the new local government landscape; and
- working towards better efficiency and less bureaucracy

The impact of the last two themes, in particular, on the assessment of need in the Growth Areas is explored in Section 10 of the report.

The national budget for the Supporting People programme has been reduced over the past few years. The overall budget will continue to reduce during the current Comprehensive Spending Review three-year settlement. These reductions are, at least partly, intended to reflect the efficiencies achieved through a fairly substantial programme of retendering. A number of the authorities interviewed for this review, nonetheless, report either a historic shortfall in specific types of housing related support and/or pending reductions in their Supporting People budget. This then clearly impacts on their perceptions of the total volume of unmet housing related support needs. The authority-by-authority analysis undertaken also suggests some areas where there is over provision of particular types of service.

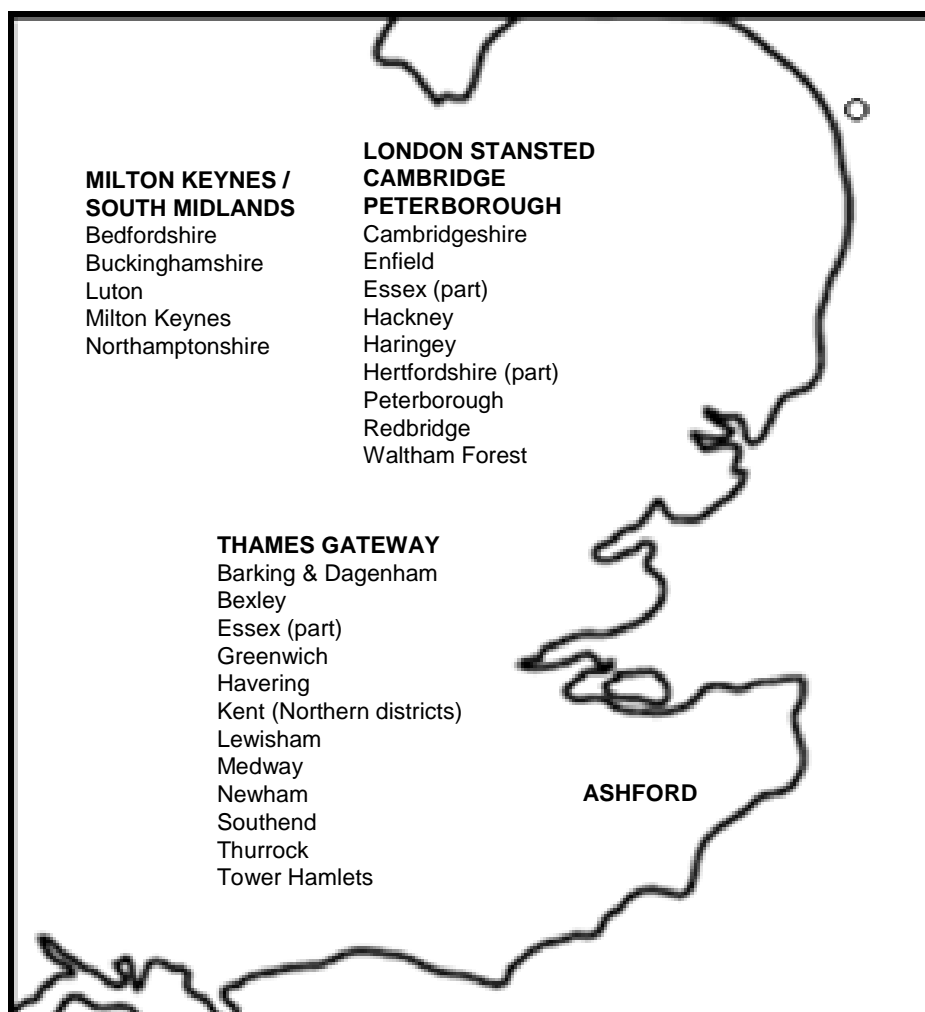
The current mechanism for calculating Supporting People grant per authority does not take account of growth. Individual authorities, on the other hand, have undertaken a wide range of reviews to understand current and future changes in need and demand. The major preoccupation of the programme to date, at both a national and local level has, therefore, been more to do with rationalising and reworking the inheritance of housing related support services rather than any significant attention to planning for housing growth. The major exception to this being older people's services which, because of the so-called 'demographic time bomb', have received considerable attention. The introduction of Supporting People has led many local authorities to review the type of service provided to older people. In particular, and with a mixed reception from older people themselves, many authorities have started to dismantle sheltered housing to replace it with support services that are not tied to accommodation. An argument to surface more than once during the review was that the future impact of need for housing related support for older people will be so massive as to require a dedicated funding programme that is separate and additional to the Supporting People programme.

This review, therefore, by providing a model for estimating housing related support in the four Growth Areas, is equally applicable to any local authority setting where there is a desire to estimate future changes in support needs.

### **3.4 The Growth Areas**

The geography of the Growth Areas in planning terms is fairly complex:

- There are three sections to Thames Gateway: seven London Boroughs (the Gateway to London grouping), two authorities north of the Thames including part of Essex; and two to the South, Medway and part of Kent.
- Milton Keynes and the South Midlands consists of five Supporting People authorities.
- The London Stansted Cambridge Peterborough (LSCP) corridor consists of nine Supporting People authorities some of which only partially sit within the growth area.
- The Ashford Growth Area is contained within a single borough council which is not a Supporting People administering authority but rather one of 12 district and borough councils within Kent County Council.
- Parts of Essex to the West and North are included in the London Stansted corridor and parts to the South in Thames Gateway.



**Figure 1.** Local authorities included in the Growth Areas.

### 3.5 Demographic Change

Demographic change is equally complex:

- In many districts the number of households projected by DCLG, on the basis of ONS trend-based population projections, exceeds the number of households that would arise from the published growth targets.
- The number of households projected by DCLG and ONS continues to grow after the individual district growth periods have ended.
- To estimate the effect of Growth Areas on individual local authorities we have had to take into account the population growth in non-growth districts within that local authority

We have adjusted the ONS population projections to take account of the difference between the underlying growth in households projected by DCLG and the household numbers arising from the growth targets. From the end of the growth target period it has been assumed that grow will resume at the rate originally assumed by DCLG.

To model the housing-related support needs of the changing population we have included three scenarios, as follows:

- The first profile would replicate the existing population profile in each area to provide a baseline scenario from which a comparison could be made.
- Scenarios two and three offer differing profiles informed by data on the type of housing stock likely to be provided and assumptions about migration trends.

Given the varying completion dates for the various growth targets to be achieved (they appear to vary between 2016 and 2030) we have modelled to a common fixed target date of 2026 and incorporated assumptions about ageing and births and deaths during that period.

### 3.6 New Housing Provision

The growth strategies per se commenced in 2003<sup>1</sup> and so in each area some part of the new provision has been completed. We have broad-brush information on the volume and type of that accommodation from both the regional spatial strategies and the interviews with authorities. A small number of authorities were, until fairly recently, well ahead of target and others were largely on track. Those early successes have, of course, been followed by the very sharp down turn in new housing starts and completions as a consequence of the current economic circumstances. The projections, therefore, in fairly broad terms, take account of the current down turn in the market but then assume that the programme will revert to annual targets in a few years time. Our model has been set up to allow the projections to be amended if the programme does not revert to the original targets in future years.

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<sup>1</sup> *Sustainable Communities Plan* Feb 2003. They were then substantially enhanced in volume in 2006

One respondent pertinently commented that ‘the buildings you build is the population you get’ which might prove to be the strap line for this report. The regional spatial strategies tell us numbers of new housing units to be built each year and the basic split between affordable and other forms of accommodation but not much else. We needed to get a sense, therefore, of the extent to which new housing provision was needs driven and the extent to which it was market driven. For instance, were the new stock to consist primarily of high-density small flats and houses then this would clearly be a major determinant of the subsequent population profile.

There is fairly limited information on this<sup>2</sup> that can be derived from the literature on earlier phases of new town development. Instead we used the local authority interviews and local strategic documentation to identify any key pointers for the new provision (e.g. an extra care scheme being incorporated) that would give some greater detail to the proposed housing programme.

### **3.7 Risk and need**

This report, therefore, describes current assumptions about what the housing targets for the Growth Areas will generate in terms of affordable versus ‘other’ forms of provision<sup>3</sup> and the numbers and the age profile of the people who will live in that stock.

The major task for the review then is to extrapolate from that population data, estimates of their housing related support needs.

The review took as its starting point a similar exercise that had been undertaken for the National Housing Federation to estimate the need for housing related support in London<sup>4</sup>. This provided a basic method which we have used to develop a new needs assessment model. The model, which was used in the preparation of this report, is available as an Excel workbook.

Early attempts to calculate need were commonly based on prevalence data such as the number of cases of learning disability per hundred thousand of the population. It has long been accepted (and is one of the key principles in the National Housing Federation model and our own) that prevalence does not equate with need for, in this instance, housing related support. So, for example, some of those people with a particular support need may meet this through private means; others through their family or informal carers and others (rightly or wrongly) will simply never present themselves as in need of support.

Prevalence is, therefore, the first filter that is applied. The model then applies a further filter or filters to each of twenty supporting people needs groups. These filters are derived from other national or regional indicators of need (numbers of people on the learning disability or

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<sup>2</sup> See Section 4.4 – The Growth Area / New Town Context

<sup>3</sup> The data available does not enable any estimates to be made as regards growth in private rented accommodation though this will clearly be an element.

<sup>4</sup> Building for All: Identifying the need for supported housing in London – National Housing Federation, May 2007.

Available at:

<http://www.housing.org.uk/Uploads/File/London%20Housing%20Federation/Publications/Building%20for%20all%20-%20summary%20report.pdf>

physical disability register; returns on numbers of homeless families etc). They are commonly also indices of deprivation. This process is described in section 6. It is fair to say that some of the filters are well tested and others less so. Whilst we think that the modelling exercise we have undertaken is as good as it could be given the knowledge that is currently available we have also identified through the report those aspects that we think could and should be challenged or modified as this work is further refined in the future.

### **3.8 The local authority Interviews**

The review entailed a substantial volume of joint work not just with the 25 Supporting People administering authorities and Ashford but also those district and borough councils in a county setting where actual housing growth was planned and other commissioning staff in Social Services departments. In total liaison took place with:

- A further 32 district councils
- ten lead officers for Adult or Children's services in a county council setting

The process followed was:

- An introductory letter from DCLG was sent out with details of the information being sought.
- Each authority was given a contact within Civis
- Twenty face-to-face interviews and around 40 first round telephone interviews took place.

We had hoped, perhaps somewhat optimistically, that this would be sufficient to generate the information that we needed to undertake the modelling exercise. When it became evident that the many Supporting People strategies and other supporting documentation that we received did not contain sufficiently precise information for the modelling to take place, a second and different approach was implemented.

This entailed sending to each Supporting People authority and Ashford an individual excel based workbook and guidance notes which detailed what was known about:

- current Supporting People supply
- any imminent changes to that supply
- three scenarios for the demographic profile of the new population
- the risk and needs factors we intended to apply to the current and projected populations

Authorities were then asked to amend or confirm the data entries and challenge the assumptions as they saw fit. The net result is that there are now 26 working models (i.e. one for each authority) and there is a standard model that we think could be helpful to any authority that wished to assess the extent of housing related support needs.

The interviews were supplemented with three workshops (for each of the Growth Areas apart from Ashford) to provide participants with the opportunity to discuss the approach; identify strengths and weaknesses and ideally suggest solutions.

### **3.9 Working in partnership**

A final round of telephone interviews was then undertaken with 17 of the authorities to explore in more detail the joint planning and joint working implications of what we had learnt from the earlier work.

This was reinforced by both a review of the documentation and further telephone interviews to assess the joint planning and joint working arrangements that were in place across authorities at a regional and sub regional level and how these interfaced (or not) with the Growth Areas. This is described in Section 10 which then goes on to consider the challenges to and the best approaches for effective partnerships to ensure that the housing support needs of vulnerable people in the Growth Areas are considered.

### **3.10 Growth Area projections**

The final task was to aggregate all the different strands of data and all the different projections into four sets of figures for each of the Growth Areas. This information is provided and analysed in Section 6 of the report. And then finally we make a number of recommendations for taking this process further.

### **3.11 Management of the review and other acknowledgements**

Chris O'Leary of Cassiopeia Consulting acted as a consultant to the project. Chris had been involved in the design of the earlier models we have referred to. Additionally he formed part of the team presenting to the workshops.

Peter Brooks created the new model which was used for this report and generated the numerous supporting tables and spreadsheets and much of the related text.

Shaun Bennett undertook a number of the local authority interviews; led on the partnership issues and provided the related text.

A research team of Pam Feldman, Lia Latchford and Bethan Thomas undertook the background research and much of the data analysis and data entry.

John Reading managed the overall project and co-ordinated the drafting of this report.

The review was project managed for DCLG by Helen Courtis.

Some 50 plus local authority leads were consulted regularly through interviews and data collection exercises. The project represented a major volume of work for participating authorities collecting local data; commenting on assumptions etc. It would be fair to say that not all authorities were able to provide the full range of information in the time frame available and that this part of the process could have easily taken some additional months.

## 4. The strategic context

### 4.1 The strategic context for housing support

DCLG's national strategy for Supporting People<sup>5</sup> has provided the strategic context for the housing support programme. However, that context has radically changed with the introduction of major changes to the strategic framework for housing support in England.

At the same time local authorities have introduced changes to their commissioning and procurement arrangements and Section 11 looks at some of those, including the re-commissioning of floating support, the increasing separation of housing from support and the role of extra care housing.

The strategic changes which specifically impact on housing support programme can be summarised as follows:

- Local area agreements
  - Local area agreements form the basis of a new performance framework for local authorities. Local area agreements are based on the 198 indicators contained in the national indicator set.
  - The national indicators include two specific Supporting People indicators although a number of others are also relevant to housing support. Altogether 106 authorities (out of the 150) have included at least one of the Supporting People indicators, either as a designated<sup>6</sup> or local<sup>7</sup> target.
  - In future the achievement of these targets will influence local authority housing support programmes.
- Area-Based Grants
  - Supporting people grant conditions were lifted from April 2009; for 2009-10 Supporting People funding continues to be paid to local authorities as a separate grant. From April 2010 the funding will become part of an enlarged Area-Based Grant bringing together a number of Local Authority income streams. The changes are intended to increase flexibility and enable local authorities to target the need for housing-related support more effectively.
  - The lifting of the ring fence presents opportunities as well as threats for housing support. There are considerable opportunities to integrate business processes for housing support with other local authority processes e.g. contract monitoring. There are also greater opportunities for joint commissioning of services with social care and health funding and for developing integrated contracts. Some of the authorities

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<sup>5</sup> CLG – *Independence and Opportunity – Our Strategy for Supporting People* - 2007

<sup>6</sup> Local Area Agreements must select 35 improvement targets; one approved by the CLG they become *designated* targets.

<sup>7</sup> Local targets may be selected in addition to the designated targets; they will usually relate to outcomes that are seen as important to the area, but which may be less relevant at national level.



interviewed for this research were concerned that the lifting of the ring fence may diminish the preventative focus of the housing support programme, with resources focused on those with substantial and critical needs.

- Individual Budgets

- Supporting People funding has been included as part of the 13 Individual Budget pilots which have recently been evaluated by IBSEN<sup>8</sup>. The purpose of the pilots was to assess whether a number of different revenue streams could be brought together to give individuals greater choice and control over the purchasing of services to meet their needs.
- Individual Budgets are part of the government's personalisation agenda to make services more responsive to individual needs. The pilots involve individuals who are eligible for social care services and do not include people who are eligible to receive Supporting People funding alone.
- The evaluation report found that people who received Individual Budgets were more likely to feel in control of their daily lives. However the evaluation found that there were considerable barriers to the integration of other funding stream into Individual Budgets – Individual Budget managers reported that Individual Budgets had been most successful in respect of integrating Supporting People funding.
- The government is committed to using Individual Budgets as a means of delivering more personalised social care services. Although there is no strategic requirement to deliver Supporting People services for socially excluded groups through Individual Budgets, authorities now have the freedom to do so with the introduction of the new framework for housing support.
- The introduction of Individual Budgets could lead to significant changes for the housing support sector. It may lead to a shift from integrated services to the provision of specialised elements that together form a care and support package, as users are given the opportunity to pick and choose different parts of their package from different providers. Furthermore, some service users may wish to purchase part of their services through an Individual Budget and receive the rest as a commissioned service.

- Supporting People Distribution Formula

- A Supporting People Distribution Formula came into effect from 2008-09. The purpose of the formula is to calculate the distribution of funding on the basis of relative need rather than the historic pattern of services. This clearly has an impact on the level of funding received by individual authorities though measures are in place to limit the degree of change in any one year.

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<sup>8</sup> *Evaluation of the Individual Budgets Programme Final Report – IBSEN – University of York - 2008*

## 4.2 Housing targets

Moving on to housing growth the Housing green paper *Homes for the future, more affordable, more sustainable*<sup>9</sup> sets the overall strategy for housing growth requirements in the UK through to 2020. The report comments that while the housing stock is growing by 185,000 a year, the number of new households is projected to grow at 223,000 a year, many of them people living alone.

The targets set in the paper therefore seek to increase the annual volume of new completions to 240,000 with a view to producing two million extra homes by 2016 and three million by 2020. Of this total target it is intended that 665,000 (i.e. about 22%) should be in the four Growth Areas.

A summary of those targets is attached as Appendix 2. They show the target percentages of affordable housing to be provided vary from 25% in some parts of MKSM to 50% for the London boroughs<sup>10</sup>. The average target for affordable provision across the Growth Areas is roughly 32% suggesting some 215,000 units of affordable accommodation should be built.

National House Builder Council figures<sup>11</sup> show that there were 149,238 new homes completed by NHBC registered builders in the UK in 2008, twenty cent lower than in 2007 (186,505). Applications to start new homes during the same period totalled 106,894 a decrease of 47% on 2007. Private sector activity at 72,114 showed a 56% drop. Housing association applications, by contrast, declined by just 6%.

The output from 2008 is, therefore, well below the 240,000 target and early indications are that the number of completions in 2009 will fall below the 2008 figure and will be the lowest for some years. In the three months to the end of February 2009 new start applications were running at 14,537, a drop of 59% on the same period one year ago. Further it is clear that the credit crunch will continue to impact on the targets for some time to come.

This review is, therefore, drafted at a time when the growth targets are in a form of suspended animation the only positive aspect of which is that it might give us all additional time in which to plan for the housing related support needs of the new population.

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<sup>9</sup> *Homes for the future: more affordable, more sustainable* – CLG, July 2007. Available at: <http://www.communities.gov.uk/documents/housing/pdf/439986.pdf>

<sup>10</sup> Though see 4.5. below for further comment

<sup>11</sup> [www.nhbc.co.uk/Newscentre/Recentnews](http://www.nhbc.co.uk/Newscentre/Recentnews)

### 4.3 Sub-national economic development and regeneration

As described in the next section and elsewhere in the report, the four Growth Areas do not sit comfortably or relate naturally to regional, sub regional or local authority planning frameworks. Those sub national frameworks are changing radically and are currently in a transitional process.

One of the fundamental targets of the Sub-National Review was to establish stronger partnerships for regional growth with one of the specific objectives being to improve housing supply. The original review<sup>12</sup> proposed the abolition of Regional Assemblies with their powers passing to the Regional Development Agencies and then what is essentially the devolution of development and regeneration responsibilities to local authorities acting in tandem.

Key to this review are the proposals to:

- Support effective collaboration by local authorities across functioning economic areas – for example, by establishing Multi-Area Agreements or Economic Development Companies (formerly referred to as City Development Companies).

Some of the reforms require primary legislation for example the power to:

- Enable local authorities to establish statutory sub-regional economic development authorities that enable pooling of economic development resources and responsibilities.

The Multi-Area Agreement process is one of those that has already been taken forward

### 4.4 Multi-Area Agreements

A multi-area agreement is designed to be a cross-boundary local area agreement bringing together key players in flexible ways to tackle issues that are best addressed in partnership – at a regional and sub-regional level.

The Improvement and Development Agency (IDeA) then describes the major issues that Multi-Area Agreements can tackle as including:

- skills deficits
- housing market imbalances
- transport and infrastructure projects
- economic development

IDeA goes on to say:

*Multi-Area Agreements complement and do not duplicate the work of existing Local Area Agreements, the new performance framework or existing regional strategies. You do not*

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<sup>12</sup> Review of sub-national economic development and regeneration – HM Treasury, BERR, CLG July 2007

*need a Multi-Area Agreement where existing sub-regional partnerships are sufficient. The wider spatial level can include partners across towns, cities or sub-regions.*

*Multi-Area Agreements are similar to Local Area Agreements in that strategic partners across boundaries can agree targets and pooling of funding arrangements with their government office. There is a particular attraction to aligning rather than pooling funding at Multi-Area Agreement level to ensure control of spending.*

They would, therefore, seem to provide a helpful framework for planning housing development generally and housing related support specifically in the Growth Areas. It is noticeable, however, that the recently released list of Multi-Area Agreements does not include any of the authorities covered by this review.

#### **4.5 Housing targets by region**

The Sub-National Review sees one of the transitional tasks as being early revisions to the housing targets set in *Homes for the Future*. Those revisions will be incorporated in the various regional spatial strategies which are due to be completed by 2011 and as the Sub-National Review says “*will underpin the national target of 240,000 new homes a year by 2016*”.

The overarching documents, then, at a regional level are the regional housing strategies, which were revised in 2006 and 2007 and so came into effect after the first stage growth strategies had been announced and indeed had begun to be implemented. They contain considerable valuable material. Before commenting on that material it is worth observing that this is the first point at which the real lack of congruence between the geography of the four Growth Areas and of the main planning structures raises its head.

The Thames Gateway growth area, for instance, sits in parts of three regions – London; South East and East of England; Milton Keynes and the South Midlands growth area sits in two – South East and East Midlands; and the Stansted Corridor also sits in two – East Midlands and East of England.

The **Draft Mayor’s Housing Strategy**<sup>13</sup> provides targets for additional housing in London in terms of the additional homes required in each borough between 2007 and 2017. 50% of the target growth is intended to provide affordable homes (which figure is then split 70:30 between socially rented and intermediate homes)<sup>14</sup>.

The strategy makes considerable reference to housing related support needs and so, for instance, asks boroughs to review their homelessness strategies to bring them into conformity with the Mayor’s housing strategy which contains a series of homelessness targets. Additionally the strategy asks boroughs to revise their Supporting People strategies so as to be in conformity with Mayor’s Supporting People housing strategy. The intention at a London wide level is to work with each of the Supporting People commissioning bodies so

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<sup>13</sup> *The Draft Mayor’s Housing Strategy* - GLA, September 2007. Available at: <http://www.london.gov.uk/mayor/housing/strategy/docs/draft-housing-strat-full.pdf>

<sup>14</sup> Inside Housing (November 14<sup>th</sup> 2008) has however reported that these targets are to be scrapped by the new Mayor.

as to attempt to match a target for new supported housing supply of 400 homes each year with Supporting People revenue funding. The strategy refers to working with the London Supporting People Strategic Forum and the local authority sub regional groupings to improve the planning and coordination of housing related support services with regard to cross borough specialised services and the needs of more mobile client groups. Boroughs are encouraged to use the London Supported Housing Needs Assessment Model (in other words the precursor to the model used for this review) to inform their plans for new supported housing for different client groups.

The strategy is noticeably silent on the growth targets as they affect those boroughs in the LSCP or TG Growth Areas.

The South East Regional Housing Strategy<sup>15</sup> projects a need for 32,000 new homes per annum for the region for all tenures. Overspill from London is seen as a key issue and the Growth Areas are additionally meant to alleviate pressure on existing housing stock. The strategy anticipates a significant increase in proportion of single households to 34.5% by 2021. Affordability of the new stock provided is seen as critical particularly in areas near to London.

As regards housing related support, priority groups for the region are defined as those who misuse substances, people with learning disabilities and women fleeing domestic violence. The report also notes upward trends in needs of the frail elderly, teenage parents and young people. To start with they wish to see priority given to self contained units within mixed developments so as to provide move on accommodation from existing Supporting People schemes.

The strategy further refers to the need for support and care packages for vulnerable people who need help maintaining existing tenancies and help for those who are ready to live independently but cannot afford the available accommodation.

The strategy refers to supported housing provision being uneven across the region and notes that a shortfall in Supporting People revenue funding is affecting the development of new supported housing in the Growth Areas.

The strategy covers housing need and investment need based on population trends for the South East region which includes following Growth Areas: Ashford, parts of Thames Gateway (Kent, Medway) and parts of MKSM (Aylesbury District, and Milton Keynes district)

Milton Keynes and South Midlands<sup>16</sup> and Ashford both have strategies that specifically relate to the geography of the growth area.

The various authorities that make up the MKSM Growth Area straddle three regions: the East of England, the East Midlands and the South East. These regional bodies have set targets (revised from the three Regional Spatial Strategies) for housing and economic

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<sup>15</sup> South East Regional Housing Strategy 2006 Onwards

<sup>16</sup> Milton Keynes and South Midlands Sub Regional Strategy: Alterations to Regional Spatial Strategies Covering the East of England, East Midlands and South East of England. Available at: <http://www.go-se.gov.uk/497648/docs/170192/221841/221846/MKSMSubRegionalStrategy.pdf>

growth in urban areas in order to create urban centres and develop more balanced economies across the regions. The majority of development in the regions will be focused on four specific areas: 1) Luton/Dunstable and Houghton Regis, 2) Northampton, Corby, Kettering, Wellingborough, 3) Milton Keynes and Aylesbury, and 4) Bedford, Kempston and Northern Marston Vale. The overall sub regional target for total homes to be built between 2001-2021 is 169,800<sup>17</sup> and for new jobs is 170,990. The strategy provides guidance on the scale, location and timing of development and associated employment and infrastructure to 2021 and the necessary delivery mechanisms for the whole of the sub-region together with specific strategies for each of the Growth Areas. There is little reference to housing related support or support needs generally.

#### 4.6 The Growth Area/New Town context

*Transferable Lessons from the New Towns*<sup>18</sup> is a review of the literature examining lessons learned from the government's programme to develop 32 English New Towns from 1946 that could be used to inform policy and the implementation of the Growth Area strategy. The aim of the review was to identify, where possible, evidence-based findings from previous research and published experience and from this to draw out key lessons relating to the following themes: Delivery of the New Towns, Finance, Creating Communities, Governance, Economic Achievement, Physical Environment, Long Term Sustainability and End User Experience.

In the previous New Towns, one key lesson was that the incoming population was made up primarily of smaller family units with young children. These families overall were younger than the existing population and more likely to be economically active<sup>19</sup>. For this reason, the report suggests that it is important to provide the appropriate social infrastructure to support them. The emphasis in the New Towns was on creating "walking distance communities" through local social infrastructure (such as shops, playgrounds and sports facilities). Education facilities were seen as key to the creation of communities and local social facilities needed to be built before the community moved into the area. The report argues that lifestyles, working patterns, and economics/financial resources will affect who will move into the Growth Areas more than the built form (which was more relevant with the New Towns).

Recently Shelter undertook research<sup>20</sup> in early 2008 in four locations in the Thames Gateway to gain resident views on the new housing developments that they were living in. Key findings relevant to this review include:

- None of the case study areas had development wide systems in place for assessing the support needs of residents.

<sup>17</sup> Subsequently revised upwards to 221,800

<sup>18</sup> *Transferable Lessons from the New Towns* – CLG, July 2006. Available at: <http://www.communities.gov.uk/documents/housing/pdf/151717.pdf>

<sup>19</sup> This demographic profile of the younger, smaller and economically active family therefore provides one of the demographic profiles used in the review. Interestingly the interviews with lead officers in Milton Keynes (one of the original new towns covered by the study suggested that this was only partly true and that Birmingham overspill included families who were not economically active and that the significant volume of accessible accommodation provided attracted large numbers of people with physical disabilities.

<sup>20</sup> *Neighbourhood Watch. Building new communities: Learning lessons from the Thames Gateway* – Shelter, July 2008. Available at: [http://england.shelter.org.uk/\\_data/assets/pdf\\_file/0010/98425/Neighbourhoods\\_Report\\_Low.pdf](http://england.shelter.org.uk/_data/assets/pdf_file/0010/98425/Neighbourhoods_Report_Low.pdf)

- In two of the case study developments approximately one third of residents had serious health problems or disabilities and many had to travel outside their neighbourhoods for support.

#### **4.7 Commissioning housing support for health and well-being<sup>21</sup>**

This joint report by DCLG and the Department of Health had, as one of its purposes, to help commissioners in health, local government and other public services to increase the positive impact of commissioning on the health and well being of their local populations by addressing housing support in their strategies. The report advised commissioners to incorporate housing support into their strategies due to the interdependence between housing health and social care in promoting well-being, e.g. links between supported housing and physical and mental health or homelessness and ill health, and the benefits of early prevention over costly late intervention. Other incentives are that a joined up approach is often needed to meet their targets and organisations are expected to commit to joint partnership working. The report provides examples of how to pool budgets for joint commissioning of housing support and where they can obtain the resources they need, e.g. research done by Supporting People teams and housing associations. There are examples of projects where housing support has achieved service improvement and value for money that can be used as models by commissioners. Section 10 of this report considers such changes to planning and partnership arrangements and assesses how this will impact on housing related support in the Growth Areas.

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<sup>21</sup> *Commissioning housing support for health and well-being* – CLG, CSIP and the Integrated Care Network, July 2008

## 5. Projecting growth

### Introduction

The housing stock growth targets for the four areas flow from the overall targets set in *Homes for the future* and are developed in greater detail in the regional development strategies. In a small number of areas (e.g. Stevenage<sup>22</sup>) the regional strategy overlays an earlier local growth plan and housing completions in the early years may well be ahead of targets.

### 5.1 Programme completions 2001-2007 by Growth Area

We were able to assess programme completions to date through DCLG data on permanent dwelling completions for each housing authority<sup>23</sup>. A table of the targets by district and Supporting People administering authority is attached as Appendix 2. This details the overall targets and the percentage of those targets that are intended to be 'affordable'<sup>24</sup> provision. For the purpose of this report, housing association completions have been treated as the provision of affordable stock. Appendix 2 also shows the Indices of Deprivation national ranking and the rural score (where relevant) for each authority as these are among the determinants of the level of housing related support need.

#### London Stansted Cambridge Peterborough

In terms of the number of years, the period 2001/02 to 2007/08 represents 27% of the way through the programme, running through to 2026/7. During that period some 28.3% of the overall programme had been completed but although broadly on target, this represented only 13.6% of the target for affordable dwellings compared to 37.1% of that for market dwellings.

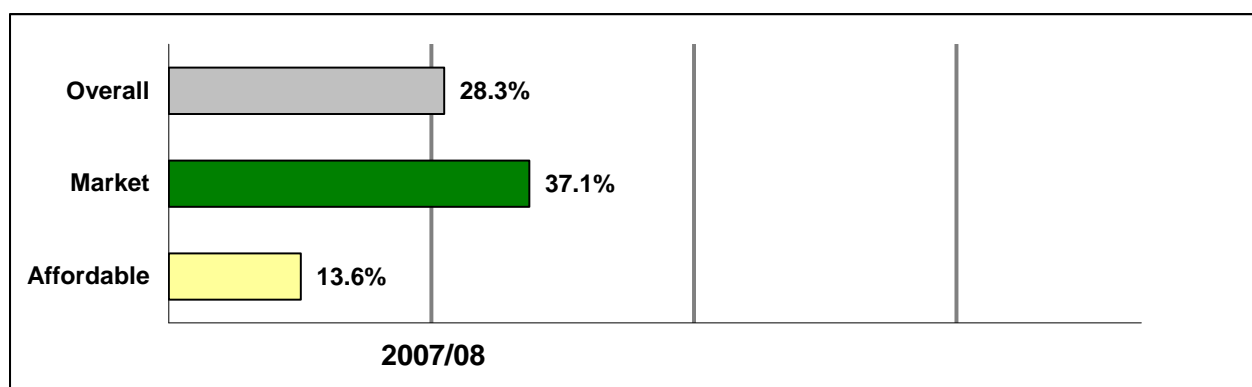


Figure 2. Progress against London Stansted Cambridge Peterborough growth targets. Source: CLG

<sup>22</sup> In Stevenage the earlier new town strategy included significant developments in adjacent district councils. Those district councils now have their own growth targets the result of which is that Stevenage is now seen as somewhat underperforming.

<sup>23</sup> Table 253 House building: permanent dwellings started and completed by tenure and district, CLG

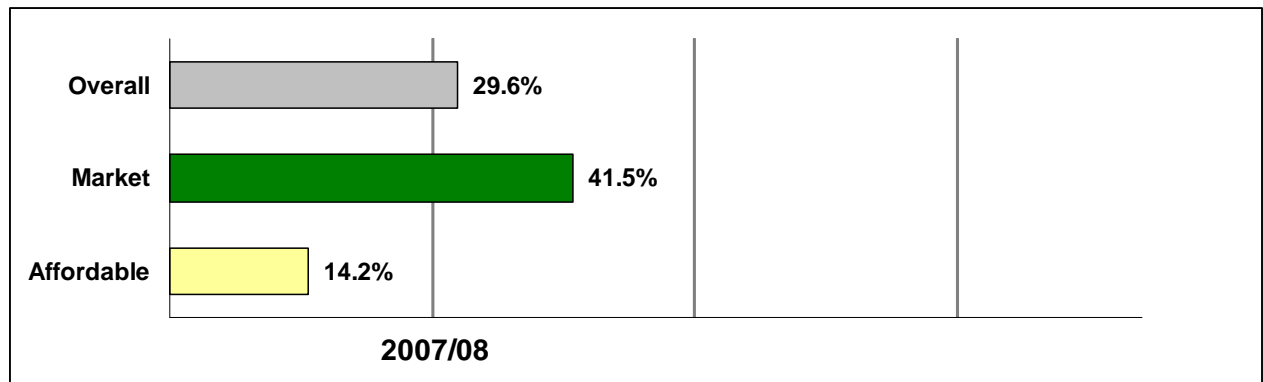
<sup>24</sup> Affordable housing: see glossary of terms, page 62



There were some significant local variations, ranging from Stevenage where 9.6% of target has been achieved to Hackney (65.2%). The position in Enfield appears exceptional, as the target has apparently been exceeded by 42.8%. There were similar variations for affordable dwellings with 4.2% completions in Harlow through to 48.4% in Hackney. Enfield was also exceptional with the number of affordable completions exceeding the target by 4.1%

### Thames Gateway

The TG data is not dissimilar with 29.6% of programme shown as completed so slightly ahead of targets but only 14.2% affordable completions compared with a target of 43.4%.

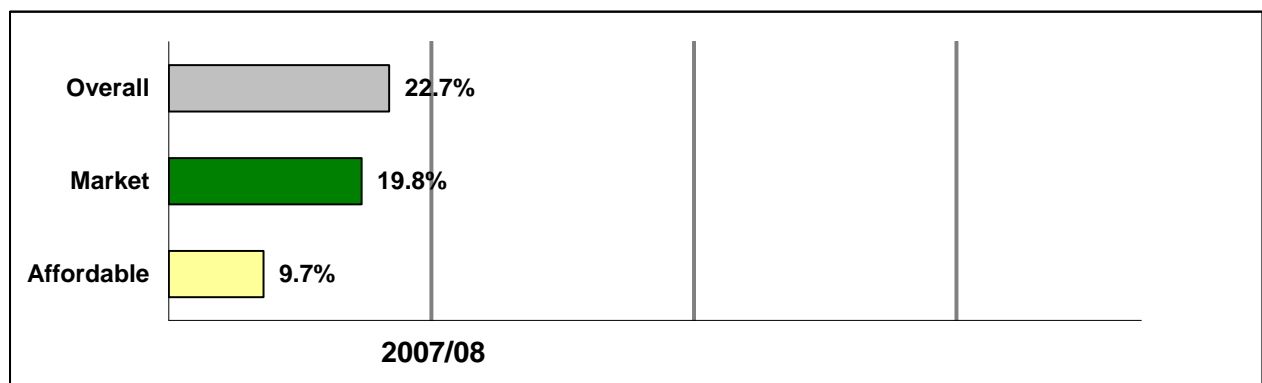


**Figure 3.** Progress against Thames Gateway growth targets. *Source: CLG*

The overall achievement ranges from 13.3% in Newham to 60.5% in Bexley. However this represents 3,648 completions in Newham against a target of 35,100 and 1,541 completions in Bexley against a much smaller target of 3,450.

### Milton Keynes/South Midlands

MKSM is slightly behind programme with 22.7% completions and 9.7% affordable completions compared to a target of 36.7%.



**Figure 4.** Progress against Milton Keynes, South Midlands growth targets. *Source: CLG*

With the exception of South Bedfordshire where the target has been exceeded by 190%, the results in MKSM range from 11.9% in Wellingborough to 42.3% in East Northamptonshire.

## Ashford

Ashford, as a stand alone, does not enjoy this averaging out and as section nine suggests Ashford has been affected early and hard by market considerations. The net result is that overall completions are only 13.6% of target and affordable units are only 3.5% compared to a target of 35%. However, Ashford's target has a longer growth period than the other growth districts. Their programme ends in 2031 – 5 years beyond the period covered by this report.

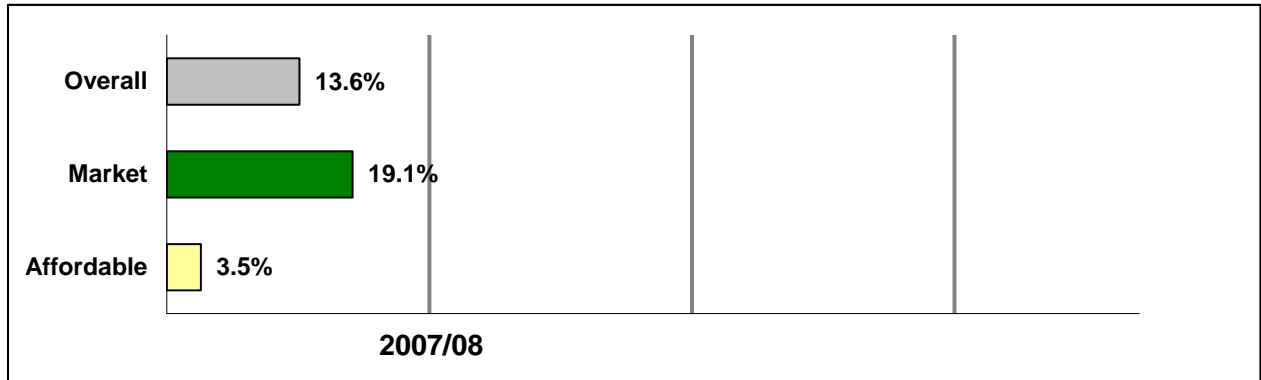


Figure 5. Progress against Ashford growth targets. Source: CLG

## Overall progress

In overall terms then the programme in the three main Growth Areas up to the period 2007-8 is roughly in line with expectations; however it seems to have been more difficult to achieve the balance between affordable and market dwellings.

Individual housing authorities, predictably, show considerably more variation with those authorities who are significantly ahead of trajectory helping to counteract those who are well behind.

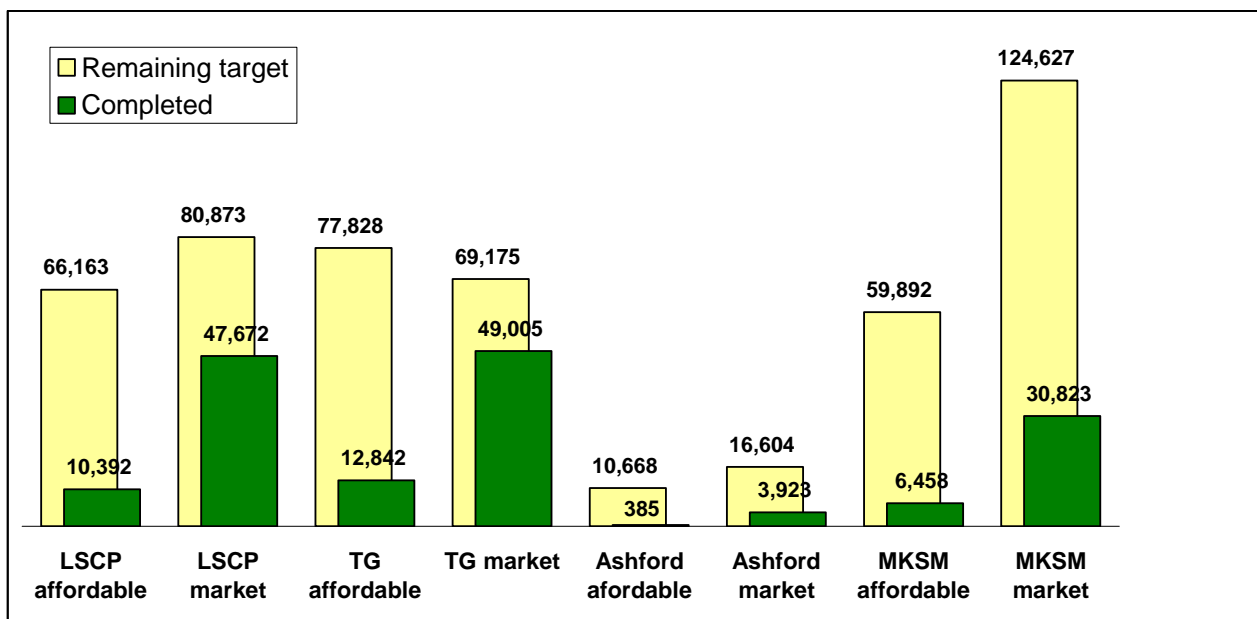
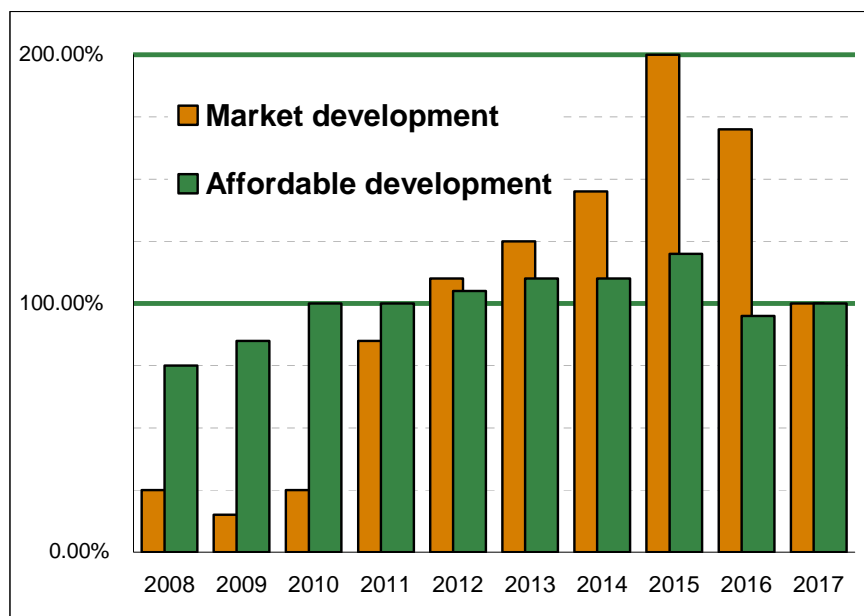


Figure 6. Progress against growth targets. Source: CLG

## 5.2 The programme from 2008-09

In 2008, the Chief Executive of the National Housing Federation commented that the target dates for completion of the growth strategies might need to be extended by nine years (e.g. from 2026 to 2035). Although a small number of authorities reported that there had been no market impact on their programme to date, generally they described a situation whereby schemes in the pipeline, and particularly larger schemes, had been abandoned or were on hold and where only a trickle of planning applications for smaller schemes was being received. There is, therefore, a clear need to adjust the expectations of programme completions in this and the next few years quite radically and consider extending the programme in the way that has been suggested.

Current economic conditions, particularly in regard to property prices and the availability of mortgages remain unstable and it is very difficult at this stage to produce revised programme projections based on anything other than broad speculation. We have assumed the affordable completions will be variously affected. The intermediate for sale market has clearly ground to a virtual halt whereas social rented completions have experienced a less dramatic impact. The private market sector, on the other hand, will reduce sharply over this and the next three years. Our modelling still assumes that 100% of the targets will be achieved over the period to 2016 when many of the published growth programmes come to an end because that remains the formal policy position. It is straightforward to adjust the model should that position change.



**Figure 7.** Projected achievement of growth targets

For the purposes of modelling we have assumed that market completions dipped to 25% in 2008 and will dip to 15% in 2009 and 25% in 2010 before starting to recover so that the programme is back on track by 2016. The affordable programme is also on track by 2016 but dips to a less dramatic low point of 75% in 2008.

From 2017 we have assumed the programme will proceed as planned or, where no information is available, the target will be achieved evenly over the remaining years of the programme. The programme balance between affordable and market has been adjusted from 2008 so that the overall target balance will be achieved before the end of the programme. This means that the remaining development in Cambridge for example would be 38.4% affordable, resulting in 35% affordable overall since the start of the growth period.

### 5.3 DCLG Household projections

DCLG publishes estimates and projections of the number of households from 1981 to 2026 with five-year intervals. The projections are currently linked to the 2004-based ONS population projections. It is important to note that elsewhere in this report the more recent 2006-based projections have been used.

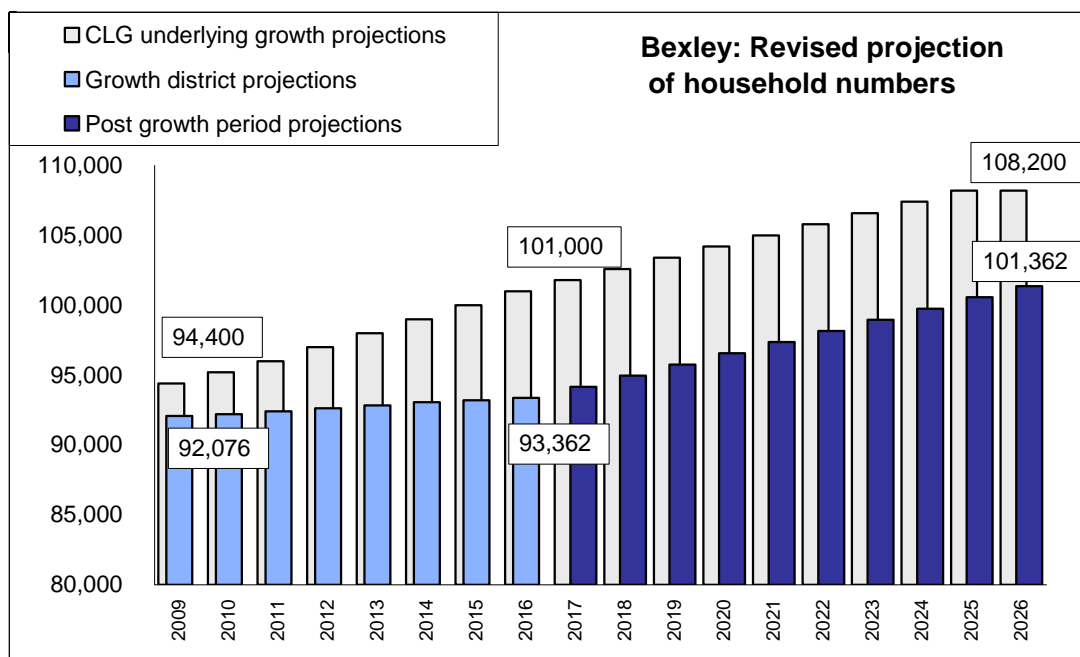
A household is defined by DCLG as one person or a group of people who have the accommodation as their only or main residence and (for a group) either share at least one meal a day or share the living accommodation, i.e. a living room or sitting room. For demographic purposes it can be assumed that the number of households is larger than the dwellings<sup>25</sup>, taking account of vacant dwellings, second homes and sharing households, i.e. households that share neither a living area nor any meal. In our projections the existing vacancy rate and sharing household factors have been incorporated at a district level so that the DCLG household numbers can be converted to dwellings for comparison with the growth targets.

The number of households in the DCLG projections for the Growth Areas increases from 3.1m in 2008 to 3.7m in 2025 – an increase of 626,800. The number of households based on the new dwellings projected according to the growth targets covering the same period amounts to 492,864. We have therefore adjusted the ONS population projections to take account of this difference. From the end of the growth period for each district we have assumed the number of households will continue to grow as projected by DCLG.

The effect of this method is illustrated in figure 7. Based on the growth targets there would be 1,362 new dwellings in Bexley and the total number of households at the end of the 2016 would be 93,362 compared to 101,000 projected by DCLG. For the purpose of modelling we have assumed DCLG household growth is re-established from the end of the growth period so that by 2026 there are 101,362 households instead of 108,200 based on the ONS population projections.

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<sup>25</sup> Holmans, AE (2004) *Households and Dwellings in England in 1991 and 2001*. Cambridge University. The paper suggests an increase of 772,000 dwellings is equivalent to an increase of 873,000 in households.



**Figure 8.** Projection of the number of dwellings in Bexley Source: CLG and projections by Civis

This approach does have drawbacks in that it reinstates pre-2008 trends after eight or more years of modest growth constrained by the growth target assumptions. Given that Bexley had achieved 60.5% of its overall target by 2008; therefore to keep within its target by 2016, growth would have to slow down considerably. Each district has a different pattern. In areas like Bexley, DCLG household growth between 2017 and 2026 illustrated in figure 7 as “post growth period projections” has been treated as ongoing growth. The projections are quite different in areas like South Cambridge where growth targets exceed the trend based household projections. In such cases, the growth targets accelerate the growth in population – particularly in the early years - and the population at the end of the growth period exceeds the ONS projections. However, the gap narrows if the growth period ends before 2026, allowing the DCLG household projections (and therefore the ONS population projections) to catch up.

## 5.4 Projecting population growth

### The base population

The population of all four areas is projected to grow by 915,000 over the period from 2008 to 2026. To establish the base population, before any growth, the ONS 2006-based population projections have been amended to remove the growth related to the growth in households projected by DCLG over the same period. It has been assumed that the growth in households corresponds to the growth in population; therefore the base population before any growth has been calculated as:

$$\text{Population (base)} = \text{ONS population} - \frac{\text{Cumulative increase in households (CLG)} \times \text{Population (ONS)}}{\text{Total number of households (CLG)}}$$

The adjusted base population (before any growth in the number of households) has the same distribution as the original ONS projections by sex and age band.

Having established the base population, the population of the new dwellings has been modelled on the basis of three scenarios:

### **5.5 Scenario 1**

The first scenario assumes the incoming population will be the same as the existing population in terms of household composition; they will also be the same in terms of likely need for support services (section 6). This is effectively the ONS population projections, adjusted for the number of dwellings in the growth targets rather than the DCLG household projections.

### **5.6 Scenario Two**

A second scenario has been modelled to show the effect on support needs if the population of affordable dwellings were to be generally younger, i.e. mainly of working age and with fewer children when they first move in. The household profile for this younger population is independent of the existing population profile but can be adjusted independently for each local authority.

### **5.7 Scenario Three**

A third scenario has been modelled to show the effect if the population of affordable dwellings were to include a significant proportion of older people. This scenario was developed in response to comments from local authorities that it is far from certain that incoming populations will be exclusively younger. Depending on the type of dwellings being built it is equally likely that older people will be attracted to the Growth Areas or older people will move to be near younger family members. As with scenario two, the profile for each district can be set independently so an entirely different scenario can be used where appropriate.

### **5.8 Selecting the scenarios for each district**

Scenario 1 is always based on the existing population; scenarios 2 (based on a younger population profile) and 3 (based on an older population profile) are variable in that they can be adjusted by individual authorities. Additionally they can be applied to the affordable and market dwellings separately. Once scenarios two and three have been set up, there are therefore five options available for each district, i.e.

- Scenario 1 – applies to both affordable and market dwellings;
- Scenario 2 for both affordable and market dwellings;
- Scenario 3 for both affordable and market dwellings;

- Scenario 2 for the affordable dwellings combined with scenario 3 for the market dwellings;
- Scenario 3 for the affordable dwellings combined with scenario 2 for the market dwellings.

## **5.9 Growth and support needs**

Section 6 shows how the support needs of the different client groups have been estimated. For the population of the new dwellings under scenario one it has been assumed the support needs will match those of the existing population. For scenarios 2 and 3, the *risk* and *need* factors for each client group can also be varied. The particular approach we have adopted for this report is explained in detail in section 8.4

## 6. Estimating housing related support needs

### 6.1 Introduction

The method is based on an approach developed for the National Housing Federation and the Greater London Authority<sup>26</sup> and subsequently used in Birmingham and the North West region.

An Excel model was developed to:

- estimate the support needs of the existing population within each administering authority affected by the Growth Areas, taking account of current population projections
- estimate the population profile and support needs of the new population in each of the Growth Areas
- compare the results to the supply data for those services, taking account of known or planned changes to Supporting People services

The model was then used to report the findings using three scenarios for population growth as set out in section 5 together with factors to calculate support needs. A version of the model will be circulated to all local authorities affected by the Growth Areas containing data specific to their area. A separate generic model is also available for use by any local authority.

### 6.2 Client groups

The need for support services was calculated for the 20 Supporting People client groups (excluding the *generic* client group) and the results were aggregated as shown in the table below.

<b>Older people</b> Older people with support needs Older people: dementia / MH Frail elderly	<b>Other: "socially excluded")</b> Single homeless Rough sleepers Mental health HIV /AIDS Drug misuse Alcohol misuse Domestic violence Refugees /asylum seekers Travelers Teenage parents Young people leaving care Young people at risk Offenders Offenders: mentally disordered Homeless families with support needs
<b>Support with care</b> Physical disabilities Learning disabilities	

The aggregations are a simplified version of the super groups defined by DCLG<sup>27</sup>. The most notable differences between our groupings and the DCLG super groups are that the three older person client groups are treated as a single block and mental health remains

<sup>26</sup> The method was developed by HGO Consultancy Ltd

<sup>27</sup> Consultation on a National Supporting People Strategy, CLG 2005.



as a single client group under the heading socially excluded rather than being split so that longer-term services could be grouped with support with care.

### 6.3 Estimating support needs for a particular client group

The populations described in section 5 were analysed to give three relevant population bands as the first step towards estimating housing related support needs. These were:

- Young people: aged 15 - 24
- Adults: aged 15 – 59
- Older people: aged 60+

Figure 4 shows the process for estimating support need for a particular client group; the example illustrated is the need for support services for people with mental health problems in the Kent County Council area.

#### **Step 1: Selecting the appropriate base population**

- The appropriate age band on which to calculate the population at risk is select. In this case, for people with mental health problems, the adult population, i.e. those aged 15-59 is used. It will be assumed that services for those aged 60+ would fall within one of the older person client groups. The base population is 815,200 in this case.

#### **Step 2: The population at risk**

- Factors are established to identify the population at risk as a subset of the all-adult population. Some, such as the prevalence of psychotic disorder and personality disorder, are applied to male and female populations separately. The consequence of these two exercises is that a total of 173,882 is identified as “at risk” of mental health problems. A risk factor  $173,882 \div 815,200 \times 100$  (21.3%) is calculated and this can then be applied to any population, including those moving in to growth-district dwellings where it is assumed the risk factor in respect of this client group will be the same as for the existing population.

#### **Step 3: The population in need**

- For each client group a method is established for estimating the number in need of support in a particular area. For mental health problems the need factors are people leaving hospital, care home residents and statutory homeless. Data for the Kent County Council area has then been used to give a number in need of 2,052. This gives a factor, which can be applied to the population “at risk” (step 2) wherever it is assumed that the relationship between those at risk and in need will be the same ( $2,052 \div 173,882 \times 100 = 1.18\%$ ).

#### **Step 4: Super-group deflator**

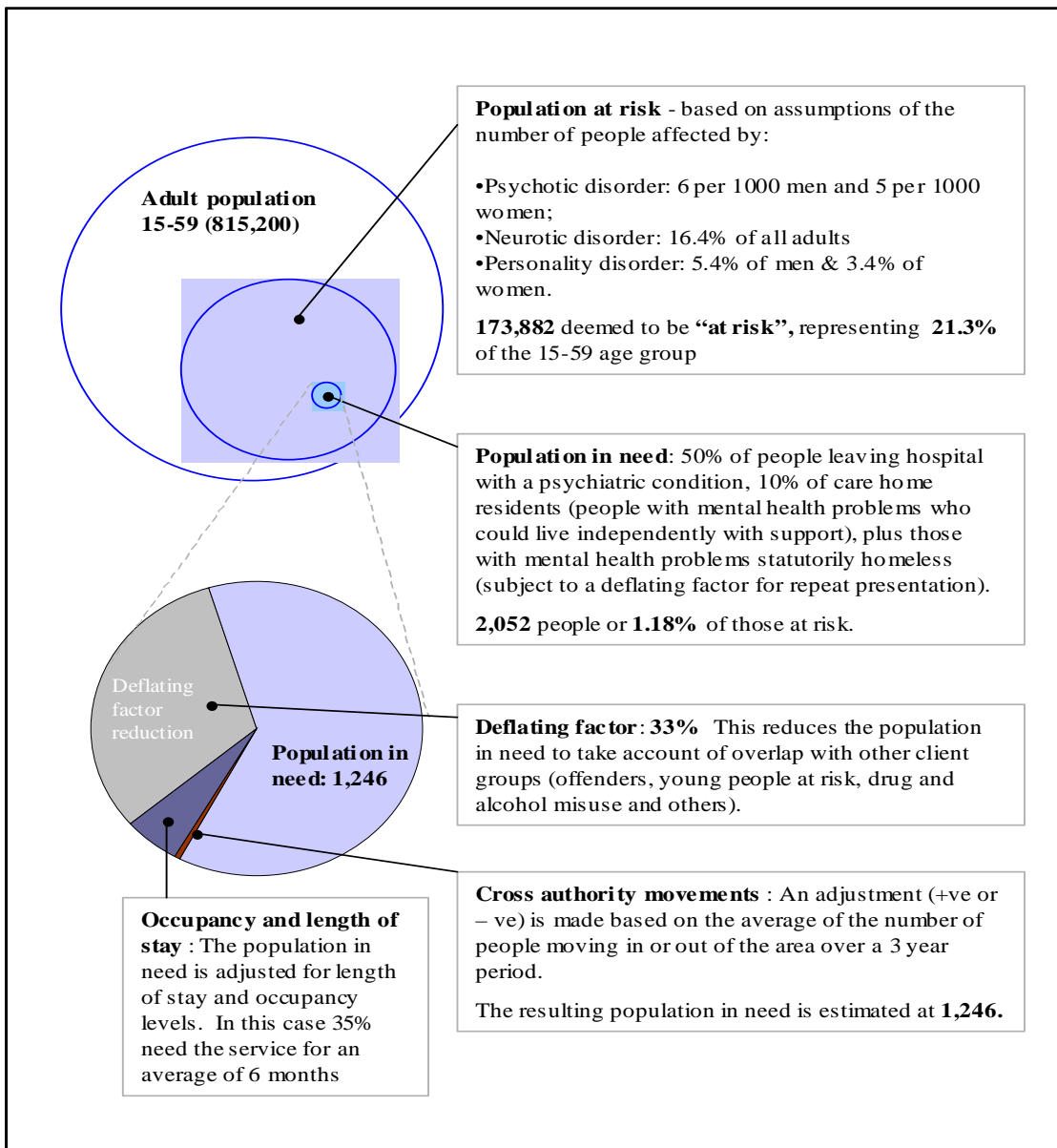
- It is assumed one third of people with mental health problems will also be classified as in need of support within other client groups. The number in need is therefore reduced from 2,052 to 1,368.

### Step 5: Length of stay / occupancy or take up of services

- Based on a working assumption that 35% of clients will need the service for 6 months, 35% of people (479) in need can be matched to half that number of places or units, i.e. 240 units. This number can therefore be deducted from the number in need. It has also been assumed that the occupancy or take up of services will represent 90% of the places available. The overall number in need is therefore increased to take account of void losses and the need for working capacity. The overall number in need is therefore adjusted to  $(1,368 - 240) \times 100 \div 90 = 1,253$

### Step 6: Cross-authority adjustment

- A further adjustment is then made to take account of the average movement of people with mental health problems. Over three years, for every 1000 people moving in to Kent to take up a place for people with mental health problems, just over 1006 people with mental health problems left Kent to take up a service elsewhere. A factor of 0.9938 is therefore applied to reduce those at risk to 1,246.



**Figure 9.** Estimating the population in need of housing-related support: people with mental health problems in the Kent County Council area.

## Step 7: Service Balance

- The number in need of accommodation-based support rather than support-only services depends both on the intrinsic needs of the service users and the policies of the local authority. In the absence of other information the balance in percentage terms has been established on the basis of the current supply.



Figure 10. Service Balance

The various steps are explained further in sections 6.4 to 6.8 below.

## 6.4 Population at risk

Risk factors were calculated for all client groups in each of the local authorities. These have been summarised in the table below:

RISK FACTORS	Population base for calculation	Standard method for calculating risk	Min	Max	Average
Older people with support needs	All 60+	Pension credit claimants	12.4%	51.2%	25.1%
Older people: dementia / MH	All 60+	Incidence of dementia (national)	3.8%	5.4%	4.8%
Frail elderly	All 60+	Incidence of limiting long-term illness	10.7%	41.7%	34.9%
Single homeless	All 15-59	Pro-rata based on national data	1.1%	5.6%	2.1%
Rough sleepers	All 15-59	No sleeping rough in the area	0.0%	0.1%	0.01%
Mental health	All 15-59	Incidence of mental health problems (national)	20.7%	21.4%	21.3%
Learning disabilities	All 15-59	Standard national percentage	2.0%	2.0%	2.0%
Physical disabilities	All 15-59	Local data on disability with some varied methodology	0.8%	15.5%	11.6%
HIV /AIDS	All 15-59	Pro-rata based on national data	0.0%	0.2%	0.2%
Drug misuse	All 15-59	Injecting & other drug use pro-rata based on national data	0.6%	1.5%	1.2%
Alcohol misuse	All 15-59	Standard national percentage	7.4%	7.4%	7.4%
Domestic violence	Female 15-59	Standard % of women who have experienced violence	13.0%	13.0%	13.0%
Refugees /asylum seekers	All 15-59	Pro-rata based on national data	0.1%	0.1%	0.1%
Travellers	All 15-59	Local no. caravans x 3	0.0%	1.1%	0.2%
Teenage parents	Female 15-24	Conception rates for under 18s	2.2%	5.7%	3.9%
Young people leaving care	All 15-24	Number leaving care in three years prior to 2007	0.2%	1.1%	0.5%
Young people at risk	All 15-24	Numbers failing to achieve 5 A-C grade GCSEs	2.4%	4.7%	3.8%
Offenders	All 15-59	Numbers starting pre-release supervision (pro-rata)	0.1%	0.1%	0.1%
Offenders: mentally disordered	All 15-59	OASys data (pro-rata where necessary)	0.0%	0.1%	0.01%
Homeless families with support needs	All 15-59	Households accepted as priority need	0.1%	0.6%	0.3%

This first stage establishes, for example, that the population of older people *at risk* of being in need of a support service ranges from 12.4% to 51.2% of all people aged 60+. The method used for this client group is the count of pension credit claimants. This does not define the absolute population at risk; the claiming of pension credits is used on the basis that economic deprivation is likely to indicate a need for support but it does not mean that someone without the need for a pension credit claim could not need support. It does provide a way of establishing the numbers most likely to be *at risk* in relation to the 60+ population.

In some cases such as domestic violence, a standardised rate has been used, in this case the percentage of women who report having experienced inter-personal violence. For other client groups a standard figure has been used unless the local authority has suggested a plausible alternative.

## 6.5 Population in need

A separate calculation of the population in need has then been undertaken based on a combination of:

- Existing services: for many client groups existing support services are taken in whole or in part as one measure of need. For example, with older people with support needs, a proportion (75% as standard) of existing sheltered tenants is estimated to be in need of support. This does of course imply that 25% of sheltered tenants do not need a support service. In other cases the whole number of units and support-only placements have been included.
- Presenting need: proportions of those accepted as being in priority housing need or deemed to be intentionally homeless with discounting factors for repeat presentations.
- Estimates of the numbers that are not referred through local authority routes.
- Other estimates of those in the wider community that may be in need of support.
- Assumptions about the proportion of those deemed to be at risk and who are likely to be in need of support based on the available research.

NEED FACTORS	Min	Max	Average
Older people with support needs	7.2%	57.7%	26.5%
Older people: dementia / MH	4.4%	5.1%	5.0%
Frail elderly	3.5%	35.2%	5.1%
Single homeless	1.2%	45.9%	12.9%
Rough sleepers	0.00 %	100.0%	65.5%
Mental health	0.6%	21.4%	2.3%
Learning disabilities	2.0%	14.1%	9.5%
Physical disabilities	0.3%	10.4%	9.6%
HIV /AIDS	0.1%	18.9%	15.4%
Drug misuse	0.6%	11.6%	9.7%
Alcohol misuse	1.4%	7.4%	1.7%
Domestic violence	0.2%	13.0%	1.6%
Refugees /assylum seekers	0.00 %	607.8%	142.3%
Travellers	0.00 %	25.0%	9.4%
Teenage parents	4.3%	10.1%	9.8%
Young people leaving care	0.3%	100.0%	92.4%
Young people at risk	1.3%	22.6%	5.4%
Offenders	0.1%	39.8%	20.8%
Offenders: mentally disordered	0.0%	94.0%	83.0%
Homeless families with support needs	0.3%	100.0%	53.3%

The provision of support to refugees or asylum seekers is concentrated in certain areas such as Newham and Tower Hamlets. As a result a national risk factor which spreads the number of refugees or asylum seekers evenly; when based on the local population can lead to needs factors exceeding 100%. In Newham for example 760 refugees or asylum seekers were re-housed by the local authority and, as with other local authorities, it has been assumed all will be in need of support. This is six times the 125 people who would be expected in Newham if asylum seekers were distributed evenly throughout the UK. This anomaly has been left in the model pending further information on the refugee population for individual authorities.

## 6.6 Super group deflators

The following deflators were used to adjust the numbers in need:

<b>Older people</b>	
Older people with support needs	
Older people: dementia / MH	20.0%
Frail elderly	
<b>Support with care</b>	
Physical disabilities	50.0%
Learning disabilities	
<b>Other: "socially excluded")</b>	
Single homeless	
Rough sleepers	
Mental health	
HIV /AIDS	
Drug misuse	
Alcohol misuse	
Domestic violence	33.3%
Refugees /asylum seekers	
Travelers	
Teenage parents	
Young people leaving care	
Young people at risk	
Offenders	
Offenders: mentally disordered	
Homeless families with support needs	

Half of the people with learning disabilities also have a physical disability, hence the 50% deflators. For the other groups there is also a significant overlap; the total number of older people in need is 80% of all those estimated to be in need in the three older person categories. For all other groups two thirds of all those in each of the categories are counted.

## 6.7 Cross-authority adjustments

Client record data was used to review the movement of people in and out of each local authority within the Growth Areas.

As expected the client group most affected by cross-authority movements is women at risk of domestic violence. The position is different for each local authority and client group and a multiplier has been used to adjust the calculated number of people in need of support in each case.

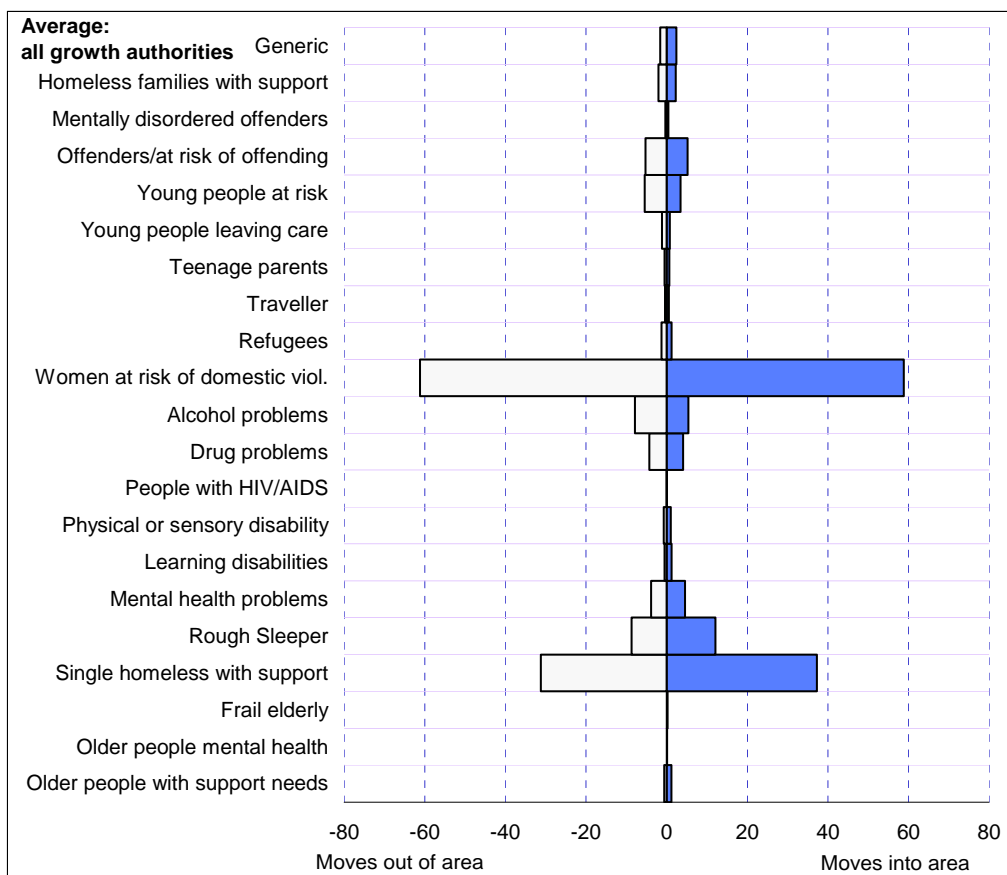


Figure 11. Cross-authority factors

## 6.8 Overall numbers in need

Based on the method used, the number of older people currently in need of support amounts to around 23% of the population over 60 in the local authorities that are within or partially within the Growth Areas. In relation to the total populations of those areas, people with learning or physical disabilities represent 0.4% and the *socially excluded* groups 0.6%.

Total number of people in need of housing related support	Physical & learning disability			
	TOTAL	Older people	Physical & learning disability	All others socially excluded
TG & Ashford	152,103	115,921	15,594	20,588
Essex (TG / LCSP)	114,877	102,681	5,093	7,103
LCSP	113,929	86,247	9,232	18,450
MKSM	61,762	45,977	6,150	9,635
	<b>442,671</b>	<b>350,826</b>	<b>36,069</b>	<b>55,776</b>

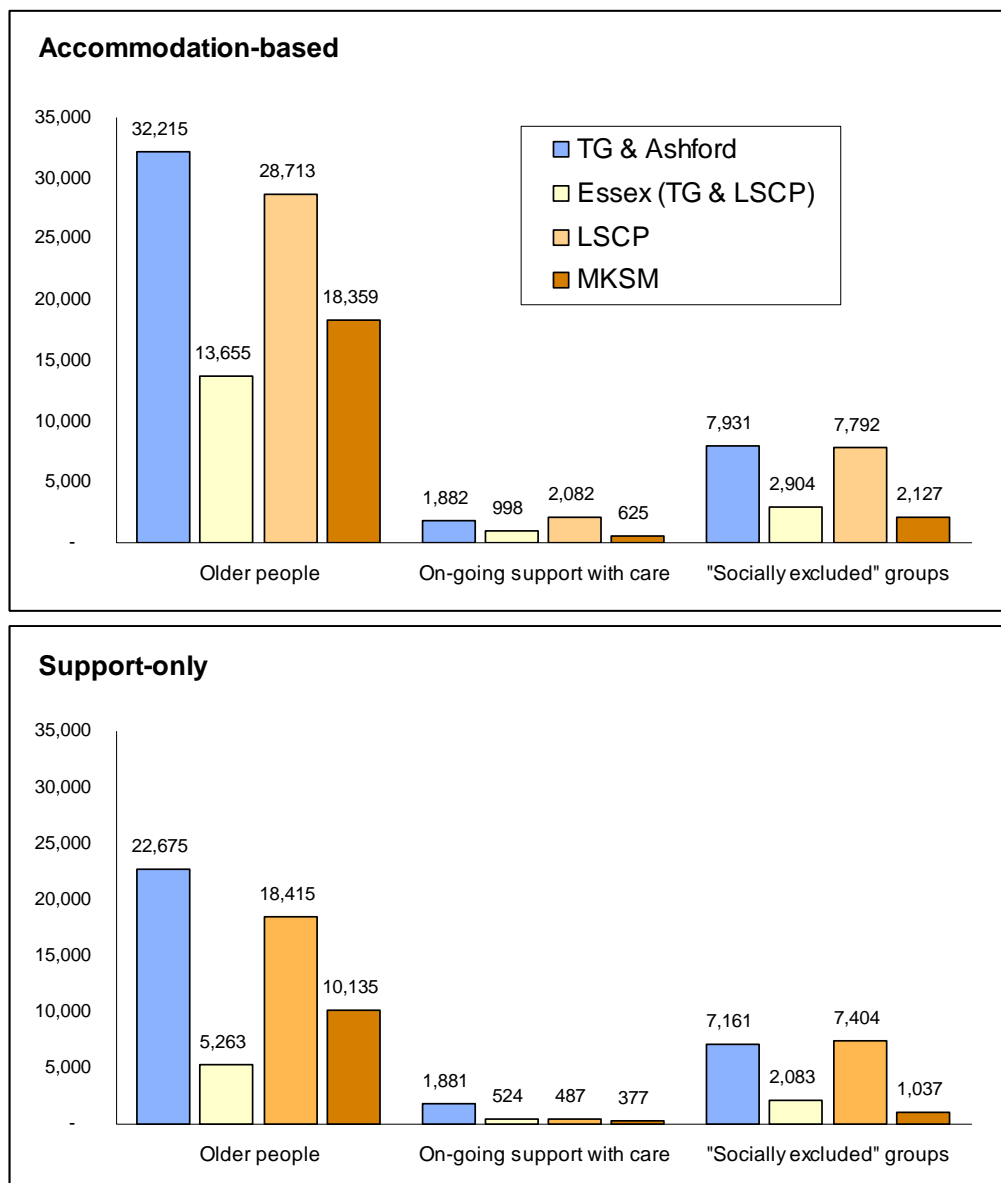
The figures represent gross need as at 2007/08, i.e. need that does not take account of people's ability to pay for services or receive support through other non-Supporting People funded services.

## 7. The current need for and supply of housing related support services

### 7.1 Current services

Figure 12 shows the current volume of services across all Growth Areas.

The predominance of services for older people is clear from the charts. With the introduction of Supporting People in 2003 the system of funding for services for older people, including sheltered housing, was incorporated into the regime for a previously smaller but more complex range of services for people that have been labelled as *socially excluded*. The latter group of services have different objectives (and different performance criteria). They are mainly concerned with people who are either going through a period of crisis or change (domestic violence, teenage parents, offenders) or are affected by factors which affect their ability to live independently (mental health, alcohol or drug misuse).



**Figure 12.** Supply: Summary by Client Group and Growth Area.

The key issue, then, is to determine whether this represents over, under or the right amount of supply for each of the three super groups so as to establish a baseline from which future housing related support needs can be calculated.

## **7.2 Older people**

Based on the methodology adopted for this report, there would appear to be a shortage of services for older people in all areas (figure 13). The main factors used to establish the population at risk were:

- Older people with support needs: the number of pension credit claimants.
- Frail elderly: the numbers of people over 65 with long-term limiting illness.
- Older people with dementia/mental health problems: estimates of the number of people with dementia.

The population at risk has been calculated relative to the population aged 60 and older.

To assess that part of the 'at risk' group who are 'in need' of housing related support, a deflator of 20% has been applied to the calculation to reflect the fact that some elderly people may be counted within all three groups. The other 'needs' factors are then:

### **Older people with support needs**

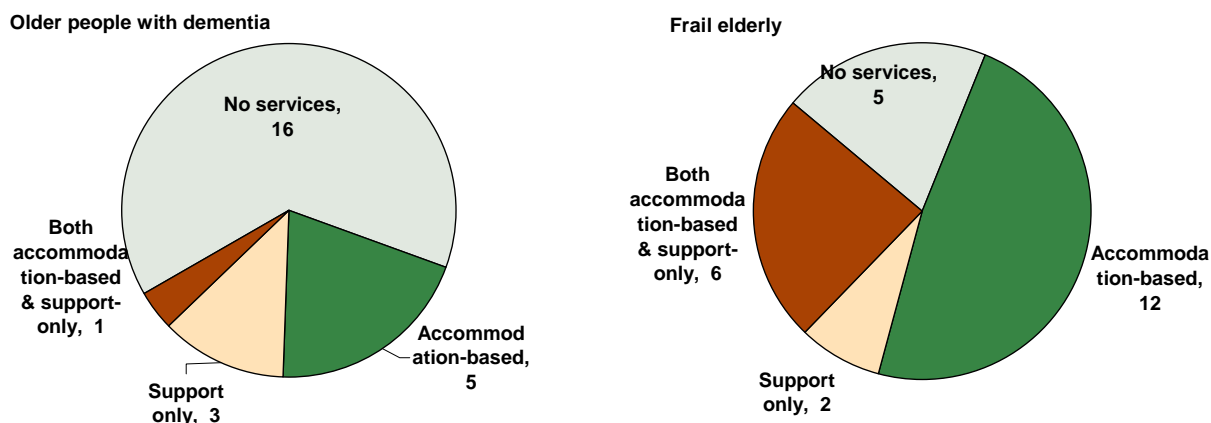
For older people with support needs it has been assumed that 75% of current sheltered tenants need the support service available to them. It has also been assumed that there is likely to be a further population in the wider non-sheltered community that needs support, equivalent to 30% of the number of sheltered tenants in need of support. The recognition of support needs in the wider community is behind the move, by many local authorities, away from residential wardens towards peripatetic services and floating support. Other people brought in to the calculation of overall need include 5% of those receiving housing improvement agency services and all community alarm users.

A total of 80,509 accommodation-based units and 47,353 support-only places are provided across the four Growth Areas.

### **Frail elderly and older people with dementia/mental health problems**

A total of 3,165 units of accommodation-based services and 4,395 support-only places for frail elderly people are provided across all local authorities within the Growth Areas. For older people with dementia/mental health problems, the supply totals are 216 accommodation-based units and 71 support-only places. Five out of the 25 local authorities do not identify frail elderly services and 16 authorities do not identify services for people with dementia/ mental health problems.





**Figure 13.** Numbers of local authorities within the four Growth Areas providing services for frail elderly and older people with dementia/ mental health problems.

A working assumption to give a population in need based on a number of Joint Strategic Needs Assessments has been used to establish the population in need at:

- Frail elderly: 3.5% of the population at risk.
- Older people with dementia/mental health problems: 5% of the population at risk.

The frail elderly population includes people who are physically or mentally frail and in many ways, the two client groups have much in common and flexibility is important. The main difference between the groups is that those with dementia are likely to need constant support and it is also relatively unlikely they will need support services alone. Many live with their families before moving to registered care and extra care services are being developed as an alternative to registered care.

The needs of older people can be seen as a spectrum ranging from domiciliary care, through intensive home care, community alarms, floating support, sheltered housing, extra care housing, registered care and nursing care. Housing related support plays an important role in the middle of this spectrum (from community alarms through to extra care) and an overall under supply is suggested by the methodology used for this report. (Figure 13)

### 7.3 On-going support with care

The number in need of on-going support (people with learning and physical disabilities) is very much smaller than the older persons' group. A prevalence rate of 2% of the adult population and the number of people with long-term limiting illness have been used to establish the population at risk for learning disabilities and physical disabilities respectively. Risk factors have been calculated in relation to the adult population (15-59).

To establish support needs we have assumed that:

- 5% of current care home residents for people with learning difficulties could live independently with a suitable support service.

- 10% of people with learning disabilities known to the local authority (usually living with their parents) would benefit from a support service.
- All existing users of services for people with learning disabilities need the support they are receiving.
- 10% of the population at risk (physical disabilities) are likely to be in need of a support service.

A deflating factor of 50% has been applied to the needs calculation as it is likely that many people with learning disabilities may also have physical disabilities, and vice-versa.

Using this methodology there appears to be an undersupply in all areas. This may be explained by support needs, particularly for people with physical disabilities, being met as part of care and other services. Three of the twenty five local authorities within the Growth Areas identified no services (either accommodation based or support only) for people with physical disabilities.

#### **7.4 Other/“Socially excluded”**

This super group covers 15 client groups, including

- Vulnerable people: single homeless with support needs, rough sleepers, people misusing drugs and/or alcohol.
- Offenders: those at risk of offending and mentally disordered offenders.
- Young people: young people at risk, young people leaving care and teenage parents.
- Homeless families and women escaping domestic violence.
- “Socially excluded”: travellers, refugees, people with AIDS/HIV.
- People with mental health problems.

Generic services also fall into this broad category.

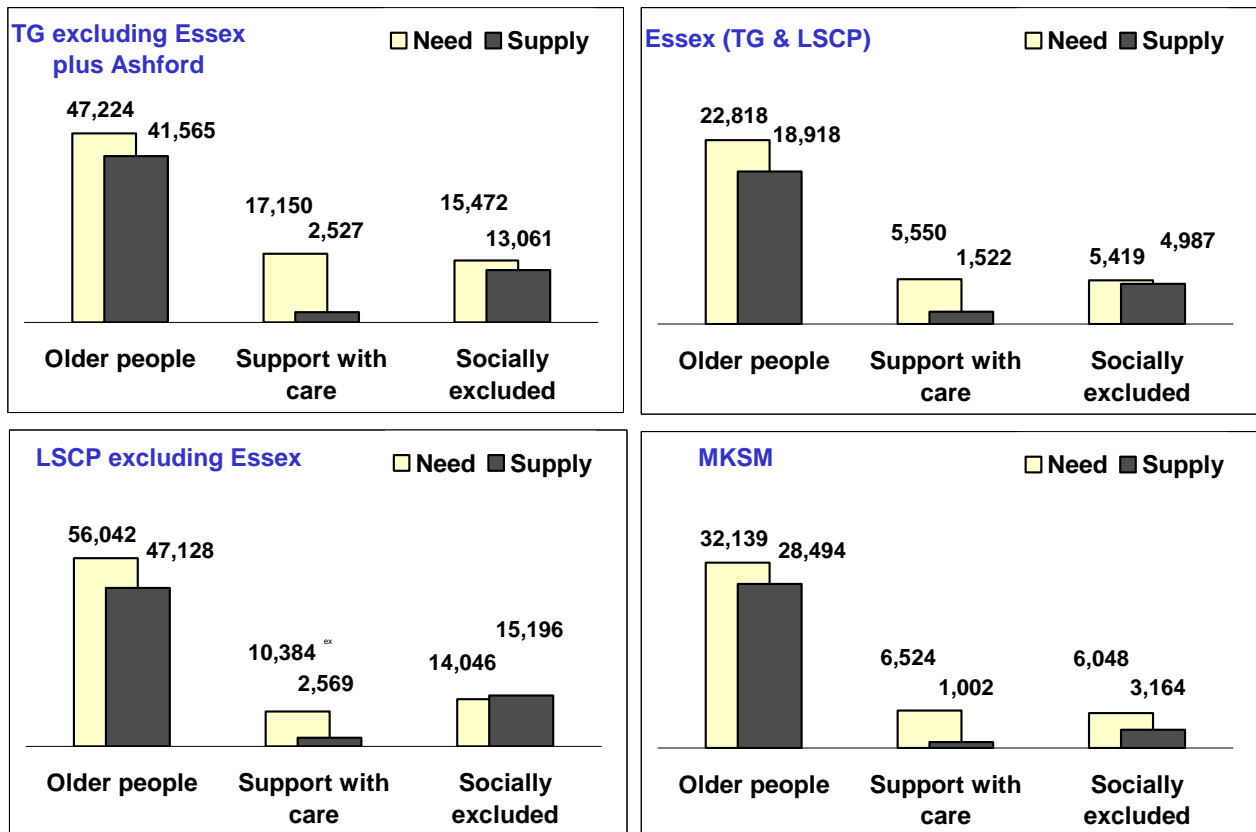
For the most part these services are relatively short term; accommodation based services are mainly intended to help people achieve independence and the support-only services, which are usually provided for a limited period of time, are intended to help them to maintain that independence.

Risk and need factors have been calculated for each group based on:

	<b>Population at risk</b>	<b>Population in need</b>
<b>Single homeless</b>	Pro-rata based on national estimate	P1E (Statutory homelessness data); other referral sources.
<b>Rough sleepers</b>	Rough sleeper counts	Working assumption: 86% need support
<b>Mental health</b>	National prevalence for mental health conditions	P1E data, 5% of care home residents, numbers leaving hospital with psychiatric conditions
<b>HIV/AIDS</b>	Pro-rata to national estimate	Working assumption based on survey: 16% need support
<b>Drug misuse</b>	National prevalence for drug misuse	P1E (statutory homelessness) data, plus those in existing services and 10% of those at generally at risk.
<b>Alcohol misuse</b>	National prevalence for problem drinking (7.4% of adult population)	Proportion with severe dependency (1.4%)
<b>Domestic violence</b>	13% of women reporting experience of personal violence	Statutory referrals, grossed up to reflect non-statutory referral sources.
<b>Refugees / asylum seekers</b>	Pro-rata based on national estimate	Based on numbers housed locally
<b>Travellers</b>	Based on caravan count and estimate of the number of occupants	Working assumption that 10% need support (to include those re-housed)
<b>Teenage parents</b>	Number of conceptions for those under 20.	Working assumption that 10% will need support.
<b>Young people at risk</b>	Based on numbers failing to achieve grades A-C at GCSE.	P1E (statutory homelessness) data; estimates of numbers "sofa surfing"
<b>Young people leaving care</b>	Numbers leaving care over a 3 year period	Care leaving team caseloads
<b>Offenders</b>	People starting pre or post release supervision	Based on an assessment from OASys data
<b>Mentally disordered offenders</b>	OASys level 2 or 3 under public protection arrangements	Assumed 90% will need support
<b>Homeless families</b>	P1E (Statutory homelessness data)	Working assumption that 50% will need support plus other local sources.

## 7.5 Under/Over Supply

Figure 14 shows a summary of the supply and need for all Growth Areas. For simplicity, the figures for Ashford have been included in those for Thames Gateway (TG) and the figures for Essex have been shown separately as the county is represented in both Thames Gateway and London Stansted Cambridge Peterborough (LSCP) and additionally has districts which are in neither growth area.



**Figure 14.** Overall (accommodation-based & support-only) supply and need

The method used for this report suggests a significant shortfall for support with care services (learning disabilities and physical disabilities). See comment above (section 7.3)

## 7.6 Overview

The calculation of need has been based on the broad brush data gathered for the calculation of risk and need. This can be improved by adjusting the model for each local authority based on the input of further detailed local knowledge.

Local authorities classify services in different ways and some do not identify services for certain of the client groups. Support needs estimated on the basis of the needs factors described above, can overlap with care / other needs and are sometimes met through non-Supporting People services. It was very difficult to identify non-Supporting People inputs for this project and they were excluded from the model. This may particularly affect the apparent undersupply of services for people with physical or learning disabilities (see figure 14). A full picture will again be possible if local authorities can enter details of relevant services into their version of the model.

## 8. Projecting future need

### 8.1 Introduction

Using the risk and need factors outlined in section 7, future demand for housing-related support services has been projected on the basis of a series of factors:

- **ONS population projections**

The ONS sub-national population projections have been used to forecast changes to the existing population. The projections have been adjusted (see section 5) to remove growth associated with the underlying increase in households projected by DCLG.

- **The growth targets**

The growth targets in dwellings have been converted to households based on local vacancy rates and factors for the number of households sharing dwellings.

- **Age bands**

The adjusted population forecasts are summaries by age band. The population at risk is calculated in relation to population bands as follows:

Older person groups	All aged 60 and over
Women at risk of domestic violence	Female aged 15 - 59
Teenage parents	Female aged 15 – 24
Young people at risk and leaving care	All aged 15 – 24
All other groups	All aged 15 - 59

The bands were selected for compatibility with an earlier piece of work that projected support needs for London Boroughs. They do not, for example, imply that women over 60 are not at risk from domestic violence or that 24-year old women would be classified as teenage parents. Factors are selected to give the appropriate *at risk* population, given the approximate base population in each case.

- **Risk and need factors**

The risk and need factors for each client group can be set as for the existing population or they can be modified now or on a year-on-year basis. In most cases it has been assumed that need factors will remain as for the existing population. For example once a population at risk of mental health problems has been identified, it is likely there will be pro-rata the same number needing support, regardless of the scenario.

- **Scenarios**

In addition to the risk and need factors, the scenarios include the household composition entered as the number of children and adults. The age profile of the adult population is then entered as shown in figure 15. The service balance (between accommodation-based and support-only) can also be varied for each scenario.

## 8.2 Profile of the incoming population

While the circumstances of each household moving into the new dwellings will be different, it is likely they will fall into a number of broad categories, such as:

- Younger people and families moving in from other areas to take up employment.
- People moving from high cost areas into affordable accommodation.
- Mainly younger people already in the local area but in unsatisfactory accommodation.
- Older people retiring or moving to be near younger family members.

Average profiles have been selected to represent the balance of households moving in. The two main scenarios tested were:

- A predominantly younger population. With this population it has been assumed that there will be a 50% reduction in risk factors for single homelessness and rough sleeping. People will be moving in to new dwellings and so they are unlikely to be homeless. Risk factors for older person groups, support with care, AIDS/HIV, mental health and domestic violence are expected to remain as for the existing population but a reduction of 50% in the factors for all other socially excluded groups is likely.
- An older population with all risk and need factors the same as for the existing population.

The household composition selected for scenarios 2 and 3 is shown in figure 15:

Profiles (edit description)	Year 1 profile	
	Scenario 2	Scenario 3
	Younger	Significantly older population
<b>People</b>	2.00	2.20
<b>Adults</b>	1.50	1.80
Men	0.75	0.85
Women	0.75	0.95
<b>Children (under 15)</b>	0.50	0.40
Boys	0.25	0.20
Girls	0.25	0.20
<b>Age of adult residents</b>		
Under 25	18.50%	12.00%
Over 24 and under 35	24.87%	14.00%
Over 34 and under 45	19.74%	16.00%
Over 44 and under 55	14.66%	12.00%
Over 54 and under 65 *	9.66%	14.00%
Over 64 and under 75	6.76%	16.00%
Over 74	5.81%	16.00%

**Figure 15.** Household composition (part of the scenarios for the growth population)

### 8.3 Changing profile of the incoming population

The profile in figure 15 applies to the new population in their first year after moving in. In subsequent years, the population changes on the basis of assumed birth and death rates (see figure 16). A turnover rate has also been entered to reflect people moving on. It has been assumed that the new household moving in to replace the departing household will have the original scenario profile (as shown in figure 15).

	Changes from year 1	
	Scenario 2	Scenario 3
<b>Adjust for changes from year 1</b>	<b>Yes</b>	<b>Yes</b>
<b>Birthrate</b>		
<b>No births per 1000 women 15 - 45</b>	95	90
Boys	48	45
Girls	48	45
<b>Death rate per 1000 men</b>		
Under 25	0.25	0.25
25 - 59	2.81	2.81
60+	38.74	38.74
<b>Death rate per 1000 women</b>		
Under 25	0.25	0.25
25 - 59	1.74	1.74
60+	37.52	37.52
<b>Annual turnover *</b>		
Percentage of households living in growth area dwellings moving out of the local authority area per annum *	20.0%	15.0%

**Figure 16.** Scenarios 2 and 3: changes to the household composition after year 1.

As shown above, the turnover rates selected for scenarios 2 and 3 are 20% and 15% respectively.

### 8.4 Risk and need factors – scenarios 2 and 3

Common risk and needs factors have been used to project the support needs of the new populations under scenarios 2 and 3 to estimate the changes likely for moving populations, regardless of the age profile. The factors can be adjusted for affordable and market dwellings separately.

The changes include:

- Reductions in the risk factors for older people moving in to the market dwellings. This reflects a likelihood that there will be fewer pension credit claimants.
- Increases in the needs factors for older people to reflect the possibility that the reason for many moves may be because of increasing health and support needs.
- A significant reduction in risk factors for single homelessness and rough sleeping.
- Reductions in the risk factors for travellers and drug misuse.
- Increases in the needs factors for domestic violence and mental health to reflect difficulties sometimes faced by new populations.

- Increases in the risk factors for homeless families in market dwellings to reflect increased repossessions.

## 8.5 Growth target periods and underlying growth

Each local authority has different active growth periods (see appendix 2). Where the growth period ends before 2026, it has been assumed the underlying household growth will continue to 2026 at a rate assumed in the underlying ONS projections (See section 5.4 – figure 8).

The model slows the growth for those local authorities where growth between 2001 and 2008 was ahead of target. This prevents the overall growth exceeding the planned target. However, it is acknowledged that areas with rapid growth between 2001 and 2008 may also continue to grow and exceed the targets. This anomaly affects a small number of local authorities (see section 5.2) and the growth resumes after the planned growth period.

## 8.6 Projected housing support needs

Based on scenario 1, with new dwellings occupied by people with the same profile as the existing population, there will be an increase in the need for housing support across all client groups.

### Support for older people

By 2026, the need for older person's services in **Thames Gateway** will increase by **13,342** units. The growth will be concentrated in the areas with older populations with over 55% of the increase taking place in Kent compared to just 64 additional units in Tower Hamlets. If the alternative scenarios are applied, the need for housing support for older people would range from:

- Scenario 2 – 10,175 additional units.
- Scenario 3 – 14,728 additional units.

The existing populations in the other Growth Areas are on average older than those in Thames Gateway and therefore scenario 1 for those other areas gives slightly higher projections for the needs of older people than would be the case under scenario 3.

In **LSCP** (excluding Essex), the range is for between **9,795** and **13,720** additional units for older people with most of the growth concentrated in Cambridgeshire, Hertfordshire and to a lesser extent in Peterborough. Fewer additional units will be needed in the London boroughs.

Additional units needed in **MKSM** range from **13,477** to **22,293** and in Essex from **8,321** to **9,852**.



### Support with care

The need for housing support for people with learning disabilities and physical disabilities, grows as the growth targets are fulfilled but falls in the longer term as the population ages. (Need is based on the adult population aged 15-59). In Thames Gateway and LSCP housing support needs could fall in the longer term, under scenario 3 and to a lesser extent under scenario 2.

### Others including socially excluded

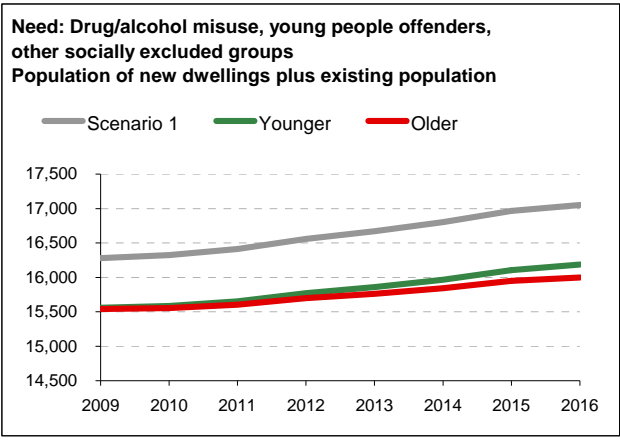
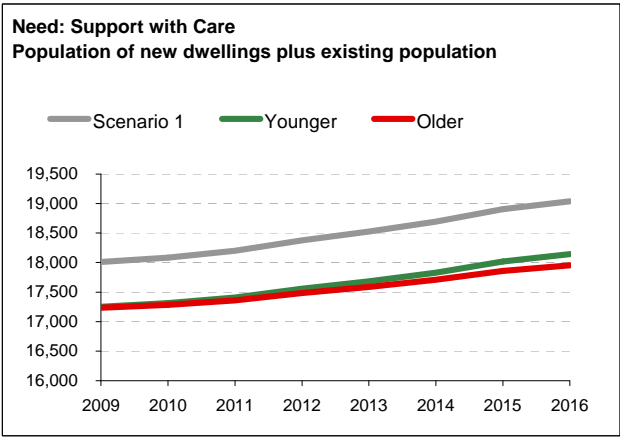
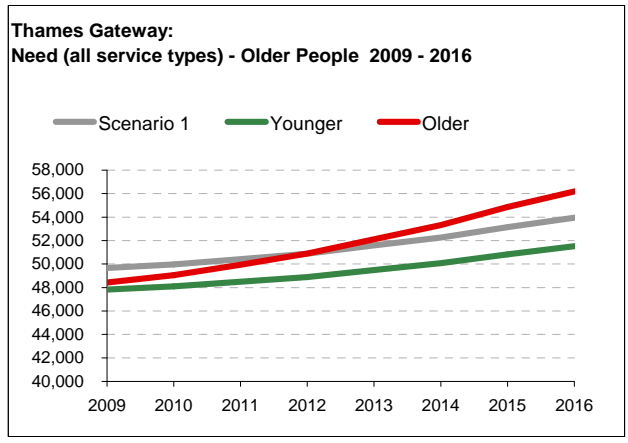
The pattern is similar to that of the *support with care* group with initial growth in housing support needs levelling off in later years. However, lower risk and need factors combine with smaller household sizes to give lower housing support needs in the longer term under scenarios 2 and 3.

### Thames Gateway including Ashford, excluding Essex

THAMES GATEWAY	2014	2019	2024	2026
<b>ALL OLDER PERSON'S GROUPS</b>	5 years	10 years	15 years	17 years
Scenario 1	2,597	6,497	11,199	13,342
Scenario 2	412	3,815	8,166	10,175
Scenario 3	3,656	8,828	12,890	14,728

THAMES GATEWAY	2014	2019	2024	2026
<b>SUPPORT WITH CARE</b>	5 years	10 years	15 years	17 years
Scenario 1	684	1,053	919	841
Scenarios 2	(179)	207	152	115
Scenarios 3	(302)	(47)	(168)	(226)

THAMES GATEWAY	2014	2019	2024	2026
<b>SOCIALLY EXCLUDED</b>	5 years	10 years	15 years	17 years
Scenario 1	523	718	629	619
Scenario 2	(314)	(92)	(104)	(83)
Scenario 3	(436)	(335)	(403)	(400)



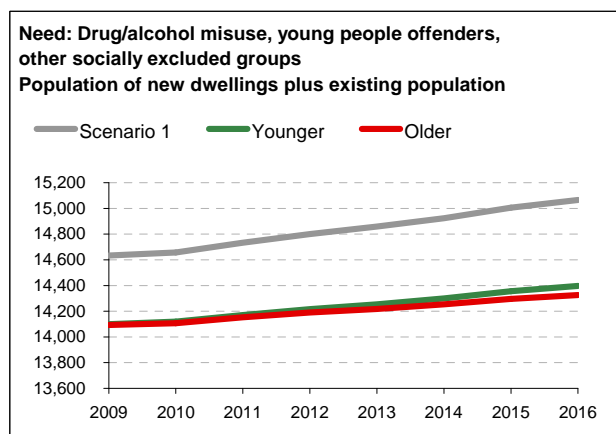
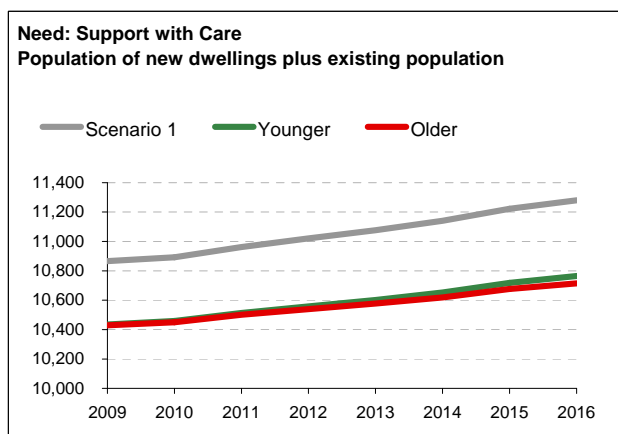
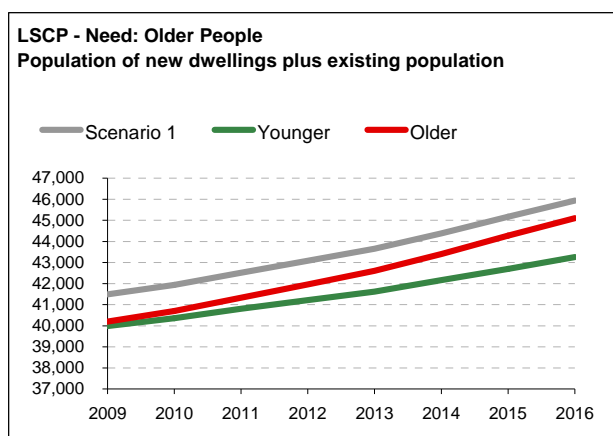
**Figure 17.** Thames Gateway: numbers of people needing housing support 2009-2016

## London Stansted Cambridge Peterborough excluding Essex

LSCP	2014	2019	2024	2026
<b>ALL OLDER PERSON'S GROUPS</b>	5 years	10 years	15 years	17 years
Scenario 1	2,896	7,000	11,944	13,720
Scenario 2	670	3,809	8,104	9,795
Scenario 3	1,913	6,102	10,603	12,180

LSCP	2014	2019	2024	2026
<b>SUPPORT WITH CARE</b>	5 years	10 years	15 years	17 years
Scenario 1	274	521	516	437
Scenario 2	(214)	(3)	19	(38)
Scenario 3	(247)	(78)	(88)	(154)

LSCP	2014	2019	2024	2026
<b>SOCIALLY EXCLUDED</b>	5 years	10 years	15 years	17 years
Scenario 1	290	545	590	529
Scenario 2	(334)	(141)	(71)	(108)
Scenario 3	(381)	(245)	(214)	(262)



**Figure 18.** LSCP: numbers of people needing housing support 2009-2016

## Milton Keynes/South Midlands

MKSM	2014	2019	2024	2026
<b>ALL OLDER PERSON'S GROUPS</b>	5 years	10 years	15 years	17 years
Scenario 1	5,926	13,309	20,175	22,293
Scenario 2	1,435	6,427	11,634	13,477
Scenario 3	4,575	12,573	18,485	19,967

MKSM	2014	2019	2024	2026
<b>SUPPORT WITH CARE</b>	5 years	10 years	15 years	17 years
Scenario 1	550	1,171	1,393	1,356
Scenario 2	(3)	581	844	839
Scenario 3	(80)	396	583	564

MKSM	2014	2019	2024	2026
<b>SOCIALLY EXCLUDED</b>	5 years	10 years	15 years	17 years
Scenario 1	447	945	1,152	1,137
Scenario 2	(42)	434	679	689
Scenario 3	(112)	268	449	447

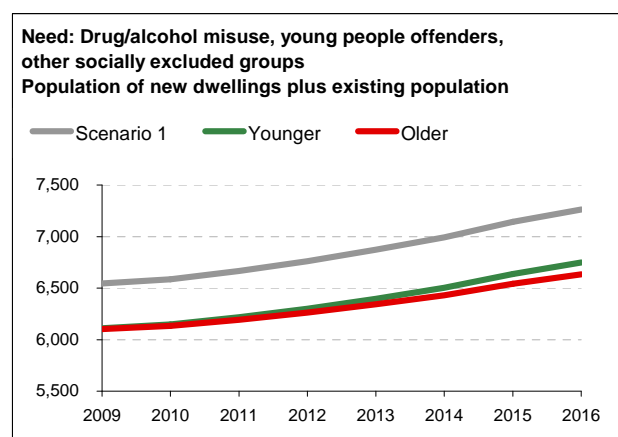
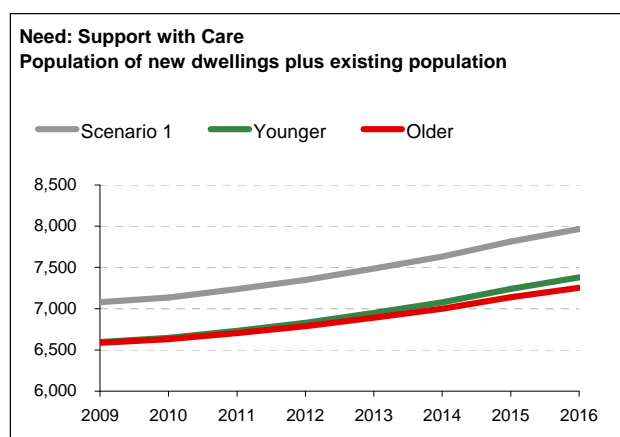
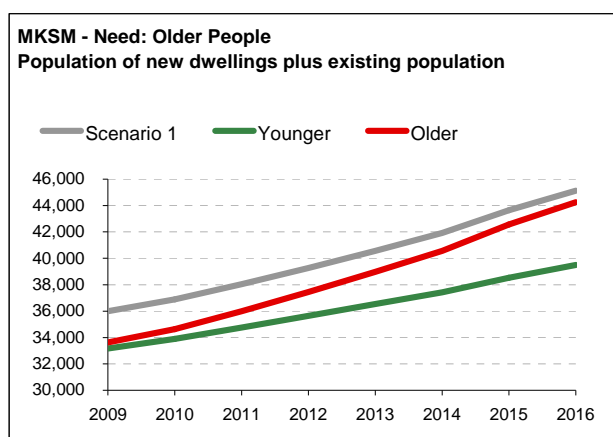


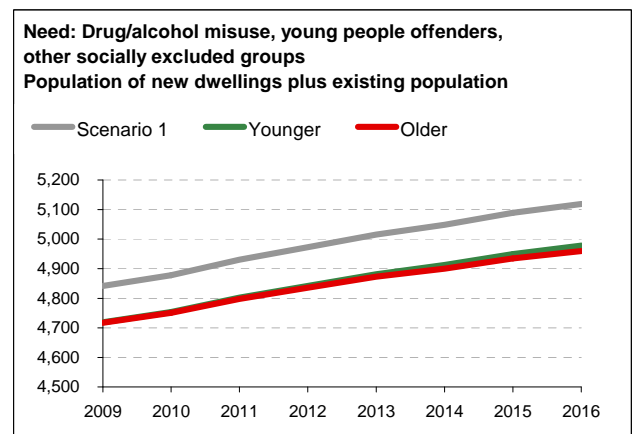
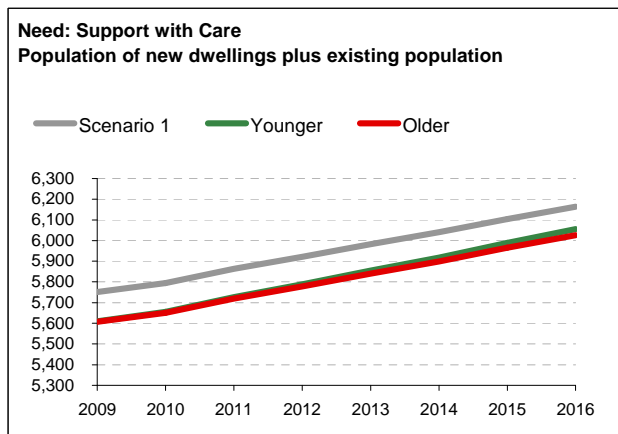
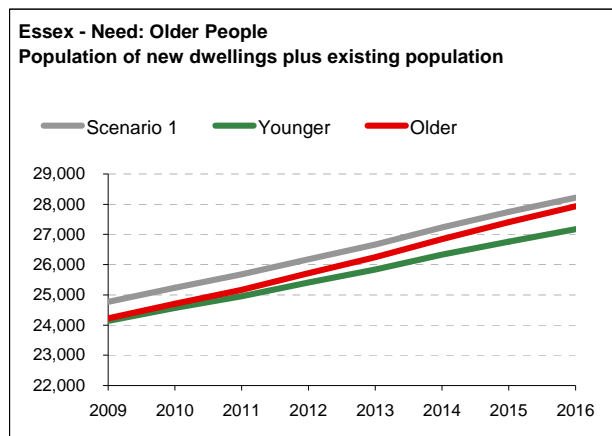
Figure 19. MKSM: numbers of people needing housing support 2009-2016

# Essex

ESSEX ALL OLDER PERSON'S GROUPS	2014	2019	2024	2026
	5 years	10 years	15 years	17 years
Scenario 1	2,458	5,188	8,525	9,852
Scenario 2	1,558	3,957	7,020	8,321
Scenario 3	2,070	4,952	8,229	9,483

ESSEX SUPPORT WITH CARE	2014	2019	2024	2026
	5 years	10 years	15 years	17 years
Scenario 1	289	532	695	721
Scenarios 2	166	445	641	678
Scenarios 3	147	402	578	611

ESSEX SOCIALY EXCLUDED	2014	2019	2024	2026
	5 years	10 years	15 years	17 years
Scenario 1	207	342	496	553
Scenario 2	71	203	361	423
Scenario 3	59	177	323	384



**Figure 20.** Essex: numbers of people needing housing support 2009-2016

## **8.7 Overview of projected needs**

Projected levels of support needs are sensitive to the different assumptions that are inputted for the scenarios under test. For support with care, for instance, the scenarios result in a smaller number of people within the broad adult age band and, therefore, a reduction in need compared to scenario one in 2009. The population in need for the socially excluded client groups (which include young people and teenage parents) is partly affected by the household composition under scenarios 2 and 3 but it has also been assumed there will be a reduction in risk factors across many of the groups.

The needs of older people will continue to increase significantly under all the scenarios tested. Under scenario 2 the need still increases as a result of changes to the underlying existing populations.

Both the initial and ongoing assumptions can be adjusted for each local authority based on detailed local knowledge to get an improved focus and more precise outputs for each area.

## 9. Partnership working

### 9.1 Strategic changes

The strategic changes outlined in this report (i.e. Local Area Agreements, Area Based Grants etc), together with DCLG's National Supporting People strategy, are driving the process of mainstreaming the Supporting People programme within existing local authority structures. At a local authority level the framework for strategic planning increasingly involves the integration of the governance, strategic planning and monitoring of the Supporting People programme within Local Strategic Partnerships that include adult social care, health, housing and others. This approach aims to achieve a much more co-ordinated approach to planning and delivering services for vulnerable people.

Local Strategic Partnerships are expected to monitor the delivery of Local Area Agreements, with local authorities taking different approaches to the development of local strategic partnerships. Although the strategic planning of the Supporting People programme within authorities covers the full range of client groups, the commissioning of these services is influenced by the Local Strategic Partnership framework and can include the wholesale integration of Supporting People within a single commissioning function, or dispersing Supporting People commissioning across a number of different department or agencies.

The purpose of this section of the report is to provide guidance to local authorities working in Growth Areas, on approaches to partnership working to ensure that the housing support needs of vulnerable people are taken into account. The focus of this section is therefore on cross-authority partnerships, although reference is also made to other forms of partnerships within authorities.

### 9.2 Models of partnership working between Supporting People authorities

From the outset of the Supporting People programme there was an expectation that authorities would work on a cross authority basis to address the needs of vulnerable groups that move from authority to authority. The, then, ODPM established a number of cross authority groups, with the requirement that each group developed a cross authority statement. The cross authority groups that cover the Growth Areas were defined as follows:

- Bedfordshire, Luton, Northamptonshire, Hertfordshire
- Peterborough, Cambridgeshire, Norfolk, Suffolk
- Essex, Southend, Thurrock
- Kent, Medway, Surrey, West Sussex, East Sussex, Brighton & Hove
- West Berkshire, Reading, Bracknell Forest, Wokingham, RB Windsor and Maidenhead, Slough, Milton Keynes, Buckinghamshire, Oxfordshire
- LB Barking and Dagenham, Corporation of London, LB Hackney, LB Havering, LB Newham, LB Redbridge, LB Tower Hamlets, LB Waltham Forest
- LB Barnet, LB Camden, LB Enfield, LB Haringey, LB Islington
- LB Bexley, LB Bromley, LB Greenwich, LB Lambeth, LB Lewisham, LB Southwark

The way in which cross authority partnerships have worked over the past few years has varied considerably amongst the authorities within the Growth Areas. Although some of the cross authority activity has focused on the prescribed ODPM groups, it appears that most of the activity (outside of London) has evolved so that partnership working is based, largely, on the Regional Implementation Groups. There was little evidence from the interviews with authorities outside of London of joint activity at cross authority group level. Others, including some of the London authorities had formed other, what they would regard as more natural, alliances with adjacent authorities who faced similar challenges.

Partnership working between the authorities has been based on the following broad approaches

Joint Planning	Joint planning involves Supporting People authorities working together to develop a regional or sub regional strategic approach to the Supporting People programme e.g. a regional strategy. Joint planning can also involve individual authorities working with partnerships within their own authorities to develop strategic plans e.g. Crime Reduction Strategy
Joint Working	Joint working involves Supporting People authorities working together to develop common processes, share information and carry out work on needs assessment. This approach increases efficiencies e.g. where providers only have to be accredited once using a regional accreditation framework.
Joint Commissioning	Joint commissioning involves two or more Supporting People authorities jointly commissioning and procuring a service. Joint commissioning can also involve individual Supporting People authorities working with partners in their authorities to jointly fund a service e.g. using Supporting People and Adult Social Care funding

Each of these approaches is analysed below.

### 9.3 Joint planning

The extent that groups of authorities, within the Growth Areas, have developed joint strategic planning has varied. Where strategic cross authority planning has taken place it has either been based on the Supporting People cross authority groups or on the Regional Implementation Groups – in other words the geographical scope of strategic planning differs. Some authorities have had little or no involvement in strategic planning on a cross authority basis, while others have been very active. In particular two groups of authorities have been most active in strategic planning and these are as follows:

- Supporting People East Region Group (SERG) – Peterborough, Cambridgeshire, Norfolk, Suffolk, Essex, Southend on Sea, Thurrock, Bedfordshire, Hertfordshire, Luton.



- South East Regional Implementation Group (SERIG) – Kent, Medway, Surrey, West Sussex, East Sussex, Brighton & Hove, West Berkshire, Reading, Bracknell Forest, Wokingham, RB Windsor and Maidenhead, Slough, Milton Keynes, Buckinghamshire, Oxfordshire.

Both these groups have developed a strategic approach to planning for Supporting People services and working together. This strategic approach is not specifically aimed at Growth Areas, as many of the authorities involved are outside of these Growth Areas. There is, however, some recognition within the strategies about the impact of the Growth Areas on housing support needs, although these needs have not been quantified.

There has been some limited strategic planning between other groups of Supporting People authorities, which has largely been articulated through joint working rather than the development of sub regional strategies.

#### **9.4 SPERG Regional Strategy 2008-11**

The 10 Supporting People Administering Authorities commissioned a regional Supporting People strategy to provide an outline direction of travel and identify the strategic priorities in meeting the housing related support needs of vulnerable people in the East region. The key strategic issues identified for the East Region were as follows:

- The East Region is an important Growth Area - three of the Growth Areas are wholly or partly in the East Region. The strategy identified that the population would increase by 10.6% to 2021. The strategy raised concerns about being able to provide support services to meet needs with the reductions in Supporting People resources (4% reduction over the period 2008-2011).
- The introduction of Local Area Agreements. The strategy highlighted the need to align Supporting People funding through Local Area Agreements and to ensure that the value of the Supporting People programme is recognised.
- The need to make efficiency savings.

The strategy set out a number of ways in which the authorities could work together including:

- Developing cross borough protocols (about cross authority access into existing services) and Multi-Areas Agreements to ensure the needs of mobile groups and those with rare or complex needs are taken into account.
- Adopting a regional approach to enhancing partnerships with the third sector.
- Developing common procurement practices for Supporting People and the potential for joint contracting services with Social Care commissioners.
- Work with the housing sub regions to prioritise capital investment bids

## 9.5 SERIG Framework for joint working

SERIG commissioned a framework for joint working to deliver housing related support in the South East. The framework essentially provides a strategic approach to a number of key issues. The main purpose of the framework is to:

- inform the Regional Housing Strategy
- to improve access to housing for vulnerable people
- to provide a framework for joint working across the region

The framework recognises that the region covers three Growth Areas but there is no specific quantification of the increase in housing related support as a result of this growth.

The framework not only sets out the need for capital investment in housing for vulnerable people but also proposes steps to address the shortage of move on accommodation. The framework also seeks to improve cross authority access.

The framework explores joint working between authorities to share costs and save resources. The framework also looks at opportunities for joint commissioning across agencies (e.g. with Social Care and Health) as well as for commissioning between Supporting People authorities.

## 9.6 Joint working

There is considerable evidence of joint working between groups of Supporting People authorities on a regional or sub regional basis, although the joint working is not specific to Growth Areas. Most of the joint working is about developing efficiencies through common processes or by sharing information. Therefore a considerable amount of joint working has involved:

- Benchmarking data.
- Sharing learning and intelligence.
- Approaches to needs assessment.
- Developing common value for money assessments.
- Developing common accreditation processes.
- Considering how to provide greater volumes of move on accommodation.
- Developing a consistent approach to commissioning e.g. through a commissioning toolkit.

Joint working has largely involved taking steps to make the Supporting People programme in the region, or sub region, more efficient and effective. Approaches, such as having a common accreditation system across a sub region, significantly reduce the level of work for providers and authorities.

Some groups of authorities have tried to obtain a better understanding of the needs of client groups that cross local authority boundaries. This has involved research on specific groups, such as women that escape domestic violence, as well as organising conferences or

seminars on the needs of these groups. Gaining a better understanding of these needs has informed Supporting People commissioners about whether there is a need to commission on a cross authority basis.

Most of the groups of authorities that cover the Growth Areas have undertaken some form of joint work, although this has varied considerably from one group to another, with some being very active and other doing little or no joint work. The research identified the following groups that have undertaken joint work:

- SPERG
- SERIG
- East Midlands Regional Group
- North London sub regional group
- North East London sub regional group
- South East London sub regional group

The joint work undertaken by authorities can either be at a sub regional or regional level or simply between two or more adjacent authorities. For instance the London Borough of Lewisham reported that it was working with the London Borough of Southwark to develop a joint framework agreement to commission Supporting People services.

## **9.7 Joint commissioning**

There is an important distinction between joint commissioning within an authority (i.e. between Supporting People and Adult Social Care); between a specific authority and its local primary care trust (s); and joint commissioning between different local authorities. All three approaches involve a partnership approach and are relevant to meeting housing related support needs in Growth Areas. Each of these approaches is considered separately.

### **Joint commissioning within an authority**

This approach involves combining Supporting People funding with other funding and making joint decisions about how the funding is allocated. This approach ensures a more joined up process to commissioning social care and housing related support. Examples of joint commissioning include Supporting People funding and

- Adult Social Care funding for learning disabilities
- Adult Social Care funding for mental health
- DAT funding for drug and alcohol
- Children's Services funding

A small number of authorities have developed a completely integrated structure for Supporting People and Adult Social Care commissioning. Rather more authorities have integrated some elements of Supporting People commissioning within Adult Social Care so that, for instance, there is a single budget for particular client groups, such as learning disabilities and mental health.

Supporting People teams, themselves, are increasingly becoming integrated into the mainstream commissioning and contracting departments of local authorities. Ultimately this

integration may lead to common processes within most authorities for social care and housing support.

The introduction of housing support into Area Based Grants is likely to reduce further the distinction between social care and housing support for the care and support groups.

There is little evidence of joint commissioning within authorities for social excluded groups, or low needs groups, as these groups tend not to be eligible for statutory services. Local authorities have taken a number of different approaches to commissioning services for these groups, with most continuing to locate commissioning and procurement functions within a distinct Supporting People team and others integrating commissioning for these groups within Adult Social Care or Community Services (usually led by an Supporting People Team embedded within these structures).

### **Joint commissioning between specific authorities and local Primary Care Trusts**

A further complication to an already highly complex scene is the moves within Primary Care Trusts to separate their own commissioner and provider functions. This process is as yet only just unfolding and its full impact has yet to materialise. Some Primary Care Trusts are at a very early stage; others may see it as still largely a 'health' issue and there may be only limited engagement with Supporting People and/or Adult Social Care.

Others may be looking to, or already have implemented, joint arrangements primarily with Adult Social Care with regard to either those needs groups that are a joint responsibility (mental health and learning disabilities, for instance) or to broader based joint planning and joint commissioning. To a large extent Supporting People, and therefore housing related support, tend to be subsumed within these more substantial arrangements rather than being an explicit part of the process.

In some instances Adult Social Care responsibilities have moved into a Primary Care Trust and vice versa and this approach benefits from a more joined up approach to social care, health and housing related support. These authorities have simply top sliced the Supporting People budget for particular client groups and transferred the funding to the Primary Care Trust, or specific partnership, together with the Adult Social Care budget for these groups.

### **Joint commissioning between authorities**

Fewer of the local authorities interviewed than might be expected thought that there was potential for joint commissioning services across local authorities. This approach would largely depend on whether there was funding available and whether the authorities had the same priorities. Larger county authorities often were not convinced that there was that much to gain. Those authorities, who did see there being some potential advantages, took the view that cross authority commissioning should focus on the following client groups:

- Domestic violence
- Offenders
- Travellers
- Single Homeless People

- People who use drugs

These client groups tend to move across local authority boundaries and may not have a local connection with any particular authority. The needs analysis undertaken by the authorities for these groups suggests both a need for accommodation based services as well as floating support. Often a specialist accommodation based service can only be viable on a cross authority basis i.e. there is only sufficient need for one service in the sub-region. Commissioning a cross authority floating support service not only meets needs that cross authority boundaries but can also provide considerable economies of scale.

There are a number of benefits to cross authority commissioning, including:

- Meeting the needs of transient groups without any disputes about local connection – a more joined up approach.
- Meeting very specialist needs where you only need one accommodation based service across a number of authorities.
- Being more cost effective as a result of pooling resources within a single procurement process and obtaining efficiencies through larger scale procurement.

The research, however, found only one example where a cross authority service had been jointly commissioned by authorities within the Growth Areas. This is a floating support service for prolific offenders commissioned across three London authorities. There are other examples of joint commissioning across authorities outside of the Growth Areas, most notably a floating support service for single homeless people that has been commissioned across a group of West London authorities. The framework agreement that is being established across a number of authorities in South East London has the potential to support joint commissioning across these authorities.

## **9.8 The impact of individual budget arrangements**

Some authorities are then taking a further step and developing Individual Budgets for those client groups that currently receive jointly commissioned Supporting People and Adult Social Care services. This is part of a much broader approach to the introduction of Individual Budgets across most social care services. The authorities are clear that they do not want housing support to become lost within an Individual Budget and anticipate that their assessment and resource allocation systems will be able to identify housing related support outcomes for individuals.

Some local authorities are considering extending Individual Budgets to other groups e.g. socially excluded groups. This approach presents considerable challenges as there is no infrastructure for assessing individual needs of vulnerable people who are ineligible for social care services and there are considerable implications for the viability of short term accommodation based services and fast response floating support services. Most of the authorities recognise that they will continue to commission support services to socially excluded groups, within a wider strategic partnership.

Individual Budgets do have implications for partnership working as they would replace the commissioning function within authorities. Local authorities (and Primary Care Trusts where

Adult Social Care and Supporting People funds are transferred) would become 'place shapers' rather than commissioners. Therefore joint commissioning within, and between, authorities would become less of an option for particular client groups.

## 9.9 Barriers to partnerships between authorities

The research identified a number of barriers in relation to working in partnership between the authorities. These barriers included those to joint planning, joint working and joint commissioning

The barriers identified were as follows:

- **Lack of staff**

A lack of staff time has been identified as one of the barriers to greater partnership working. A number of local authorities made the point that the reduction in the Supporting People Administrative Grant has limited their capacity to work jointly with other authorities.

- **Joint priorities cannot be agreed**

Some of the authorities pointed out that the option of joint commissioning is limited because authorities are not able to agree joint priorities. This is particularly the case with unitary and county authorities, where unitary authorities have different priorities to those of counties. This does not mean that these authorities cannot work together through adopting a strategic approach across the sub-region.

- **Political considerations**

Partnerships can be hampered by political considerations where authorities with different political administrations do not wish to work together. This can also work the other way where authorities with similar political administrations have a desire to work together. Furthermore, there may be a lack of political will within an authority to work with other authorities.

- **Supporting People budget reductions (no new funding)**

The reductions in Supporting People budgets limit the possibilities of funding new services, particularly cross authority services.

- **Importing service users from other authorities**

Jointly commissioning an accommodation based service in one authority for needs across a sub region, may create an impression that service users are being imported from other authorities. Although it would be the case that service users from a number of authorities could use a sub regional service, each commissioning authorities would be expected to pay their share and take responsibility for re-housing.

The main barriers to working together focused on jointly commissioning services on a cross authority basis and many of the larger counties, and some of the unitary authorities outside of London, saw little to be gained by commissioning on a cross authority basis. Joint commissioning has largely taken place in London where the needs of particular client

groups cross adjacent borough boundaries. However there are fewer barriers to joint planning and joint working, although there is an issue about how authorities resource these approaches, both now and into the future.

### **9.10 Approaches to partnership working**

The research involved discussions with the authorities, both individually as well as at the seminars, about the most effective approaches to working in partnership to ensure that the housing support needs of vulnerable people are taken into account within Growth Areas.

Most of the authorities considered that the existing Supporting People strategic planning mechanisms offer the best approach to jointly assessing needs through joint planning and joint working. Although the geographical scope of existing Supporting People regional and sub regional groups extends beyond the footprint of the Growth Areas, there was a consensus that these groups provide a strong focus for housing related support. The authorities considered that these groups will increasingly examine the housing support needs in Growth Areas, particularly in light of this piece of research, and may carry out some of the work at a sub regional level (i.e. as a sub group of a larger cross authority group).

The research does, however, demonstrate that the amount of joint activity, at a cross authority level, varies considerably. Some groups of authorities are very active, whilst others tend to work more closely with neighbouring authorities rather than at a sub regional or regional level – this is particularly the case for some authorities in London. Nevertheless these authorities do appear to endorse the approach of working together at a sub regional level, in relation to Supporting People issues, including addressing the housing support needs of people in Growth Areas.

The relationship between district councils and county councils, in two tier authorities, needs some consideration. A number of district councils form part of a larger Growth Area (or in the case of Ashford is a growth area in itself) and are aware of the issues relating to social cohesion and the need to plan for the housing support needs of vulnerable people. In some authorities there appears to be tension between planning for the future housing support needs in these districts and the priorities at a county level (e.g. in one area some districts wanted support services commissioned for a younger population, whilst at a county level the priority was older people). The inclusion of districts within Local Strategic Partnerships appears to be the most effective approach to address this issue.

### **9.11 Models for working in partnership in the Growth Areas**

The models that the authorities wish to use for working in partnership across the Growth Areas cover all those identified by the research, which are:

- **Joint planning**  
Joint planning would involve a strong focus on strategic planning to meet the housing support needs identified in the Growth Areas. The authorities in the Growth Areas consider that the DCLG research would provide a useful basis for developing joint strategic plans.

Although most of the housing support needs identified in the Growth Areas will require services to be commissioned by individual authorities, there was a recognition that it will be essential to develop joint strategic plans for these areas, within the context of a wider regional Supporting People strategy. Housing support needs in Growth Areas, therefore, have the potential to be picked up by the Commissioning Strategies of individual authorities as well as by regional or sub regional Supporting People strategies.

The research has found that a clear distinction can be made between planning for the housing support needs in Growth Areas within and outside of London. This is because within London regional or sub regional Supporting People planning groups are based on the London boroughs, whilst those outside of London are based on the regional implementation groups – this means that more than one Supporting People strategic planning group will cover each Growth Area. For example SPERG could potentially plan for housing support needs in South Essex Thames Gateway, while the relevant London sub-regional Supporting People groups could plan for the East London Thames Gateway.

- **Joint working**

Joint working is most likely to focus around needs assessment and there is potential for the authorities to build on the DCLG research. Although individual Supporting People authorities within Growth Areas are likely to assess needs resulting from growth as part of their overall work on needs assessment, there is the potential to work on this issue in conjunction with neighbouring Supporting People authorities. In particular authorities identified that they need a better understanding of the cross authority needs that will result from the development of the Growth Areas. Therefore, more research will be required into the needs of women escaping domestic violence, single homeless people, ex-offenders, travellers and people who use drugs.

Joint working will also help to identify the level of accommodation based services that need to be incorporated into Growth Areas for particular needs. These specialist accommodation requirements could then be fed into the sub regional housing strategies.

- **Joint commissioning**

Although the experience of joint commissioning is limited there are a few examples of where Supporting People services have been joint commissioned, particularly for groups with specialist needs or those that move across authorities. The research found that most authorities saw the potential for joint commissioning across authorities, although some authorities did not think this was a useful model and preferred to concentrate on joint planning and joint working.

There are two specific models of joint commissioning Supporting People services that have been developed. One model involves one authority acting as the lead commissioner and invoicing the other authorities for their share of the service. The other model involves each authority entering into separate contracts with a provider with an agreed level of service to be provided overall - these authorities can also enter into a joint protocol or 'wrap around' agreement to ensure a stronger partnership. The second



model can be procured using a framework agreement where authorities can increase the capacity of a service by 'calling off' additional units/hours at a fixed price without the need to go out to tender.

The extent to which future cross authority commissioning will take place will be driven by a number of factors. Apart from the fact that priorities within adjacent authorities will need to be compatible, cross authority commissioning will need to demonstrate the ability to deliver considerable efficiency savings, as well as the achievement of the required outcomes.

## **9.12 Future proofing partnership working**

With the increased integration of Supporting People into Adult Social Care, and the possibility that Supporting People funding will be included within Area Based Grants, there is a question about the extent to which a Supporting People programme will remain in place and whether regional or sub regional Supporting People groups will be required in the future.

Although the functions of Supporting People Teams are becoming increasingly absorbed into existing local authority commissioning and contracting structures, much of the Supporting People infrastructure still remains in place e.g. Supporting People five year plans, Supporting People contracts with providers, QAF assessments, the Client Record System, and the outcomes monitoring framework. Furthermore the need to plan for, and resource, preventative services has increasingly become embedded within many authorities, particularly where such services have the potential of achieving the indicators within their Local Area Agreements.

Since April 2008 local authorities and Primary Care Trusts have been required to produce Joint Strategic Needs Assessments and these are intended to lead to stronger partnerships between local authorities and the NHS and provide a firm foundation for commissioning that improves health and social care provision. The research found that Supporting People teams considered that the Joint Strategic Needs Assessment should provide the context for planning for housing support services. Embedding or linking the planning of housing support services to the Joint Strategic Needs Assessment should ensure that the needs of vulnerable people are taken into account. Some Joint Strategic Needs Assessments are specifically including the needs of vulnerable groups such as single homeless people.

On the basis that a distinctive preventative programme will be delivered through the new local government framework, there will continue to be an imperative for authorities to jointly plan preventative services and to jointly work with one another on a regional or sub regional basis. Not only will this approach address the needs of vulnerable people that cross local authority boundaries, but it will also create greater efficiencies through developing common processes. Planning for housing support needs in Growth Areas should therefore become an integral part of joint planning on a regional or sub regional basis, with much of the work on needs assessment being undertaken by individual authorities, or specific groups of authorities.

Multi-area agreements may provide a useful approach to planning across local authorities. Multi-Area Agreements are voluntary partnerships between local authorities and, although they are focused on the delivery of economic prosperity, they could also be used to deliver objectives related to vulnerable people. Multi-Area Agreements may be complementary to Local Area Agreements or they may fall outside of the national indicators. From a housing support perspective Multi-Area Agreements can underpin the current regional and sub regional work that is being undertaken and can enable local authorities to work together to not only delivery Local Area Agreements but also to create efficiencies.

Although the joint Supporting People planning framework will continue to be focused on existing regional and sub regional authority groups, it will be essential for these groups to develop stronger linkages with other regional planning frameworks. In particular links needs to be made with Regional Housing Strategies and sub regional housing partnerships, as these should take into account the housing needs of vulnerable people. The government has recently consulted on changes to the regional planning structure and is proposing to introduce Single Integrated Regional Strategies. It will be essential for housing support issues to be included in the development of such strategies, should they be introduced. Ultimately the Supporting People planning framework needs to influence the specific planning frameworks for Growth Areas so that the housing support needs of vulnerable people are taken into account and become mainstreamed.

## 10. Changing approaches to service provision

### 10.1 Background

The needs modelling exercise considers how changes in population growth and profile will impact on the need for housing related support services. What it cannot do is model the very many changes in the way those services are structured and delivered both currently and during the life of the growth programmes.

Nationally, Supporting People Administering authorities have carried out a programme of reviewing individual services as well as carrying out strategic reviews to identify the types of services that they require in the future to address needs. This process is having an impact on the current profile of services and will additionally impact on what types of services are commissioned in the future.

### 10.2 Floating support

The research found that many of the Supporting People authorities interviewed had reconfigured their floating support services, or were in the process of doing so. This process has involved re-commissioning existing floating support services, through amalgamating a large number of existing contracts, to provide consistent coverage across an authority area using a smaller number of providers. Not only does this result in considerable cost efficiencies, but it also results in more consistent delivery often involving a single gateway. Increasingly authorities have developed generic floating support services to meet the needs of multiple client groups and to be able to respond swiftly to problems to prevent them from escalating. Early intervention, effective support and signposting people to other services underpin this approach. Alongside generic floating support services, authorities have also commissioned specialist floating support (for specific client groups) and have developed links between the generic and specialist floating support services.

For example Essex County Council has undertaken a programme of re-commissioning its floating support services resulting in the procurement of three generic services that provide countywide coverage. These three services have replaced over 60 floating support contracts and have not only resulted in greater efficiencies but have also increased overall service capacity.

The research also found that support is being increasingly separated from accommodation based services, so that a more flexible service can be provided. This is particularly the case for older persons' services, where many authorities are breaking the link between sheltered housing and support services. This approach enables authorities to provide floating support services to older people living in the wider community, so that access to housing support becomes tenure neutral. Authorities are also separating support from accommodation based services for other client groups, often with the accommodation element being 'designated' for vulnerable people and support being provided on a 'visiting' or floating basis.

### 10.3 Impact on accommodation based services

There is evidence, from the interviews with the authorities, to show that the profile of accommodation based services is also changing. Some authorities have been involved in 'stepping up' accommodation based services i.e. increasing the level of staffing to support people with higher level needs and/or providing a more specialist service. Also some authorities have rationalised the provision of short term accommodation based services, by reducing the number of services and linking these to floating support, with the aim of preventing the 'revolving door' scenario.

Increasingly authorities are developing extra care housing as an alternative to residential care for older people and, where appropriate, remodelling sheltered housing to provide this type of service. For example Cambridgeshire's largest area of growth is the over 85s and the county aims to develop over 1000 extra care housing units by 2016. This client group is the biggest area of growth in terms of need and Supporting People grant will form a significant element of the funding.

The increase in the provision of floating support has raised concerns about the future of accommodation based services. DCLG research<sup>28</sup> shows that virtually all the authorities interviewed considered that a balance should exist between accommodation based and floating support services and this should be decided at a local level based on the needs assessed. The evidence from this research shows that a minimum level of accommodation based services should include direct access hostels, highly intensive services (e.g. for mental health), women's refuges and specially adapted accommodation.

### 10.4 Impact on the Growth Areas

The changing profile of services does raise the issue about the types of services that will be provided in Growth Areas and the balance between floating support and accommodation based services

The strategic commissioning approaches adopted by individual authorities will have an impact on services within each Growth Area, with floating support being the main vehicle for meeting new housing support needs identified. However, there will also be a need for accommodation based services, with extra care housing for older people being the main type of provision in new communities, as well as some other specialist provision - for instance short term accommodation for young people and specially adapted housing for people with physical disabilities. The actual balance between floating support and accommodation based services in new areas of growth will largely depend on the profile of the future population (e.g. where a large number of 85's settle in new communities then there will be implications for extra care housing)

Increasingly the drive is to provide vulnerable people with access to ordinary housing, with support provided separately, and this will particularly apply to new areas of growth, where there will be no legacy of accommodation based services (apart from those services

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<sup>28</sup> *Effectiveness of floating support for the Supporting People programme* (CLG 2008)

already established in these areas). Furthermore the approach of providing support to people living in ordinary housing complements the move to Individual Budgets for many within the social care groups.

The new build component of the growth strategy then provides an enhanced opportunity to incorporate the various changes described above through

- Developing a far greater proportion of life time homes.
- Recognising there is a need for some specialist provision (communal facilities for social interaction or where there is a need to supervise behaviour) but perhaps less pro-rata than has been the case in the past.
- Mainly prioritising standard affordable stock either to link to floating support or to act as move on.
- Developing specially adapted accommodation for people with severe physical disabilities.
- Considering remodelling of existing accommodation based services.

# 11. Summary and recommendations

## 11.1 The model

The model together with the associated excel work books are now available in a format that could be used by any authority wishing to assess levels of housing related support both now and in the future. We would caution that the needs factors and the deflators that we have used would benefit from further testing.

**Recommendation 1:** the model and the workbook are circulated widely for use by interested authorities.

**Recommendation 2:** the needs factors, deflators and indeed other parts of the calculation are reviewed as a part of local testing.

## 11.2 Planning considerations

The Growth Areas cross unitary and county authority boundaries, and regional boundaries, making planning for housing support needs more complex. Nevertheless there are existing regional and sub regional groups that currently work in partnership on housing support issues. These groups are driven by the Supporting People Teams which recognise the efficiencies that can be achieved by working in partnership with other authorities.

Although the Supporting People programme is increasingly becoming mainstreamed within local authority structures, planning for preventative services still remains a distinctive feature despite changes to the local government framework. Local authorities still have to achieve Local Area Agreement targets related to vulnerable people and as such require effective and efficient housing support services.

Although there has not been a great deal of partnership work to specifically address housing support needs in Growth Areas, local authorities recognise that they should use existing partnership structures, rather than create new structures. Furthermore, these structures need to link to the new planning and partnership frameworks at local and regional levels. The development of Joint Strategic Needs Assessments, Local Area Agreements, and Multi-Area Agreements should provide new opportunities for partnership working

**Recommendation 3:** Supporting People authorities should continue to work through their regional and sub regional Supporting People groups to carry out joint strategic planning across authorities, including strategic planning for housing related support needs in Growth Areas.

**Recommendation 4:** Supporting People authorities that cover specific Growth Areas should work, both individually and together, in identifying existing and future housing related support needs in each Growth Area. District councils should be given the opportunity to become engaged in this work. The needs identified should inform the authorities' own Supporting People strategic commissioning plans as well as the strategic plans that are developed for the region or sub-region.

**Recommendation 5:** Authorities working across Growth Areas should consider jointly commissioning Supporting People services to meet cross authority needs, if this is an appropriate response. Cross authority commissioning could be carried out a sub-regional level and encompass other authorities that do not work across Growth Areas.

**Recommendation 6:** As the Supporting People programme becomes increasingly mainstreamed into local authority structures it will be essential for authorities to continue to work together on planning for, and if necessary joint commissioning of, preventative services. It is recommended that authorities should continue to maintain a strategic planning focus on preventative housing related support services, either as part of a Supporting People team or within a strategic planning team into which these Supporting People functions can be subsumed.

**Recommendation 7:** Regional or sub-regional Supporting People strategies need to have better linkages to Regional Housing Strategies as well as sub regional housing partnerships. Both Regional Housing Strategies and sub regional housing partnerships are expected to take account of the housing needs of vulnerable people. Where Single Integrated Regional Strategies are introduced these should take account of housing support needs. In addition better linkages need to be developed between regional or sub regional Supporting People strategies and the planning frameworks for Growth Areas. This will enable the relevant planning framework to take account of housing related support needs in specific Growth Areas.

## Glossary of terms

Affordable dwellings	<p>Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and include provisions for:</p> <ol style="list-style-type: none"> <li>1. The home to be retained for future eligible households; or if these restrictions are lifted, for any subsidy to be recycled for alternative affordable housing provision.</li> <li>2. Social rented housing is rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.</li> </ol> <p>Intermediate affordable housing is housing at prices and rents above those of social rent but below market price or rents, and which meet the criteria set out above. These can include shared equity (<i>e.g. Home Buy</i>) and other low cost homes for sales, and intermediate rent.</p>
Administering Authorities	There are 150 Supporting People Administering Authorities with the responsibility to administer the programme.
Assertive outreach	An active form of service delivery where care and support is offered in the service user's home at times suited to the service user. Workers are involved with providing practical support, care co-ordination and advocacy as well as more traditional therapeutic input. The aim is to maintain contact with the service and comply with effective treatment.
Capital funding	The money spent to purchase, convert and rehabilitate buildings or to purchase a piece of land or site and build a new housing scheme on it.
Care Package	A combination of services designed to meet the assessed needs of a person requiring care in the community.
Care Programme Approach (CPA)	A care plan that is drawn up for people with mental health problems who are either discharged from hospital or in receipt of specialist psychiatric services.
CMHT	Community Mental Health Teams are multi disciplinary team offering specialist treatment and care to people in their own homes and in the community.
CRS	Client Record System which collects information on each new service users that accesses a Supporting People service which is completed by providers using a Client Record Form.
Designated	Housing that is designated for a particular client group or need e.g.



Housing	housing for older people
Host	Host referrals are those referrals, who immediately prior to receiving a Supporting People service, have been living in the authority area where the service is located.

# Appendix 1 – Ashford and the Growth Points

## Introduction

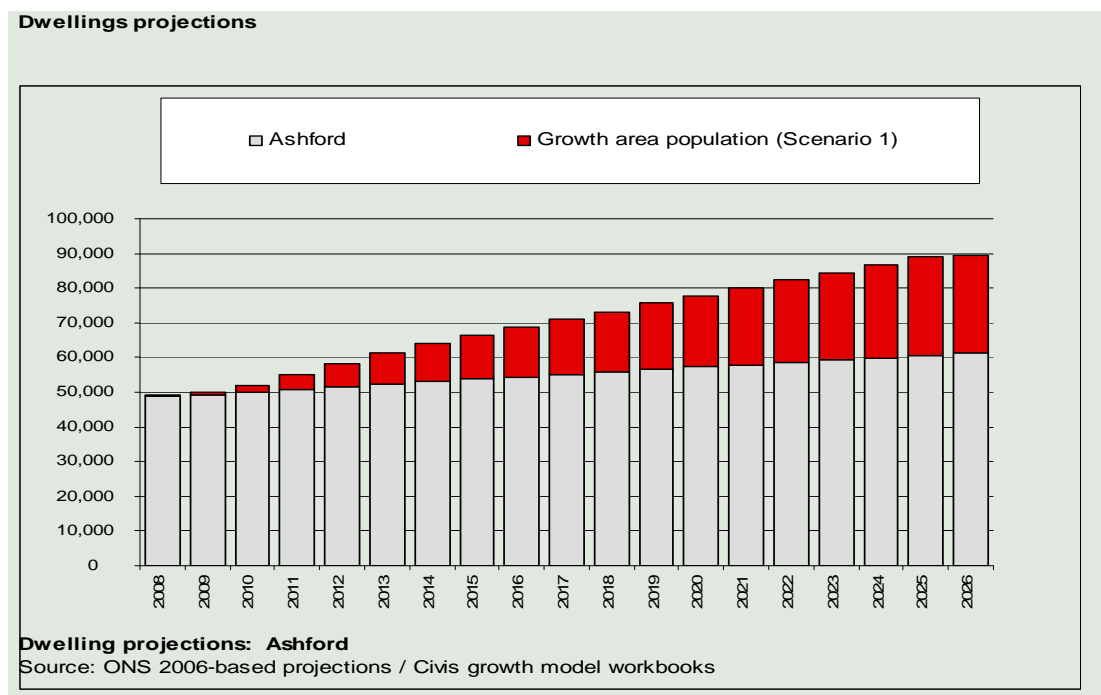
Ashford Borough Council as a growth area in its own right provides a whole range of complexities for this review (it is not an Supporting People administering authority; Supporting People Local System data is not available at a district level etc) but otherwise in real world planning and development terms is a model of succinct planning and commissioning.

As the strategic context review above makes clear the other three Growth Areas have little planning coherence of their own. Instead the critical platform is the regional structure – London; South East England, East of England etc – which by and large are focussed on current challenges and only marginally take into account the challenges of planned growth (certainly where housing related support is concerned).

Ashford, therefore, not only represents a hugely simplified planning context but additionally has undertaken considerable work on current and future housing related support.

## The key targets and challenges

The key document for this is the Ashford Housing Strategy 2008-11. This refers to a target of c. 31,000 additional units being provided by 2031 of which between 30-35% should be affordable. Interviews suggested that the credit crunch has had a particularly dramatic effect in Ashford and that not only had all new development largely come to a halt but that some planned housing with support schemes had been lost as a consequence.



**Figure 21.** Projected Population Growth in Ashford

There are a number of key indicators as to what type of accommodation should be built:

- Ninety-five per cent of new households need 1 or 2 bedroom accommodation yet this only forms 34% of the existing housing stock.
- There is actually a surplus of larger units.
- The age profile of the local population will change radically with very substantial growth in both the 65 plus and 85 plus populations but virtually no change to the 25-44 age band<sup>29</sup>.

### **Housing related support**

The report identifies two needs groups where there is a shortfall of current provision – supported accommodation for substance misusers and provision for gypsies and travellers. It describes a significant growth in the learning disability population by 2016, which will create additional demand, though this is not quantified.

Current and future priorities are assessed through an Ashford Housing Care and Support Group that is charged to develop an Ashford Vulnerable Adults Housing Strategy and to review the Older Persons' Housing Strategy.

### **The overall planning framework**

Ashford then, rather like many of the London boroughs covered by the review, presents a coherent and clear strategy for both the growth targets; and determining any current shortfall in Supporting People provision and key indicators for future demand for housing related support. Those key indicators are then given greater precision by the current modelling exercise.

But Ashford of course is one of the 12 districts in Kent and as such is far less able to determine its own programme of housing related support. The Kent County Council view is that Ashford is no different to the other districts in the county and its needs will be considered alongside a whole host of other competing factors such as an expected tightening of Supporting People budgets in 2010-11 and a huge challenge as to how to fund older people's services in the county.

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<sup>29</sup> The demographic profiling for this exercise comes to a somewhat different view for two of the scenarios we have developed. Scenario two suggests that the incoming population will largely fall into this 25-44 band. Ashford is largely seen currently as a 'self contained housing market' i.e. housing movement is largely within the locality. That situation is likely to change with new transport links to London.

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## Appendix 3 – Summary of the Growth Targets

SP Administering Authorities	Local authority		Overall target Targets	Percentage affordable	Timetable	Homes built 2001-2006	IOD 2004 score (ranking)	Rural Score
<b>Milton Keynes South Midlands</b>								
Northamptonshire County Council		County						
	Corby	District Council	16,800	25%	2001-2021		27.07 (74)	3
	Kettering	District Council	13,100	25%	2001-2021		15.29 (209)	4
	Wellingborough	District Council	12,800	25%	2001-2021		17.51 (168)	4
	Daventry	District Council	10,800	25%	2001-2021		10.21 (290)	6
	South Northamptonshire	District Council	6,600	25%	2001-2021		6.59 (344)	6
	East Northamptonshire	District Council	9,400	25%	2001-2021		11.76 (263)	5
Northampton City Council		Unitary	30,000	30%	2001-2021		20.24 (135)	
Milton Keynes		Unitary	44,900	30%	2001-2021		15.56 (204)	3
Buckinghamshire		County						
	Aylesbury Vale	District Council	18,300	40%	2001-2021		8.30 (324)	5
Bedfordshire		County						
	Bedford/Kempston/Northern Marston Vale Urban Area		19,500	35%	2001- 2021	2,380	17.52 (167) for Bedford LA	4
	Bedford Borough Council		1,300	35%	2001- 2021	1,020	17.52 (167) for Bedford LA	4
	Mid Bedfordshire		11,000	35%	2001- 2021	3,120	7.71 (334)	6
	South Bedfordshire		1,000	35%	2001- 2021	170	12.32 (253)	3
Luton Borough Council			26,300	35%	2001- 2021	4,400	23.27 (101)	3
(Luton/Dunstable/Houghton Regis together with Leighton Linlade Urban Area)								
<b>Total Units</b>			<b>221,800</b>					

## Appendix 3 – Summary of the Growth Targets (Continued)

SP Administering Authorities	Local authority		Overall target Targets	Percentage affordable	Timetable	Homes built 2001-2006	IOD 2004 score (ranking)	Rural Score
<b>London-Stansted-Cambridge-Peterborough</b>								
Peterborough		Unitary	25,000	35%	2001- 2021	3,620	23.37 (100)	3
Cambridgeshire		County						
	Fenland	District Council	11,000	35%	2001- 2021	3,340	19.76 (142)	6
	Huntingdon shire	District Council	11,200	35%	2001- 2021	2,890	10.18 (291)	6
	East Cambridgeshire	District Council	8,600	35%	2001- 2021	3,240	10.61 (282)	6
	Cambridge	District Council	19,000	35%	2001- 2021	2,300	14.58 (218)	3
	South Cambridgeshire	District Council	23,500	35%	2001- 2021	3,520	6.39 (345)	6
Hertfordshire		County						
	North Hertfordshire	District Council	6,200	35%	2001- 2021	1,900	10.14 (292)	4
	Stevenage	District Council	16,000	35%	2001- 2021	1,570	15.61 (203)	3
	East Hertfordshire	District Council	12,000	35%	2001- 2021	2,140	6.29 (348)	4
	Broxbourne	District Council	5,600	35%	2001- 2021	1,950	14.72 (216)	1
Essex		County						
	Uttlesford	District Council	8,000	35%	2001- 2021	1,610	6.66 (341)	6
	Braintree	District Council	7,700	35%	2001- 2021	3,360	13.24 (237)	5
	Harlow	District Council	16,000	35%	2001- 2021	810	21.37 (120)	3
	Epping Forest	District Council	3,500	35%	2001- 2021	1,210	13.33 (234)	1
Enfield		London Borough	3,950	50%	2007/8-2016/17		23.05 (104)	1
Haringey		London Borough	6,800	50%	2007/8-2016/17		37.7 (13)	1
Waltham Forest		London Borough	6,650	50%	2007/8-2016/17		30.24 (47)	1
Redbridge		London Borough	9,050	50%	2007/8-2016/17		17.77 (163)	1
Hackney		London Borough	5,350	50%	2007/8-2016/17		45.06 (5)	1
<b>Total Units</b>			<b>205,100</b>					

## Appendix 3 – Summary of the Growth Targets (Continued)

SP Administering Authorities	Local authority		Overall target Targets	Percentage affordable	Timetable	Homes built 2001-2006	IOD 2004 score (ranking)	Rural Score
<b>Thames Gateway</b>								
Kent County Council		County						
	Dartford	District Council	15,700	35%	2006-2026		17.18 (170)	1
	Gravesham	District Council	9,300	35%	2006-2026		18.07 (158)	1
	Swale	District Council	8,300	35%	2006-2026		20.85 (130)	4
Medway		Unitary	16,300	35%	2001-2021		17.96 (160)	3
Essex		County						
	Castle Point	District Council	4,000	35%	2001-2021	1,010	12.71 (245)	2
	Basildon	District Council	8,500	35%	2001-2021	1,220	20.72 (132)	3
	Rochford	District Council	4,600	35%	2001-2021	810	8.71 (316)	2
Thurrock		Unitary	18,500	35%	2001-2021	4,250	21.22 (122)	3
Southend on sea		Unitary	6,500	35%	2001-2021	2,130	21.66 (114)	2
Havering		London Borough	5,350	50%	2007/08-2016/17		40.41 (11)	1
Bexley		London Borough	3,450	50%	2007/08-2016/17		45.88 (4)	1
Greenwich (South)		London Borough	20,100	50%	2007/08-2016/17		31.47 (41)	1
Lewisham (South)		London Borough	9,750	50%	2007/08-2016/17		15.01 (212)	1
Barking & Dagenham (North)		London Borough	11,900	50%	2007/08-2016/17		14.77 (214)	1
Newham (North)		London Borough	35,100	50%	2007/08-2016/17		45.88 (4)	1
Tower Hamlets		London Borough	31,500					
<b>Total Units</b>			<b>208,850</b>					
<b>Ashford</b>								
Kent County Council		County						
	Ashford Borough Council	District Council	<b>31,580</b>	35%	2001-2031	3270	13.44 (233)	4