

# Agenda

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## Housing Panel (Panel of the Scrutiny Committee)

Date: **Tuesday 24 March 2015**

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Time: **5.00 pm**

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Place: **Barrister's Room - Town Hall**

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# Housing Panel (Panel of the Scrutiny Committee)

## Membership

<b>Chair</b>	Councillor Sam Hollick	
	Councillor Gill Sanders	
	Councillor Elizabeth Wade	
	Linda Hill	Co-optee
	Councillor Linda Smith	

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# AGENDA

## Pages

### 1 APOLOGIES

The Quorum for this Panel is three and substitutes are not allowed.

### 2 DECLARATIONS OF INTEREST

### 3 NON-STATUTORY HOMELESSNESS SERVICES

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Contact Officer: Shaibur Rahman, Rough Sleeping and Single Homelessness Manager;

Contact Details: Tel: 01865 252825; email: [srahman@oxford.gov.uk](mailto:srahman@oxford.gov.uk)

For the Panel to receive an update on the provision of non-statutory homelessness services.

### 4 VERBAL UPDATE ON THE JOINT COMMISSIONING OF HOUSING SUPPORT SERVICES

Dave Scholes, Housing Needs Manager, will update the Panel on the joint commissioning of housing support services.

### 5 AFFORDABLE HOUSING

67 - 84

Contact Officer (Planning): Laura Higgins, Team Leader for Spatial & Economic Development

Contact details: 01865 252173, [lhiggins@oxford.gov.uk](mailto:lhiggins@oxford.gov.uk)

For the Panel to consider:

- a) Affordable Housing contributions in light of the amended national Planning Practice Guidance – report to Council
- b) Responses to Affordable Housing questions

### 6 WORK PROGRAMME

85 - 86

For the Housing Panel to review and note its work programme.

### 7 DATE OF NEXT MEETING

The next Housing Panel meeting will be held on 4<sup>th</sup> June 2015.

## **DECLARING INTERESTS**

### **General duty**

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

### **What is a disclosable pecuniary interest?**

Disclosable pecuniary interests relate to your\* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licences for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

### **Members' Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

\*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those of the member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

**To: Housing Panel**

**Date: 24 March 2015**

**Report of: Head of Housing and Property Services**

**Title of Report: Non-statutory Single Homelessness**

## **Summary**

**Purpose of report:** To provide an overview of non-statutory homelessness in Oxford city and a summary of services commissioned by Oxford City council.

**Key decision** *No*

**Executive lead member:** Scott Seamons

**Report author:** Shaibur Rahman

**Policy Framework:** Meeting Housing Needs

**Recommendation:** That the panel note and comment on the report

Appendices to report

Appendix 1 – No Second Night Out (NSNO) data brochure January – March 2014

Appendix 2 – No Second Night Out (NSNO) data brochure April – June 2014

Appendix 3 – No Second Night Out (NSNO) data brochure July – September 2014

Appendix 4 – No Second Night Out (NSNO) data brochure October – December 2014

Appendix 5 – Case study of a client

Background

1. The Scrutiny Committee has requested a report to provide an update on non-statutory homelessness, overview of commissioned services and future challenges for this group of individuals in Oxford.

**Definition of ‘non-statutory homelessness’**

2. In England, local authorities have duties under the Housing Act 1996 and the Homelessness Act 2002 towards homeless people full filling certain criteria and who are deemed statutory homelessness. Legislation provides a strict criteria, which ultimately guides our decision making.

"Non-statutory homelessness" covers people who are not considered by the local authority to be eligible for housing assistance, not deemed to be in priority need or who are intentionally homeless according to the above legislation.

3. The term 'non-statutory homeless' collectively refers to the following groups of individuals:

- Rough sleepers
- Individuals accommodation in hostel population
- Sofa surfers
- Individuals with No Fixed Abode (NFA)
- The hidden homeless (those who reside in squats, boats and caravans that are in an inhabitable condition)

### **Context**

4. Oxford has had a historic problem associated with non-statutory single homelessness which, manifests itself in a relatively high number of rough sleepers on the streets of Oxford. The majority of the single homeless population are from Oxford and Oxfordshire, but people are also drawn to Oxford due to its proximity to London and due to its perceived wealth. Only individuals with a local connection to Oxfordshire are able to access the homeless hostels in the city. Those who have come to Oxford from other areas, are assisted to return to their home area where they can access accommodation and support. There are also pockets of deprivation in Oxford, young people falling out of family homes and welfare reform, which contribute to the number of single homeless individuals.

5. The number of individuals who are seen rough sleeping in the city is monitored on a daily basis and the Council's Rough Sleeping & Single Homelessness are in close contact with all services that work with rough sleeping and single homeless population in order to understand developments and deal with trends effectively.

Street counts, (national methodology) – delivered according to guidelines stipulated by Homeless Link – are held regularly and this is an important tool to monitor the number of rough sleepers in the city. The last two official counts where data was reported back to DCLG were 19 in November 2013 and 26 in November 2014. The increase in rough sleepers seen in Oxford is in line with national trends. The increase is a currently in-line with national trends in particularly London, the South East and other parts of the country where rough sleeping is prevalent.

This year we have been asked to provide an estimate as well as a Street count figure. This is how the other four districts in Oxfordshire monitor their rough sleeping numbers. For the purposes of reporting to the Health Improvement Board and to have a joint approach we have provided this,

which was 43. The difference between the two methodologies is that street count provides a snapshot on one particular night and the estimate combines intelligence from local stakeholders and provides a best guess.

*Please see Appendix 1, 2, 3 and 4 for performance data for the last four quarters.*

6. Oxford has 3 large hostels located in the city centre. The dispersed supported housing project provides an additional 83 units of accommodation. These projects are mainly funded by Oxfordshire County Council’s Housing Related Support Grant, and can be accessed by individuals who have a local connection to one of the local authorities in the County. Hostels in the city therefore serve the needs for the whole County.

In total there are about 220 – 230 beds for Single homeless with priority given to rough sleepers or those we believe will be rough sleeping imminently in Oxfordshire. Oxford City Council commissions projects and services that provide additional support to the hostel provision procured by the County Council. Services commissioned by Oxford City Council are vital in order to ensure individuals can successfully address the reasons behind their homelessness and move on from hostel and supported accommodation and into more independent accommodation. These ‘wrap-around’ services are aim to prevent homelessness and rough sleeping by up-skilling individuals. *(Please see Appendix 5 for a case study example).*

7. Due to the high demand on hostel services, Oxford City Council funds a service to provide advice, guidance and referrals to alternative services for those who are sofa surfing or reports. As part of the prioritisation matrix they are deemed to be less vulnerable than those who are rough sleeping on the streets. The advice and guidance is currently provided by Connections Floating Support and is delivered via drop-in surgeries in St Aldates Chambers. This will be changing over the next couple of months as this function will be rolled into the wider Street Outreach and Assessment contract but the expectation to deliver similar advice will remain.

### **An overview of the types of services we provide**

8.

<b>Organisation and Purpose of Grant</b>	<b>Allocation for 15/16</b>
<b>Assertive Outreach, Reconnection, Move-on</b>	
<p><b>Single Homeless Outreach and Assessment service</b> – a team of 9 FTE with a combination of a Project manager, Outreach workers, Assessment workers and trainees.</p> <p>This service will incorporate the functions previously carried out by Oxford City Outreach, the NSNO Pathway Leader, NSNO Assessment Worker and the advice services for single homeless people who may be in precarious housing.</p>	£350,893
<b>Specialist Homelessness Liaison service (Thames</b>	£40,000

<p><b>Valley Police)</b>  We have taken a different approach to last year where we are commissioning a service to be delivered by the City Centre Unit as opposed to a specific post holder. This may be delivered by the same individual but the focus will be for the unit to deliver specific outputs such as, number of outreach shifts, key meetings attended, tackling begging and anti-social behaviour, attending rough sleeping hot-spots and so on. This means that going forward the problems that need tackling are measured against their organisation as opposed to one individual. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.</p>	
<p><b>O'Hanlon House (Oxford Homeless Pathways)</b>  This grant jointly commissions the service with Oxfordshire County Council. The money specifically commissions the day service that works with vulnerable adults who present with needs such as substance misuse, mental health and alcohol needs. The day service aims to provide a bridge between the service users and other meaningful services such as GP practices, Social services, DAAT teams and mental health teams. There is a reduction of £8k to reflect the reduction that County council have made. However the saving from this will be used to develop alternative initiatives with other day centres.</p>	£124,756.92
<p><b>Sit-Up service</b>  The Sit-up service was commissioned to mitigate for the lack of move on from the Adults homeless pathway. This function will be taken into account when the new pathway/service is commissioned. The cost attached is only for a year and will end on in March 2016.</p>	£54,903
<p><b>Severe Weather Provision</b>  This funding is to cover the cost of running additional services for rough sleepers during periods of severe weather.</p>	£15,000
<p><b>Housing First Project</b>  Housing First will be commissioned for the next year; the project has shown that it can work with some of the most complex/entrenched clients and deliver positive outcomes.</p>	£47,800
<p><b>Improving Mental Health/Complex Trauma</b></p>	
<p><b>Mental Health Practitioner (Luther Street Medical Centre)</b>  This post has continued to be a success and it is recommended that funding in partnership with Oxford Health and Oxford Homeless Medical fund is continued for this post. This allocation is on a yearly basis and the</p>	£25,000



council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	
<p><b>Complex Needs Service</b></p> <p>This funding has been allocated to fund a joint project next year. The service will be funded in conjunction with CCG and Public Health department to cater for a cohort whose needs are not met by both the Adults homeless pathway and the supported independent living pathway.</p>	£40,000
<p><b>Elmore In-reach (1 month)</b></p> <p>This service is being decommissioned but will be given a one month extension to ensure they have a 3 month period for a closedown period.</p>	£3,394.40
<b>Tackling Worklessness and Improving Positive Activities</b>	
<p><b>Aspire Oxfordshire</b></p> <p>Aspire provide social enterprises, work placements, employment opportunities and benefits' advice to Oxford's homeless network in order to develop progression pathways into sustainable independent living.</p> <p>We also fund <i>Two FTE Education, Training and Employment Workers</i> to further develop Aspire's social enterprises, work placements, employment opportunities to Oxford's homeless network in order to develop progression pathways into sustainable independent living.</p> <p>This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.</p>	£88,691.50
<p><b>Emmaus Oxford Furniture Store</b></p> <p>This money supports Emmaus to provide accommodation for homeless people but also gives them an opportunity to work in their social enterprise; a second-hand furniture store. They have plans to taper the grant they receive from us; however this can only happen once they are operating their store from the new site on Barns Road.</p>	£25,000
<p><b>The Gatehouse Café</b></p> <p>This provides some core funding to the Gatehouse daycentre. They open six evenings a week and engage with the hard to reach clients that traditionally do not use mainstream services.</p>	£5,580
<p><b>Steppin Stone Day Centre</b></p> <p>This provides core funding to the Steppin Stones daycentre to work with vulnerable adults who are aiming to get back into training, education and employment. Steppin Stones also provide individuals with an opportunity to train in their social enterprises; their allotment, the daycentre kitchen or Porch Pickle</p>	£55,000

enterprises. The daycentre is based away from the city centre, which allows for individuals to move away from the street activities such as begging, drinking and other anti-social behaviour.	
<b>One FTE Service Broker (Big Issue Foundation)</b> This post tackles the lack of engagement of Big Issue sellers with accommodation offers and to improve the partnership working with this organisation. This contract will continue to be within a payment by results framework this year, where 25% of the total grant is paid out only upon evidencing certain set outcomes. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	£25,000
<b>Priority Services for Young People</b>	
<b>Young Persons Pathway</b> This grant is part of Oxford City Council's contribution to joint commissioning of the Young Persons pathway (for vulnerable & homeless 16 – 22 year olds) with the County Council.	£42,992
<b>Prevention of Eviction Young People Beds</b> To cover the shortfall in DWP benefits received by someone under the age of 25 and those over the age of 25 in order to ensure under 25s can afford to paid their rent/service charge and thus prevent eviction. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	£5,000
<b>Emergency Bed (within Oxford City)</b> This funding provides one emergency bed for use by Oxford City.	£6,134.28
<b>Homelessness Prevention</b>	
<b>Welfare Reform Outreach Team</b> This funding contributes towards the work of the team focussing on the impact of welfare reform on the City Council and its tenants.	£75,188.15
<b>Discretionary Housing Payments</b> This money has been allocated to ensure that we can mitigate the impact of welfare reform.	£150,000
<b>Target Hardening/Sanctuary Scheme</b> Provided to ASBIT, this is a service for victims of domestic abuse to enable them to stay in their own homes.	£30,000
<b>Elmore Community Services</b> This funds one post within the Elmore team; the post is called a Tenancy Sustainment officer. The officer works with residents of OCC who are finding it difficult to manage their tenancies. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	£35,630

<b>Business Rates at the Old Fire Station</b> As required by previous CEB report to provide financial relief to Crisis and the Arts at the Old Fire Station in the first years of service.	£3,152
<b>Pre-tenancy course</b> As mentioned before; this will be subject to a review of the service. Should the outcome be positive this will be renewed for the year 2015/2016.	£16,000
<b>MEAM pilot project</b> This amount will be set aside to provide flexibility in extending the pilot project.	£20,000
<b>CHAIN</b> The web-based database management system that currently collates all data and provides monitoring reports on rough sleepers. This service is being extended for a year with the expectation that this will be paid for by the County council as it will be used for the Adults pathway in its entirety.	£8,093
<b>Single Homelessness</b> The funding is to be used to contribute towards the Council's operational activity supporting the work assisting Rough Sleeping and Single Homelessness activities.	£100,000
<b>Total</b>	£1,393,208.25

*(Please note that there is further detail on the allocation of our grant in the form of a CEB report, which went to City Executive Board on the 12<sup>th</sup> of March for approval)*

9. As well as the above services; Housing Options Service also provides a Personal Housing Plan for every customer who presents to the Duty service; this captures the household's circumstances as well as suitable housing options available to them. We take this opportunity to highlight appropriate support schemes such as the Lord Mayors Rent Deposit Scheme.

### **Current challenges**

10. Some of the main challenges for the authority arise from the County Council's decision to reduce funding for Housing related support previously given through the Supporting People grant. Oxfordshire County Council has decided to reduce the Housing Related Support funding by 38% and this will have an impact on the housing related support services in Oxfordshire, particularly Oxford. Oxfordshire County Council is in the process of finalising the specifications for a new Adult Homeless pathway, which is likely to see a reduction in the quality of support hostels are able to provide to clients. Oxford City Council is planning to use its Homelessness Grant Allocation to commission 'wrap-around' services to boost the quality of support delivered to homeless people to ensure clients have the best opportunity to move into independent living in the community.

11. The client group being serviced by the Adult Homeless pathway has changed significantly over the past few years, providing further challenges. More clients have complex and multiple needs; thus taking a longer time to address the needs, which has an impact on them being move-on ready. The Young Persons pathway is prioritising 16 – 17 year olds and therefore the adults pathway is being forced to take in younger adults of 18 plus.

12. Oxford City Council is fortunate to have good quality services within the city, however this can also bring many problems. The influx of non-statutory homeless individuals into the city has been consistently high with services being located in the city. Once individuals build up their social networks in the city it can prove difficult and challenging to move them back to their home districts.

13. One of the biggest challenges we are currently dealing with is the housing market in Oxford. The private rented sector has become unaffordable for those who rely on Housing Benefits as the Local Housing Allowance (LHA) rate is well below what the market commands. This is one of the main reasons why individuals in hostel accommodation cannot find suitable accommodation to move on to, and thus stay in hostels longer. The knock on effect of this is that fewer hostel beds become available for those who are in need of this service.

14. Oxford City Council in setting its medium term financial plan for 15/16-18/19 has confirmed this area of service provision remains a high priority and has maintained budget levels despite significant budget pressures overall.

### **Future developments**

15. Oxford City Council aim to commission new services to address gaps for single homeless people and ensure the best possible outcomes can be gained for the clients accessing single homeless services. One of the areas of focus is looking at services for clients with complex needs and dual diagnosis.

### **Mayday Trust**

16. The aim of this pilot project is to test out a new model of working with non-statutory single homeless individuals. It is a model imported from the US and evidence shows that it works well with young people. Mayday Trust approached both Oxford City Council and the Oxfordshire County Council to look at the opportunity to test this on an adult cohort. The pilot project is for a period of 2 years; funded by Oxford City Council, Oxfordshire County council, Mayday Trust and Lankelly Chase Trust. This pilot project will not require further funding for the duration.

### **Making Every Adult Matter**

17. Making Every Adult Matter (MEAM) is a coalition of four national charities – Clinks, DrugScope, Homeless Link and Mind – formed to influence policy

and services for adults facing multiple needs and exclusions. Adults with multiple and complex needs often :-

- **experience several problems** at the same time, such as mental ill health, homelessness, drug and alcohol misuse and offending.
- **have ineffective contact with services.** People facing multiple needs usually find that one service is unable to deal with all their needs, which means other needs are missed or not addressed.
- **live chaotic lives.** Facing multiple problems that exacerbate each other, and lacking effective support from services, which ends up with people living chaotic lives where escape seems difficult.

18. Oxford City Council submitted an expression of interest to the MEAM coalition in early 2013 to become a pilot area for the South East and was successful.

19. During the year we have been working with local partners and the MEAM coalition service to develop and implement a MEAM pilot, which would meet our unique needs. As such our pilot aims to place a focus on a client's primary support worker. They are afforded the freedom to work additional time and have access to personalisation funds to aid engagement and motivation. It is hoped that learning from this pilot will support fundamental changes within services that operate in this sector and quite possibly the County.

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**List of background papers:**

**Version number: 0.5**

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# Quarterly data brochure

January – March 2014

[www.oxford.gov.uk](http://www.oxford.gov.uk)



Changing the way we respond to people who are rough sleeping



**NO SECOND NIGHT OUT OXFORD**



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This report has been produced by the Rough Sleeping & Single Homelessness Team at Oxford City Council. It is intended to provide partner and interested organisations with data that can assist in the analysis of rough sleeping and the operation of No Second Night Out in Oxford.

Information has been collected from a number of different sources. The data source is clearly indicated for each set of data.

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## Contents of this report

1. Comments on data
  
2. Rough Sleeping
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  - d. Referrals and Verification in Districts
  
3. Client Journey
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  - b. Average time rough sleeping before access to NSNO
  - c. Destination for clients given a Single Service Offer
  - d. Planned move-on from hostels
  
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  - c. Ethnicity
  - d. Nationality
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## 1. Comments on data

### *Rough Sleeping*

- A street count was held in February 2014 and counted 15. This is down from 19 counted at the official street count in November 2013, but the number remains high.
- The number of rough sleepers referrals received by outreach services has seen a decrease this quarter. However, March month has seen a significant increase in rough sleepers who have been seen bedded down in the city.
- 56 clients were verified as sleeping rough in the city for the first time. The number of new rough sleepers this quarter is lower than previous quarters in 2013/14 – 73 in Q3, 76 in Q2 and 65 in Q1.
- Although the number of new rough sleepers is lower this quarter, the number of people rough sleeping in Oxford is high and indicates an increase in Oxford. An increase in rough sleeping has been a trend nationally for some time and Oxford has until recently been holding numbers steady.

### *Client Journey*

- 27 rough sleepers accessed a No Second Night Out (NSNO) bed in the quarter. This is a very sharp reduction on previous quarters – 60 accessed a bed in Q3, 63 in Q2 and 63 in Q1 – and indicates that there is very little movement in the homeless pathway.
- Of the 56 people new to rough sleeping in the quarter, 12 accessed a NSNO bed. Reasons why more did not access a NSNO bed varies; lack of NSNO beds available, clients reconnected and do not access bed first; clients disappear; find alternative arrangements; accommodated in following quarter.
- 25% (3) of the new rough sleepers who accessed a NSNO bed, did so after the 1<sup>st</sup> night on the street. This should be compared with 43% in Q3, 54% in Q2 and 37% in Q1. This remains significantly off target, but one needs to bear in mind that NSNO in Oxford is not only accessible for those individuals who are new to rough sleeping.
- 11 clients accessed the NSNO hub in the quarter who had received a SSO in a previous period. This percentage of people who access a NSNO bed and who have previously received an SSO remains relatively high and indicates that there is a continuing trend that that clients are falling out of accommodation and revolving around the system.
- 23 of the 27 clients who stayed in a NSNO bed, stayed over 7 days. This is a sharp increase on previous quarters, and tells us that there are limited move-on options both within and outside of the homeless pathway. A breakdown of

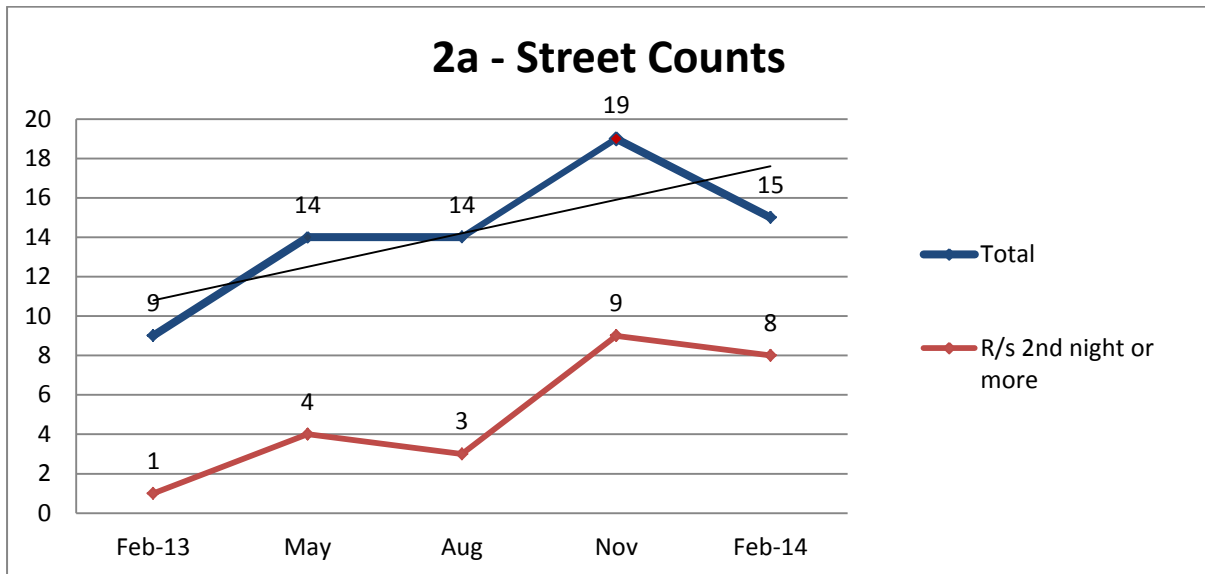
the reasons why clients stay in a NSNO bed for more than 7 days will be available through Oxford CHAIN in the near future.

- The vast majority of all SSOs made to hostel accommodation in the city, were made to O'Hanlon House. 1 client moved directly from the street into another hostel. The majority of clients are given a SSO to O'Hanlon House as no other accommodation option is available. Clients are therefore accommodated in O'Hanlon House until the 'ideal' SSO destination becomes available.
- 17 clients were reconnected back to their area of local connection. The number of reconnections remains constant – 19 in Q3, 18 in Q2 and 23 in Q1.

#### *Profile*

- The client profile for rough sleepers who are in contact with services in Oxford remain very similar to that in previous quarters.
- Clients who access OCO and NSNO services continue to have high levels of support needs – 21% have 3 support needs in addition to their homelessness with a further 37% having two support needs in addition to their homelessness.

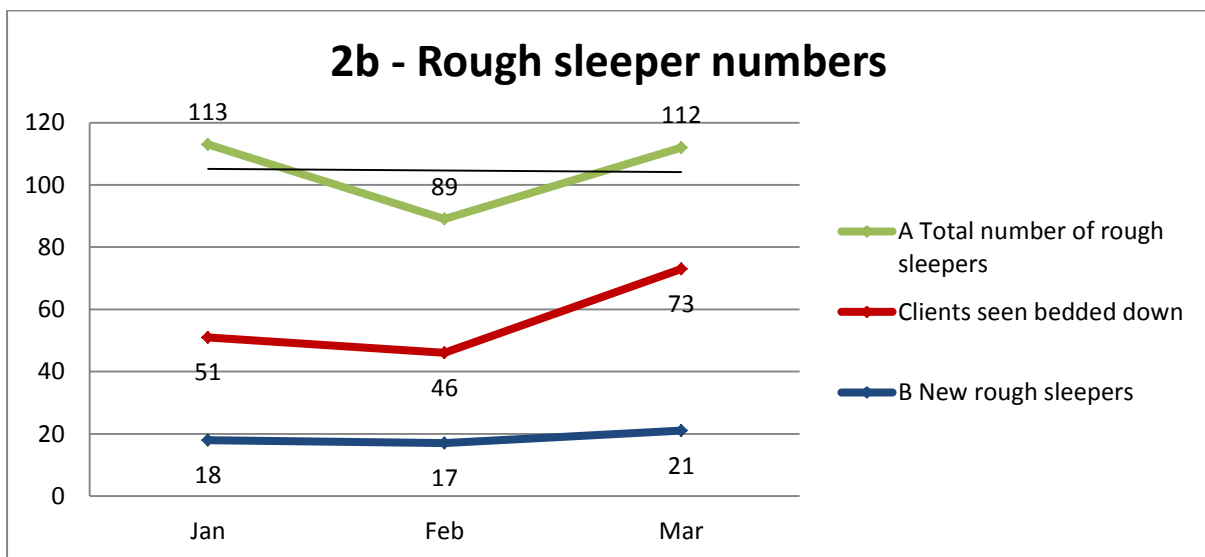
## 2. Rough Sleeping



Note chart 2a - Street Counts

- A street count provides a snap shot of the number of individuals who are sleeping rough on one night. The street counts are carried out quarterly in Oxford and conducted according to strict government guidelines. They are carried out by Oxford City Council, Oxford City Outreach, Thames Valley Police and volunteers from the voluntary sector services providers.

Source: Oxford City Council

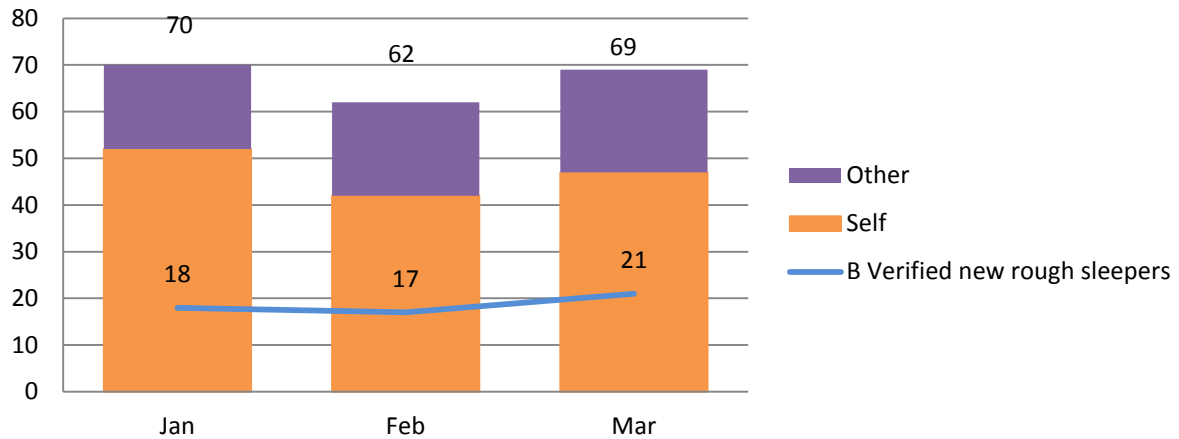


Note chart 2b - Rough sleeper numbers

- Line A shows the total number of verified rough sleepers who Oxford City Outreach had contact with in each month (any contact, not only contact with client when bedded down). *Note:* A client may have been seen in each month. Total number of unique client contacts in the period was 180.
- Line B shows the number of individuals who were verified as rough sleeping for the first time.
- The red line shows the total number of people Oxford City Outreach saw bedded down in the period.

Source: Oxford CHAIN

## 2c - Referrals and Verifications Oxford City

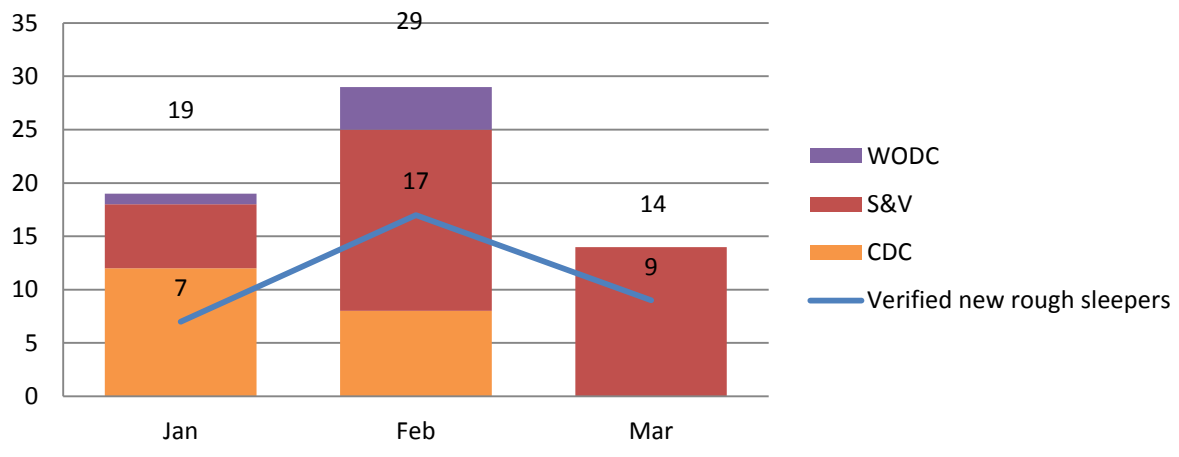


Note chart 2c – Referrals and Verification Oxford City

- The columns in this graph show the number of rough sleeper referrals received by NSNO and OCO in each month.
- Line B shows the number of individuals who were verified as rough sleeping for the first time (see Chart 2, Line B) in the period.

Source: Oxford CHAIN

## 2d - Referrals and Verification District Councils

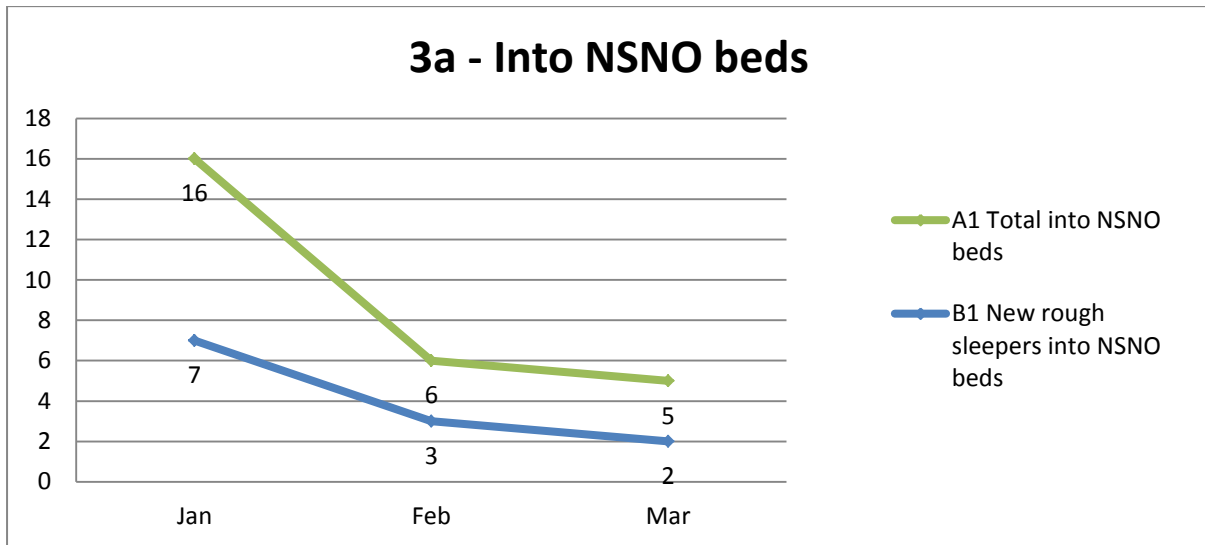


Note chart 2d – Referrals and verification District Councils

- The columns in this graph show the number of rough sleeper referrals received by Connection Outreach Service (COS) in each month in each of the District Councils.
- Line shows the number of individuals who were verified as rough sleeping for the first time in the period

Source: Connection Outreach Service

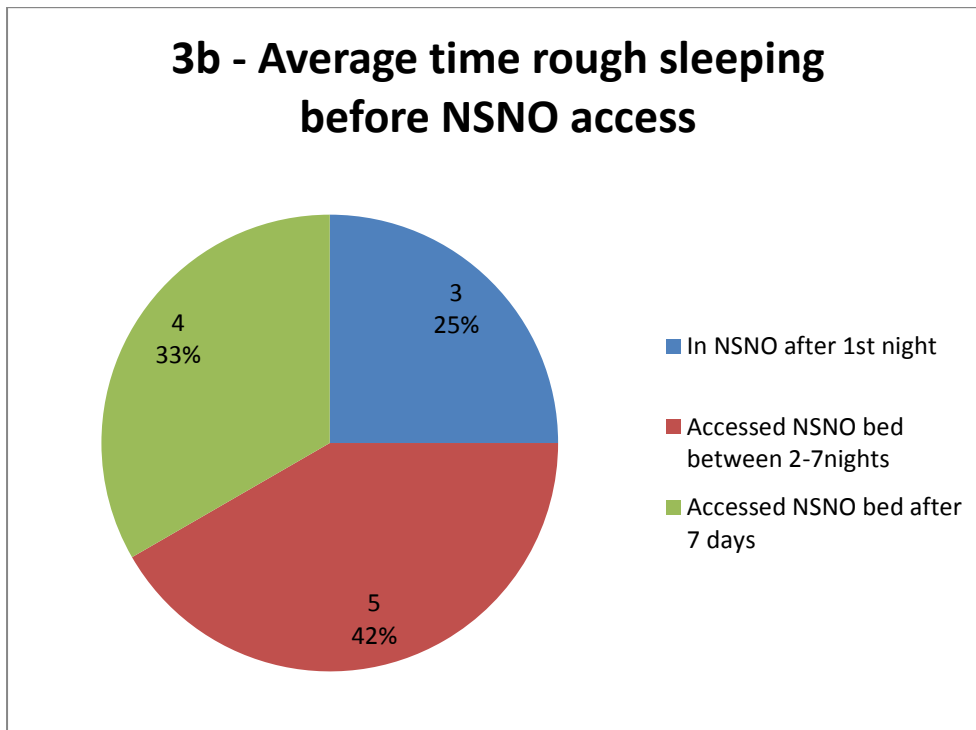
### 3. Client Journey



Note chart 3a – Into NSNO beds

- Line A1 shows the total number of rough sleepers who accessed a NSNO bed.
- Line B1 shows the number of new rough sleepers who accessed a NSNO bed. This should be compared to the total number of new rough sleepers (see Chart 2b, Line B).
- *Note:* In addition to the above, 3 clients from District Councils (verified by COS) and one non-verified rough sleepers accessed NSNO beds in the quarter.

Source: Oxford CHAIN

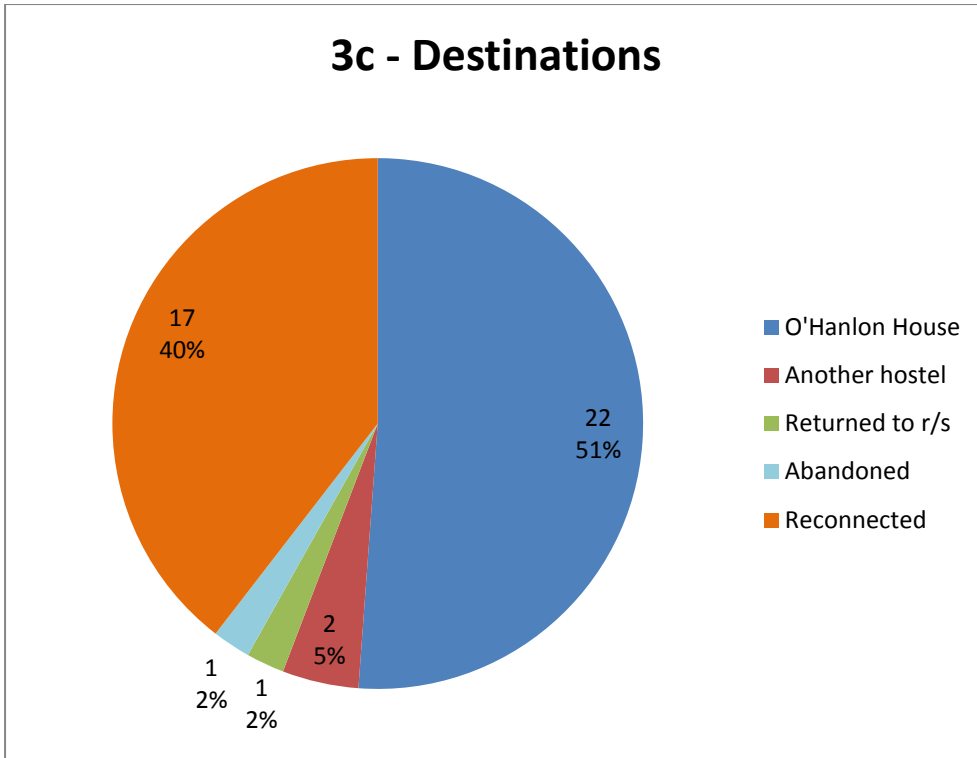


Note chart 3b – Average time rough sleeping before NSNO access

- This chart shows after how many nights a newly verified rough sleeper (Line B1) accessed a NSNO (if they accessed a NSNO bed).

Source: Oxford CHAIN

### 3c - Destinations

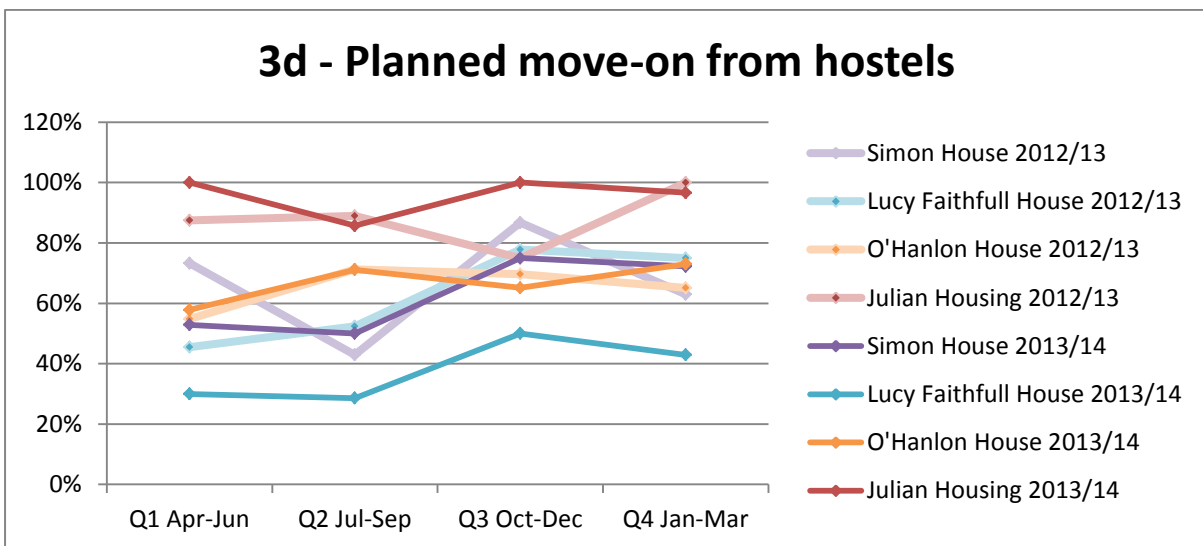


Note chart 3c – Destinations

- Destinations of all Single Service Offers made in the quarter – base 26 (excluding reconnections). The individuals who abandoned and returned to rough sleeping accepted SSOs but subsequently left the NSNO bed.

Source: Oxford CHAIN

### 3d - Planned move-on from hostels



Note on chart 3d – Planned move-on from hostels

- This graph shows the percentage of individuals who left each of the hostels above in a planned way.

Source: Oxfordshire County Council, Supporting People

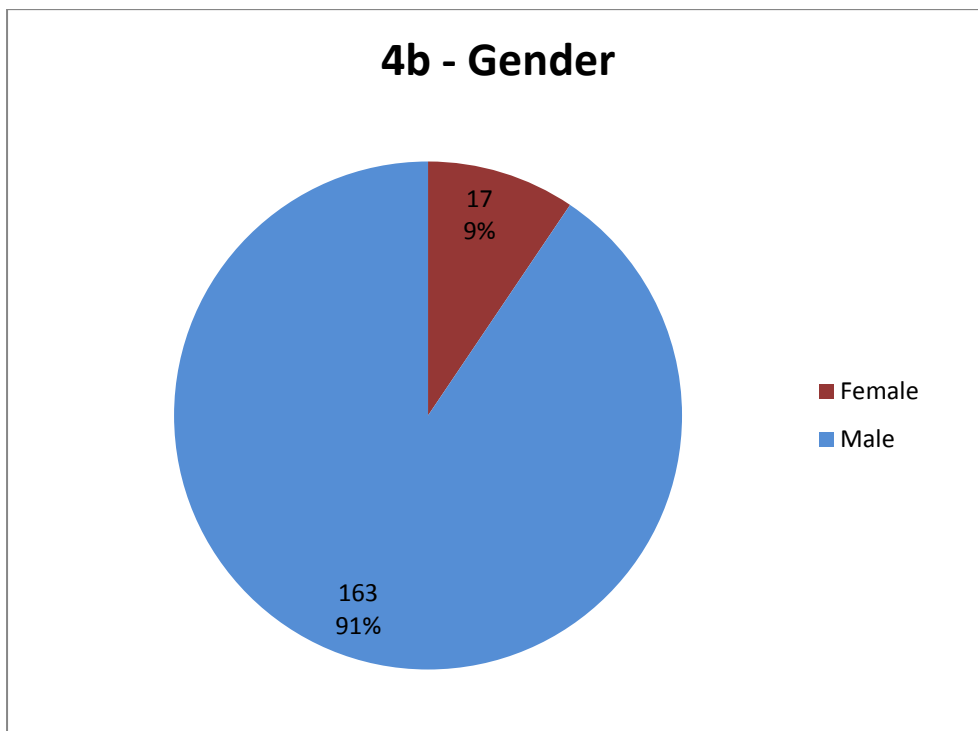
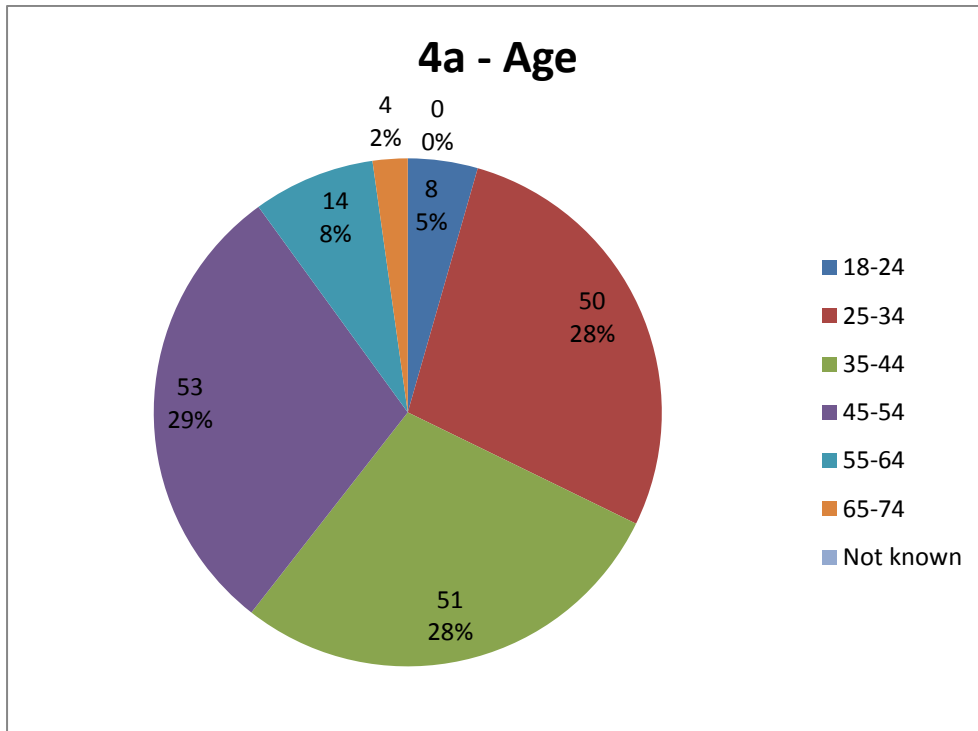
*Note:* In addition, data from Oxford CHAIN show that 0 individuals left the hostel that was their SSO destination (within the City) in an unplanned way within one month of their SSO.

## 4. Profile

Note charts 4a, 4b, 4c, 4d

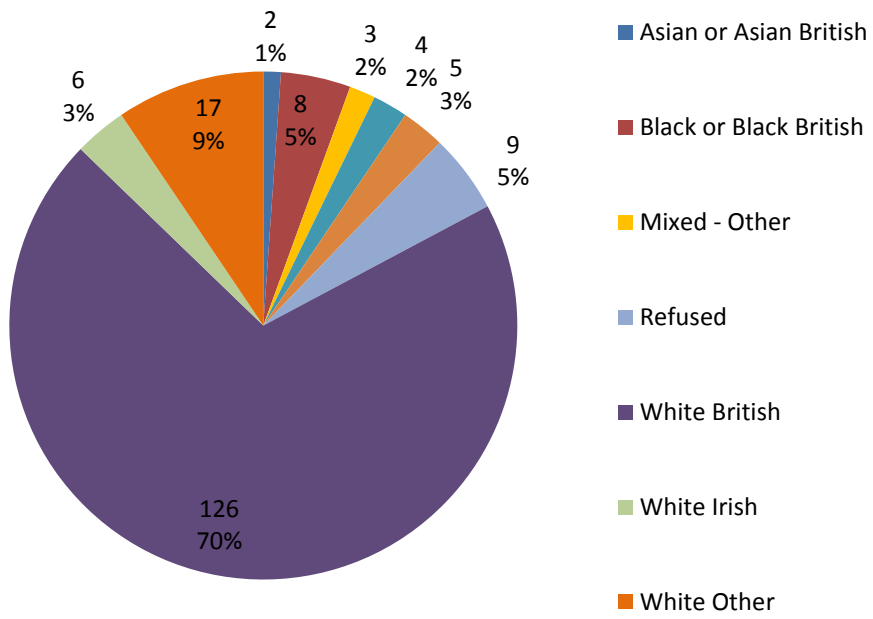
- These four charts show the profile of those verified rough sleepers who Oxford City Outreach were in contact with during Q4 (180).

Source: Oxford CHAIN

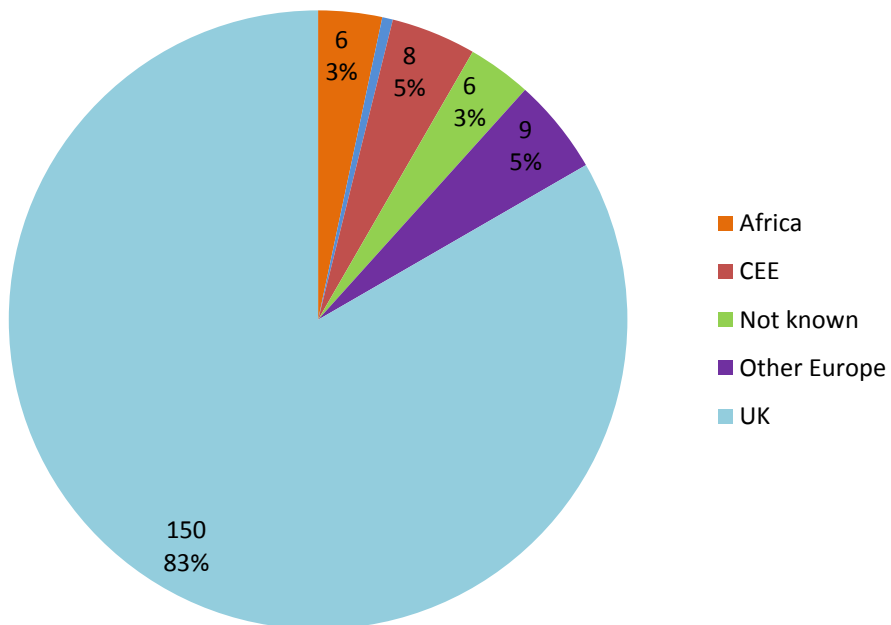


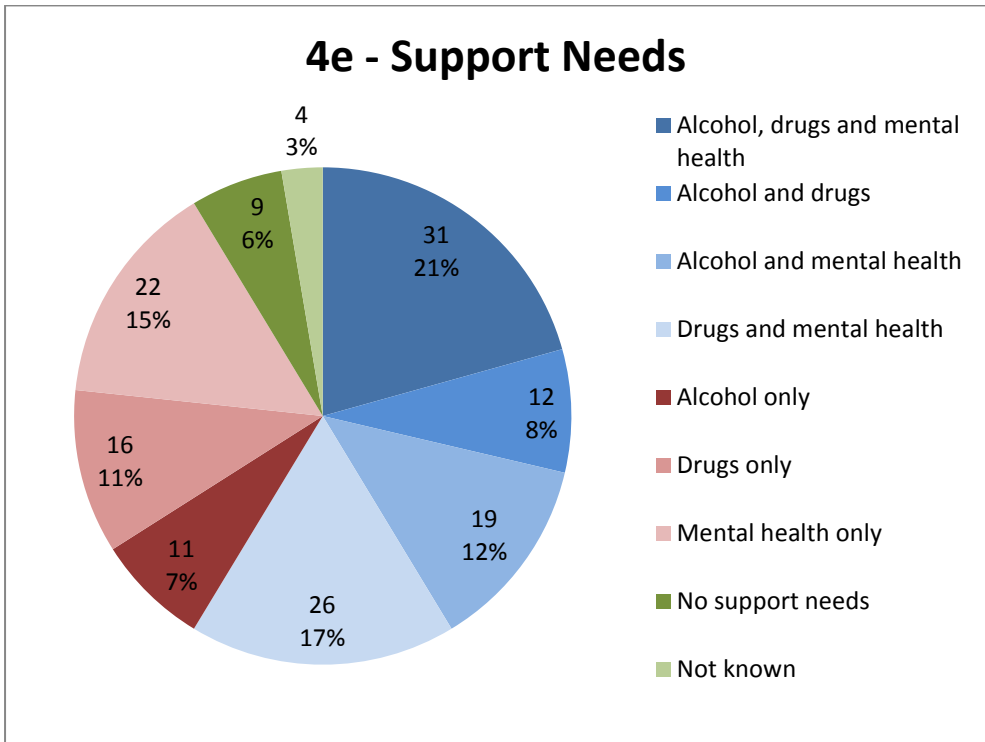


### 4c - Ethnic origin



### 4d - Nationality

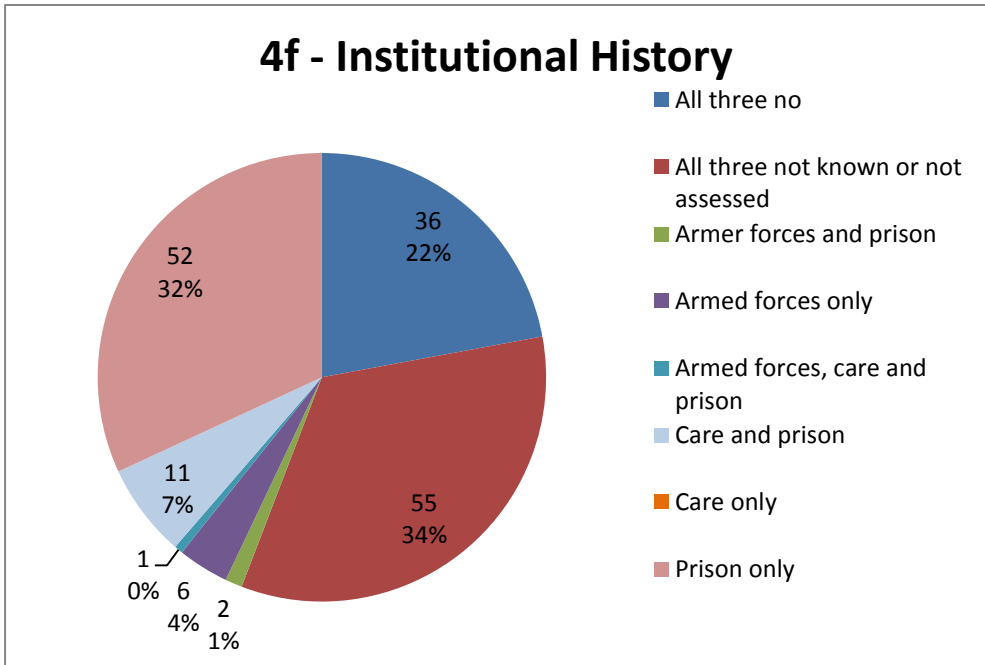




Note chart 4e - Support Needs

- This chart shows the support needs of verified rough sleepers where Oxford City Outreach and/or the NSNO team have gathered this information (150) in the quarter.

Source: Oxford CHAIN



Note chart 4f – Institutional history

- This chart shows the institutional history of those who verified rough sleepers who Oxford City Outreach were in contact with during Q3 (180).

Source: Oxford CHAIN

# Quarterly data brochure

April – June 2014

[www.oxford.gov.uk](http://www.oxford.gov.uk)



Changing the way we respond to people who are rough sleeping



NO **2ECOND**  
NIGHT  
OUT **OXFORD**



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This report has been produced by the Rough Sleeping & Single Homelessness Team at Oxford City Council. It is intended to provide partner and interested organisations with data that can assist in the analysis of rough sleeping and the operation of No Second Night Out in Oxford.

Information has been collected from a number of different sources. The data source is clearly indicated for each set of data.

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1. Comments on data
  
2. Rough Sleeping
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  - a. Age
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## 1. Comments on data

### *Rough Sleeping*

- A street count was held in May and counted 25. This is the second highest count result ever in Oxford. It is significantly up on the number of 19 that were counted during the Official Street Count in November 2013.
- 57 clients were verified as sleeping rough in the city for the first time. The number of new rough sleepers this quarter is similar to the previous quarter (56), but remains significantly lower than other quarters in 2013/14 - 73 in Q3, 76 in Q2 and 65 in Q1.
- The number of people seen bedded down in Oxford remains high and indicates an increase in Oxford. An increase in rough sleeping has been a trend nationally for some time and Oxford has until recently been holding numbers steady.

### *Client Journey*

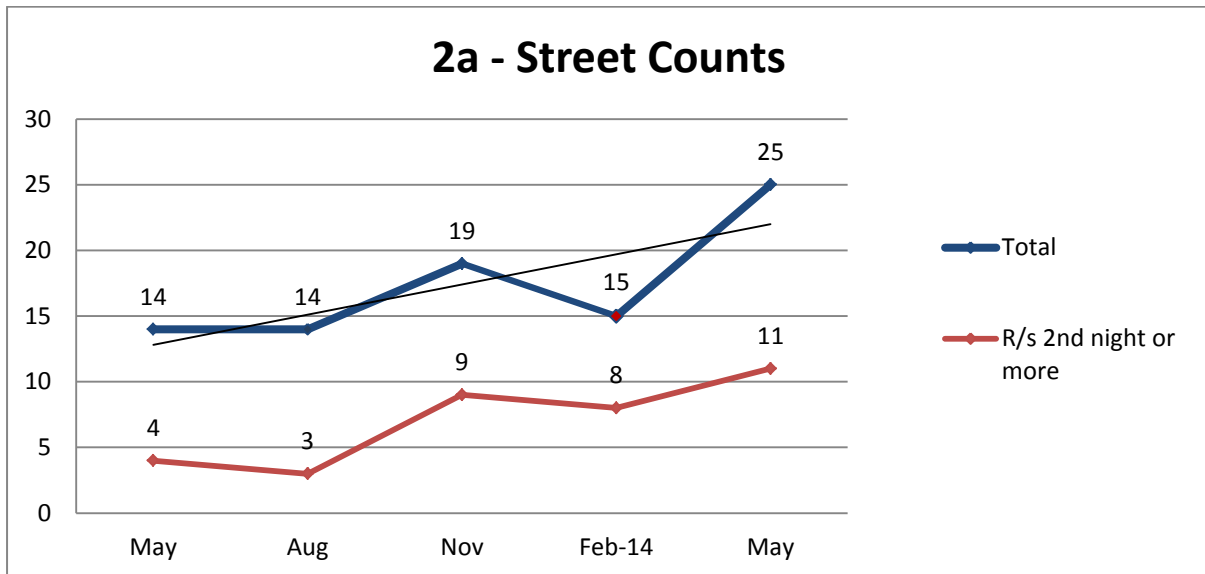
- 30 rough sleepers accessed a No Second Night Out (NSNO) bed in the quarter. This is similar to the previous quarter (27) and a continuing trend on reduction on previous quarters in 2013/14 – 60 accessed a bed in Q3, 63 in Q2 and 63 in Q1. This is due to very little movement in the homeless pathway overall, and slow movement through NSNO due to the introduction on the new and stricter access criteria in the new Reconnection Policy that is aligned with the various Oxfordshire Districts Allocation Policies.
- Of the 57 people new to rough sleeping in the quarter, 8 accessed a NSNO bed. Reasons why more did not access a NSNO bed varies; support needs of clients are low and not prioritised for hostel accommodation; lack of NSNO beds available, clients reconnected and do not access bed first; clients disappear; find alternative arrangements; accommodated in following quarter.
- 1 of the 8 of the new rough sleepers who accessed a NSNO bed, did so after the 1<sup>st</sup> night on the street. This remains significantly off target, however we need to keep in mind that NSNO in Oxford is not only accessible for those individuals who are new to rough sleeping, but also to those who return to rough sleeping after falling out of accommodation..
- 19 of the clients who accessed a NSNO bed had a local connection to Oxford City; 4 to West Oxfordshire; 3 to Cherwell; and 3 to South & Vale.
- 24 of the 30 clients who stayed in a NSNO beds, stayed over 7 days. This is a sharp increase on previous quarters, and indicates that there are very limited move-on options both within and outside of the homeless pathway.

- The vast majority of all SSOs made to hostel accommodation in the city, were made to O'Hanlon House. 1 client moved directly from the street into another hostel. The majority of clients are given a SSO to O'Hanlon House as no other accommodation option is available. Clients are therefore accommodated in O'Hanlon House until the 'ideal' SSO destination becomes available.
- 20 clients were reconnected back to their area of local connection. The number of reconnections remains constant.
- The NSNO 'Sit-up' service started 23<sup>rd</sup> June 2014. Data for this service will be available in the NSNO data brochure for Q2.

### *Profile*

- The client profile for rough sleepers who are in contact with services in Oxford remain very similar to that in previous quarters. However, this quarter saw a 5% increase in the proportion of female rough sleepers.
- Clients who access OCO and NSNO services continue to have high levels of support needs – 20% have 3 support needs in addition to their homelessness with a further 38% having two support needs in addition to their homelessness.

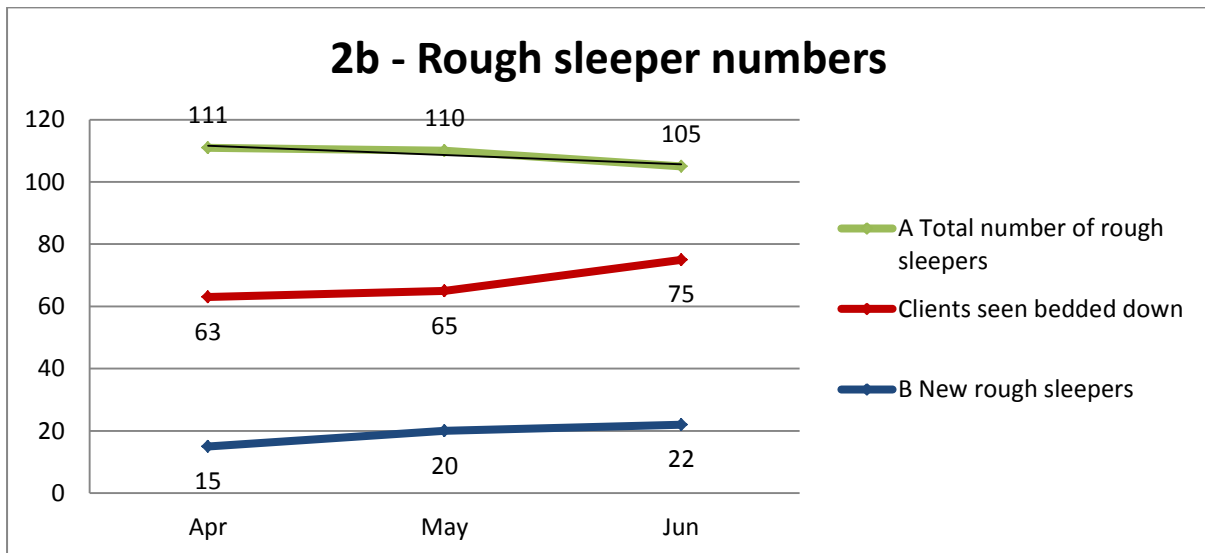
## 2. Rough Sleeping



Note chart 2a - Street Counts

- A street count provides a snap shot of the number of individuals who are sleeping rough on one night. The street counts are carried out quarterly in Oxford and conducted according to strict government guidelines. They are carried out by Oxford City Council, Oxford City Outreach, Thames Valley Police and volunteers from the voluntary sector services providers.

Source: Oxford City Council



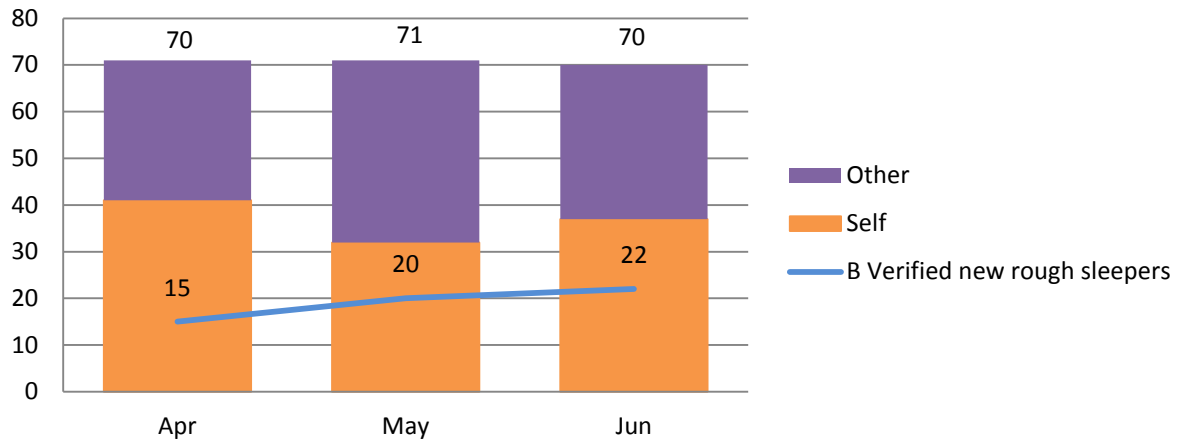
Note chart 2b - Rough sleeper numbers

- Line A shows the total number of verified rough sleepers who Oxford City Outreach had contact with in each month (any contact, not only contact with client when bedded down). *Note:* A client may have been seen in each month. Total number of unique client contacts in the period was 191.
- Line B shows the number of individuals who were verified as rough sleeping for the first time.
- The red line shows the total number of people Oxford City Outreach saw bedded down in the period.

Source: Oxford CHAIN



## 2c - Referrals and Verifications Oxford City

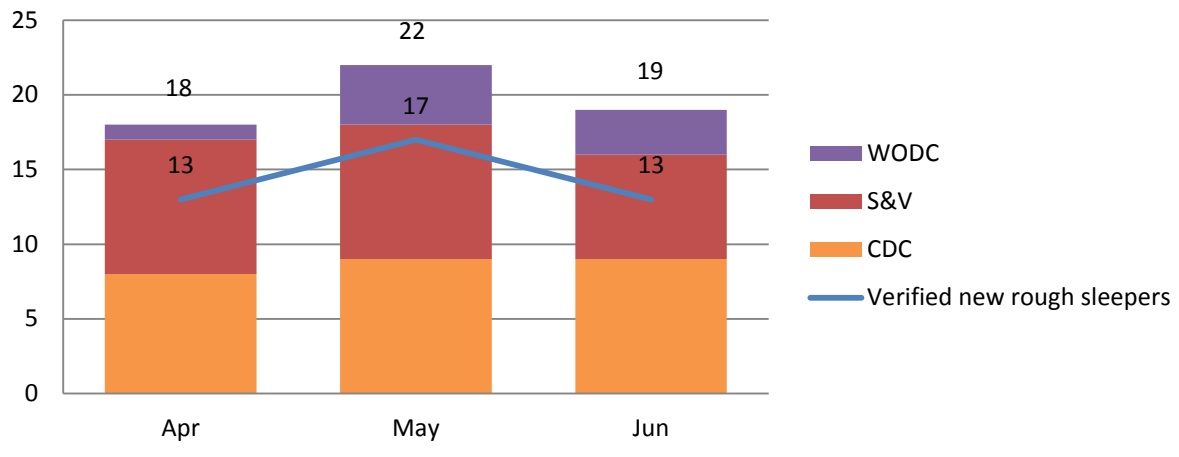


Note chart 2c – Referrals and Verification Oxford City

- The columns in this graph show the number of rough sleeper referrals received by NSNO and OCO in each month.
- Line B shows the number of individuals who were verified as rough sleeping for the first time (see Chart 2, Line B) in the period.

Source: Oxford CHAIN

## 2d - Referrals and Verification District Councils

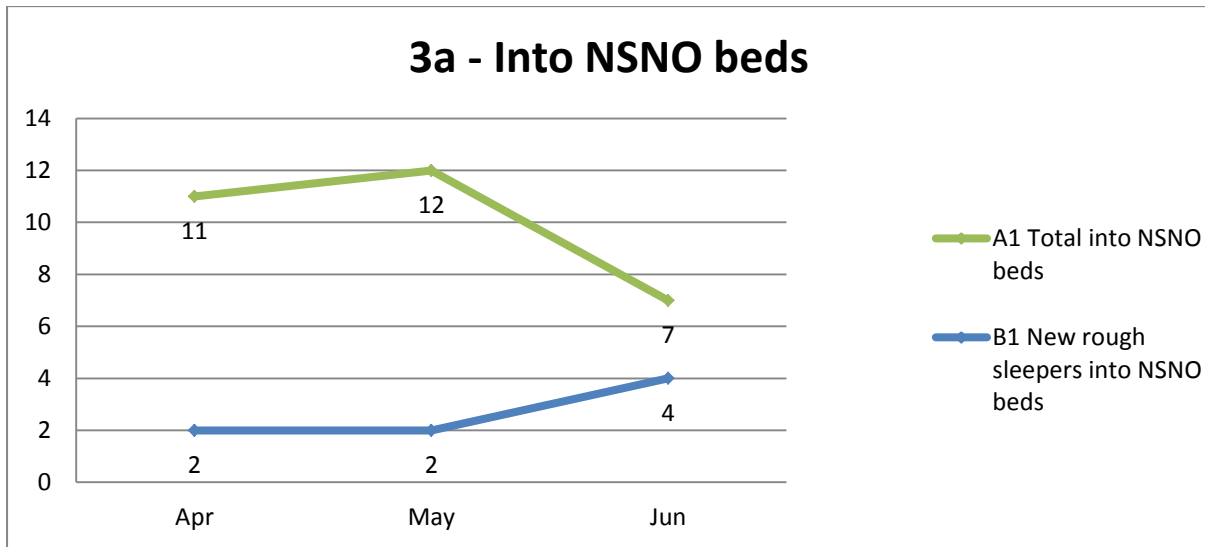


Note chart 2d – Referrals and verification District Councils

- The columns in this graph show the number of rough sleeper referrals received by Connection Outreach Service (COS) in each month in each of the District Councils.
- Line shows the number of individuals who were verified as rough sleeping for the first time in the period

Source: Connection Outreach Service

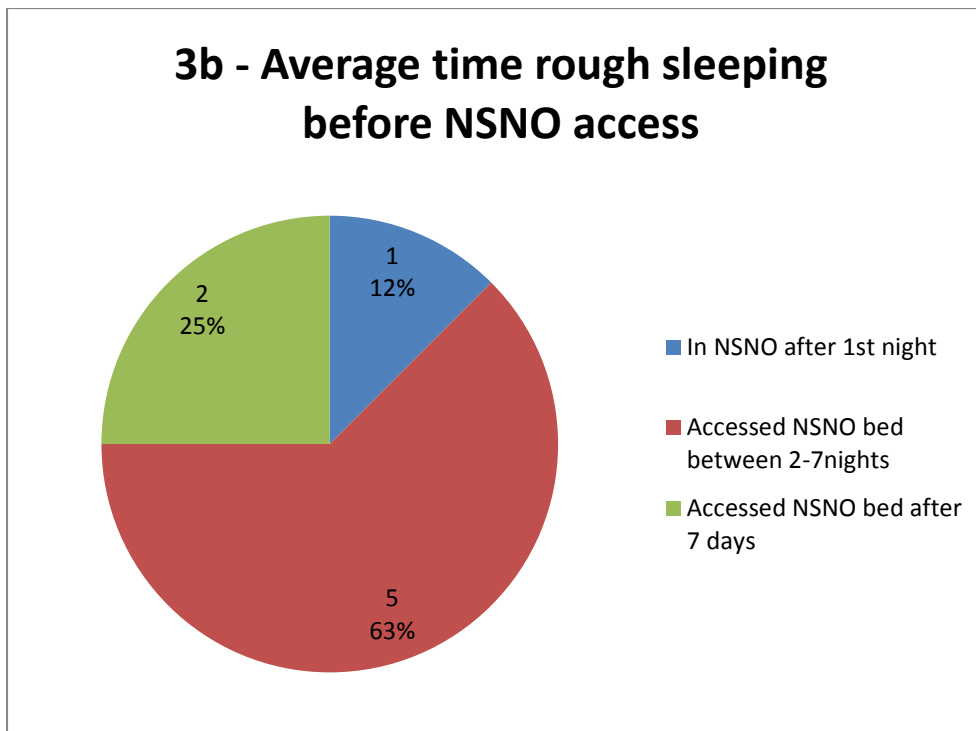
### 3. Client Journey



Note chart 3a – Into NSNO beds

- Line A1 shows the total number of rough sleepers who accessed a NSNO bed.
- Line B1 shows the number of new rough sleepers who accessed a NSNO bed. This should be compared to the total number of new rough sleepers (see Chart 2b, Line B).

Source: Oxford CHAIN

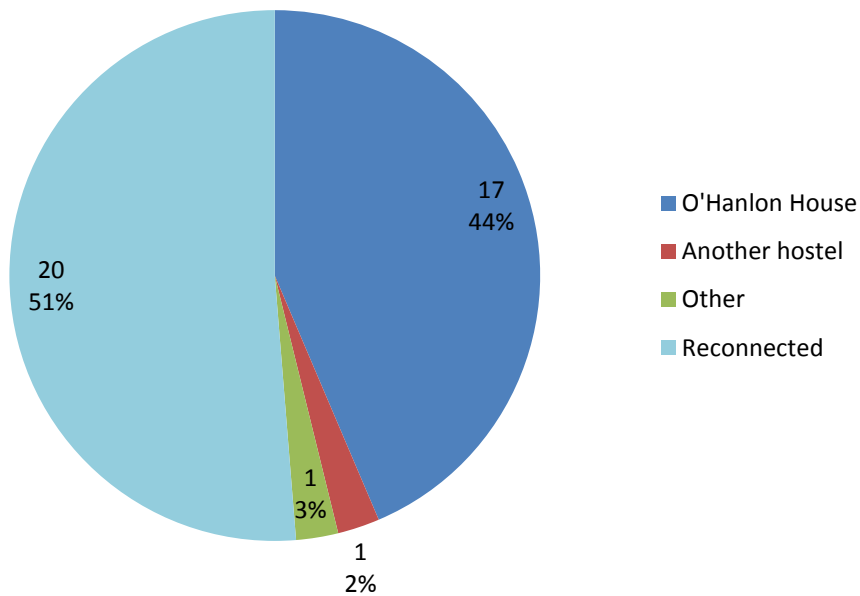


Note chart 3b – Average time rough sleeping before NSNO access

- This chart shows after how many nights a newly verified rough sleeper (Line B1) accessed a NSNO (if they accessed a NSNO bed).

Source: Oxford CHAIN

### 3c - Destinations

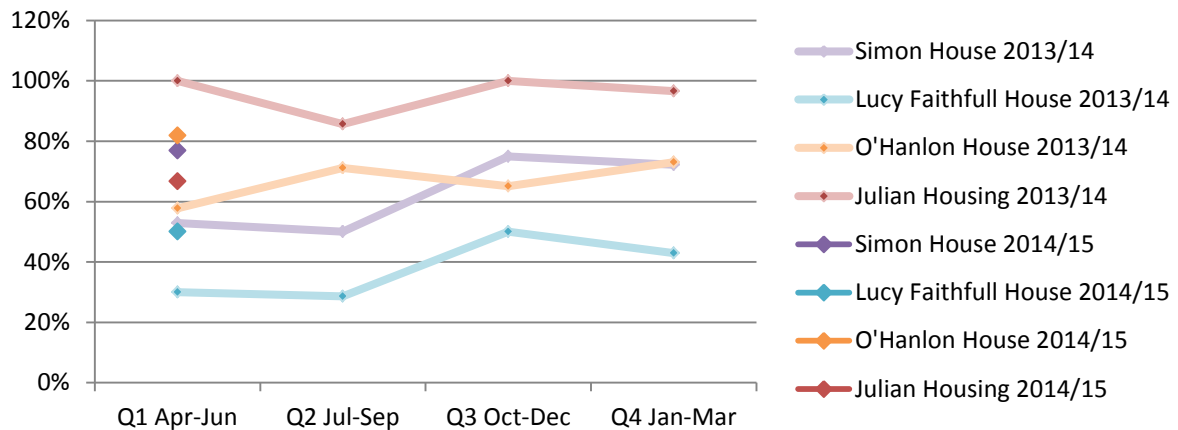


Note chart 3c – Destinations

– Destinations of all Single Service Offers made in the quarter – base 39.

Source: Oxford CHAIN

### 3d - Planned move-on from hostels



Note on chart 3d – Planned move-on from hostels

– This graph shows the percentage of individuals who left each of the hostels above in a planned way.

Source: Oxfordshire County Council, Supporting People

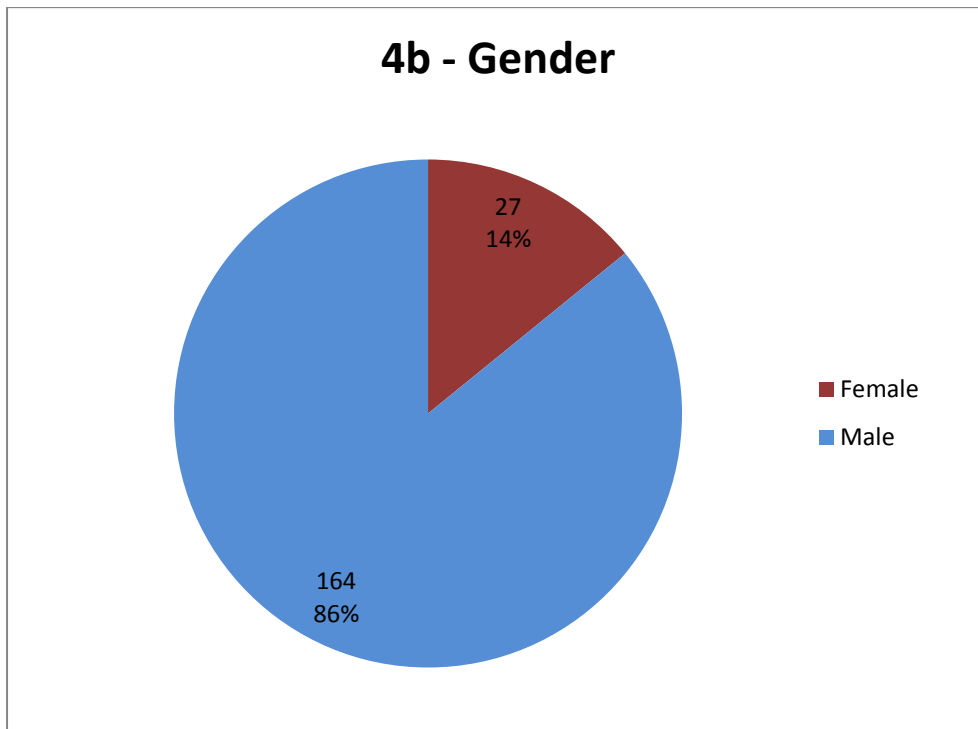
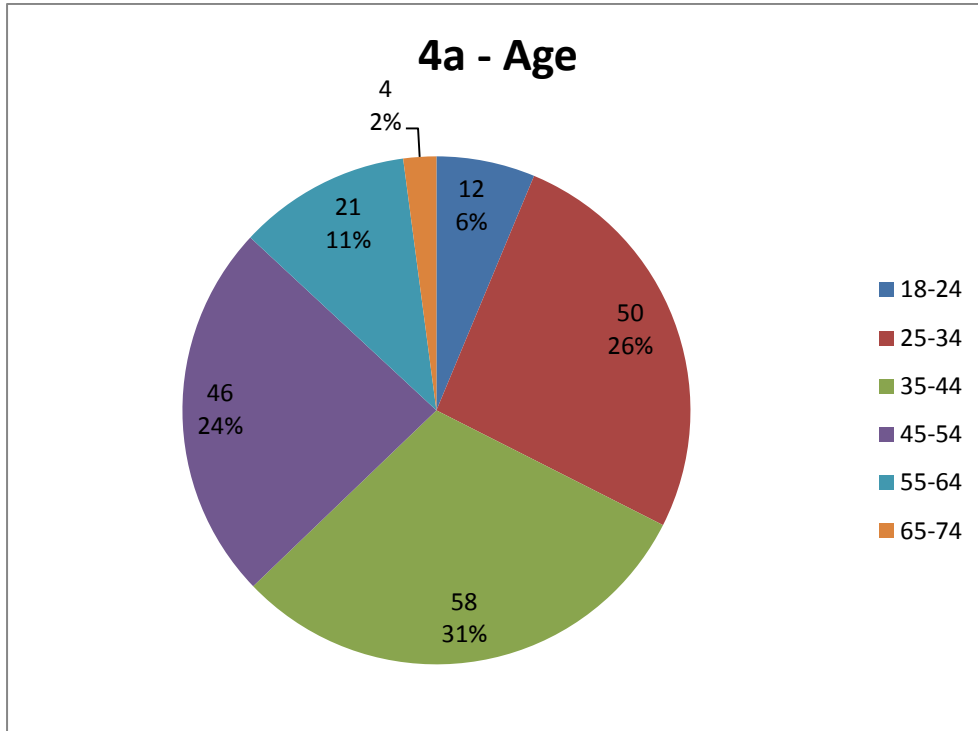
*Note:* In addition, data from Oxford CHAIN show that 1 individual left the hostel that was their SSO destination (within the City) in an unplanned way within one month of their SSO.

## 4. Profile

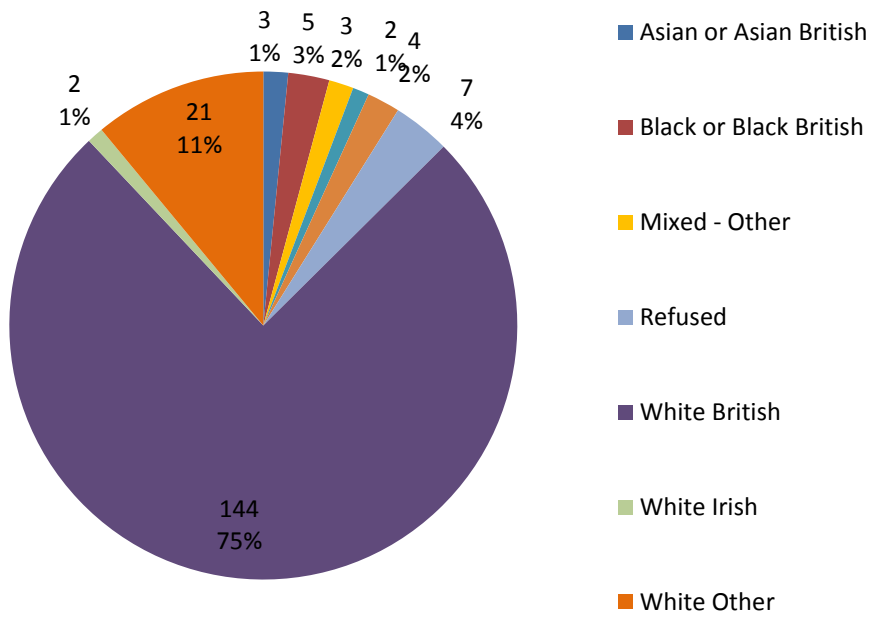
Note charts 4a, 4b, 4c, 4d

- These four charts show the profile of those verified rough sleepers who Oxford City Outreach were in contact with during Q4 (base 191).

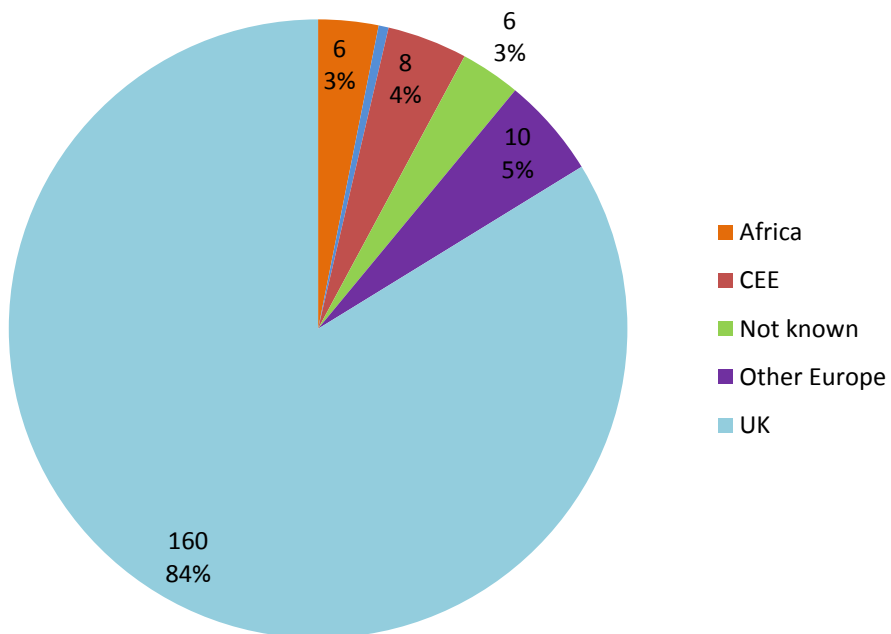
Source: Oxford CHAIN

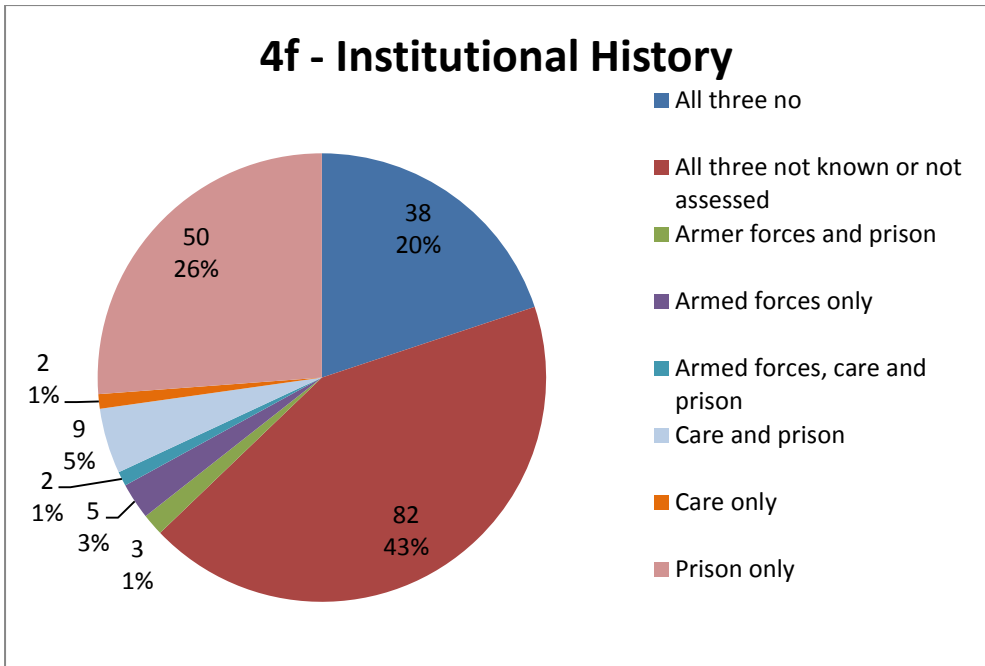
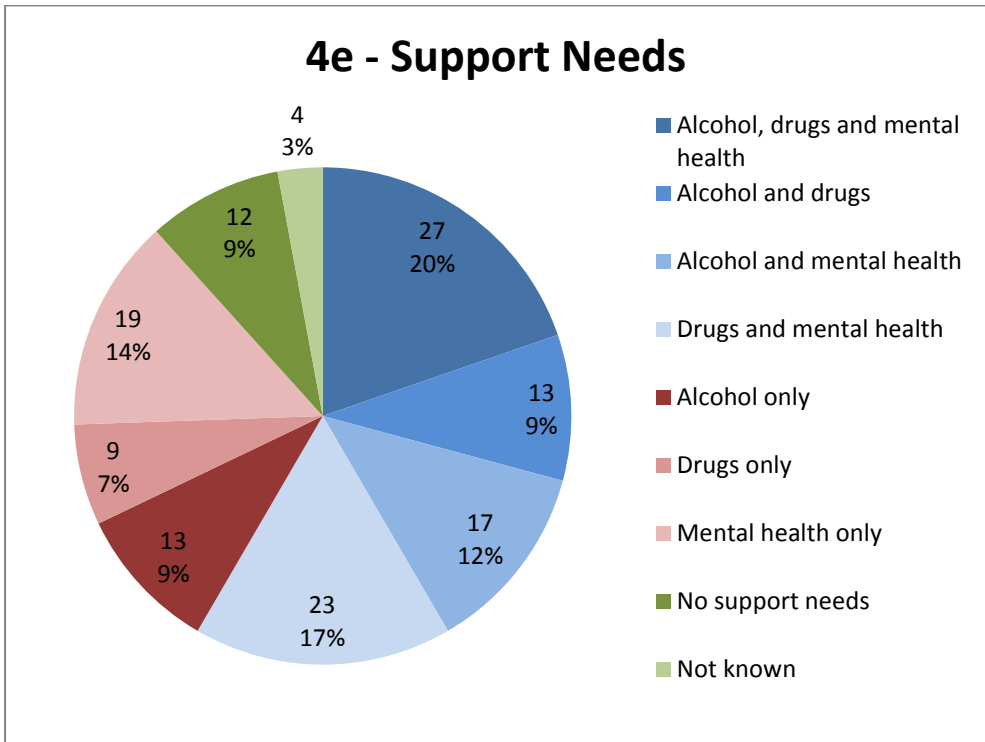


### 4c - Ethnic origin



### 4d - Nationality





Note chart 4f – Institutional history  
 – This chart shows the institutional history of those who verified rough sleepers who Oxford City Outreach were in contact with during Q3 (base 191).  
 Source: Oxford CHAIN

# Quarterly data brochure

July – September 2014

[www.oxford.gov.uk](http://www.oxford.gov.uk)



Changing the way we respond to people who are rough sleeping



**NO 2<sup>ND</sup> SECOND NIGHT OUT OXFORD**



---

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Information has been collected from a number of different sources. The data source is clearly indicated for each set of data.

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## 1. Comments on data

### *Rough Sleeping*

- A street count was held in September and counted 31. This is the highest ever count recorded in the city.
- 87 clients were verified as sleeping rough in the city for the first time. This is a sharp increase from 57 in Q1.
- The number of people seen bedded down in Oxford by Oxford City Outreach, remains high at an average of 75 in each month.

### *Client Journey*

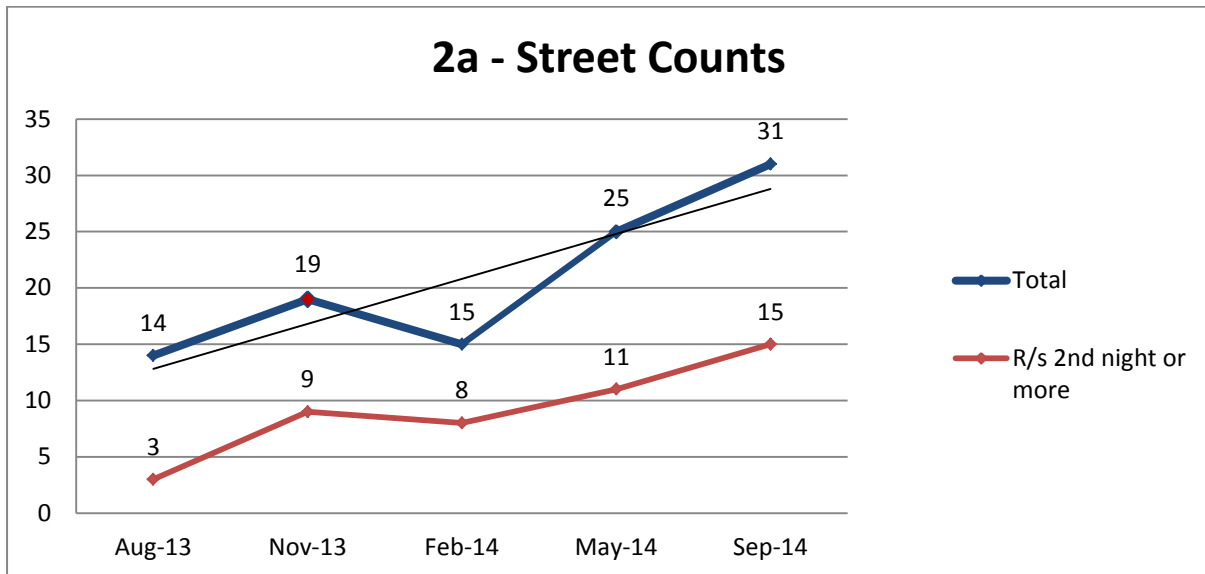
- 36 rough sleepers accessed a No Second Night Out (NSNO) bed in the quarter. This is similar to the two previous quarters, but significantly down on other periods since the introduction of NSNO in July 2012. This is due to very little movement in the homeless pathway overall, and slow movement through NSNO due to the introduction of the new and stricter access criteria in the new Reconnection Policy that is aligned with the various Oxfordshire Districts Allocation Policies. Clients now need to have their local connection to one of the local authorities in the County confirmed before they are allowed access to a NSNO bed.
- Of the 36 rough sleepers who accessed a NSNO bed, 24 had a local connection to Oxford City; 7 to Cherwell DC; 1 to West Oxfordshire and 1 to South & Vale. For the remaining 3 clients, local connection has not been recorded.
- Of the 87 people new to rough sleeping in the quarter, 9 accessed a NSNO bed in the quarter. Reasons why more did not access a NSNO bed varies; clients do disappear/declined to engage; clients find alternative arrangements; support needs of clients are low and not prioritised for hostel accommodation; no local connection to Oxfordshire; lack of NSNO beds available, clients reconnected and do not access bed first; clients do disappear/declined to engage.
- The vast majority of all SSOs made to hostel accommodation in the city, were made to O'Hanlon House. The majority of clients are given a SSO to O'Hanlon House as no other accommodation option is available. Clients are therefore accommodated in O'Hanlon House until the 'ideal' SSO destination becomes available.
- 28 clients were reconnected back to their area of local connection. This is an increase from 20 reconnections in Q1.
- During Q2, a total of 41 unique clients accessed the 'NSNO Sit-up service'. Of these 22, moved into a NSNO bed. The sit-up service has been well received

by service and clients and has been well utilised. It provides extra capacity (although limited) for getting people off the streets.

*Profile*

- The client profile for rough sleepers who are in contact with services in Oxford remain very similar to that in previous quarters. However, this quarter, as the previous quarter, saw an increase in the proportion of female rough sleepers.
- Clients who access OCO and NSNO services continue to have high levels of support needs – 25% have 3 support needs in addition to their homelessness with a further 36% have two support needs in addition to their homelessness.
- There has been an increase in the number of clients from EEA countries. An increase in EEA nationals rough sleeping has been a national trend and attributed to the changes to entitlement to Welfare Benefits for EEA nationals.

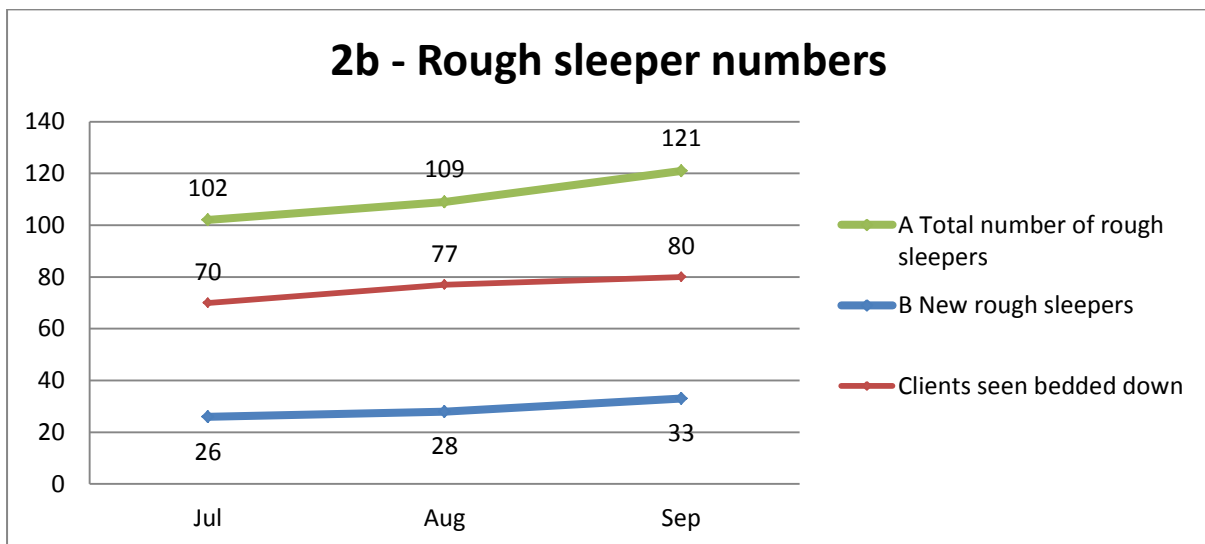
## 2. Rough Sleeping



Note chart 2a - Street Counts

- A street count provides a snap shot of the number of individuals who are sleeping rough on one night. The street counts are carried out quarterly in Oxford and conducted according to strict government guidelines. They are carried out by Oxford City Council, Oxford City Outreach, Thames Valley Police and volunteers from the voluntary sector services providers.

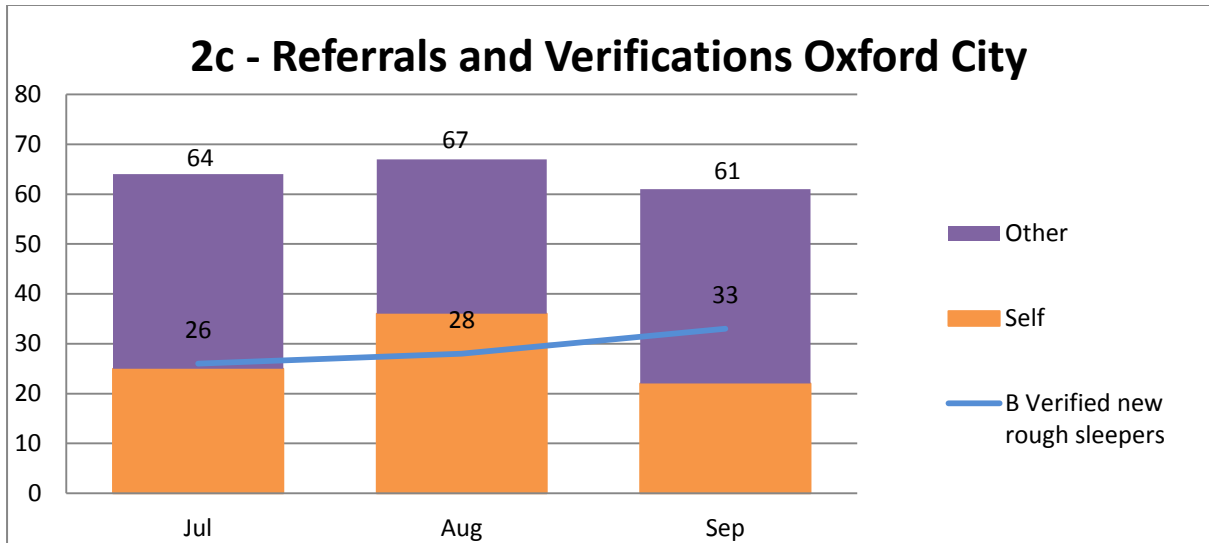
Source: Oxford City Council



Note chart 2b - Rough sleeper numbers

- Line A shows the total number of verified rough sleepers who Oxford City Outreach had contact with in each month (any contact, not only contact with client when bedded down). *Note:* A client may have been seen in each month. Total number of unique client contacts in the period was 213.
- Line B shows the number of individuals who were verified as rough sleeping for the first time.
- The red line shows the total number of people Oxford City Outreach saw bedded down in the period. *Note:* A client may have been seen bedded down in each month. Total number of unique client seen bedded down in the period was 173.

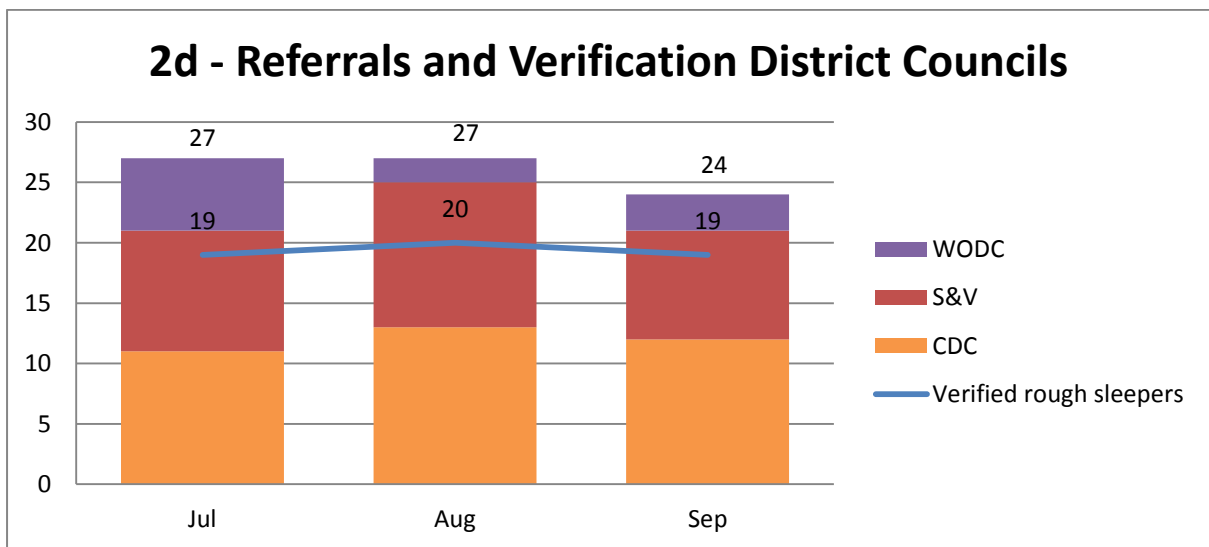
Source: Oxford CHAIN



Note chart 2c – Referrals and Verification Oxford City

- The columns in this graph show the number of rough sleeper referrals received by NSNO and OCO in each month.
- Line B shows the number of individuals who were verified as rough sleeping for the first time (see Chart 2, Line B) in the period.

Source: Oxford CHAIN

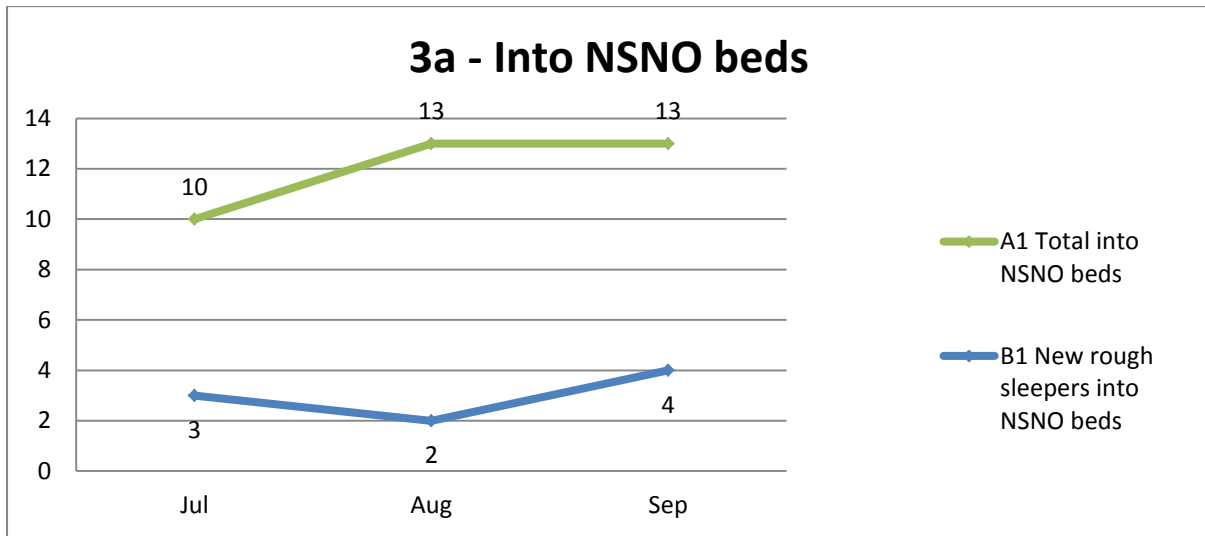


Note chart 2d – Referrals and verification District Councils

- The columns in this graph show the number of rough sleeper referrals received by Connection Outreach Service (COS) in each month in each of the District Councils.
- Line shows the number of individuals who were verified as rough sleeping for the first time in the period

Source: Connection Outreach Service

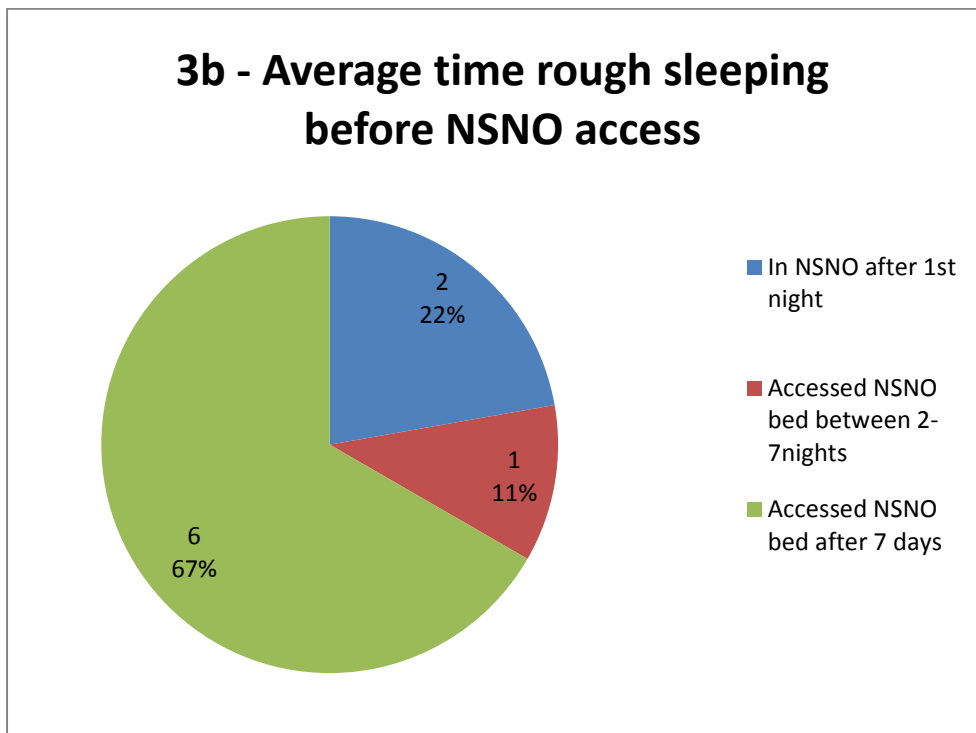
### 3. Client Journey



Note chart 3a – Into NSNO beds

- Line A1 shows the total number of rough sleepers who accessed a NSNO bed in the period.
- Line B1 shows the number of new rough sleepers who accessed a NSNO bed. This should be compared to the total number of new rough sleepers (see Chart 2b, Line B).

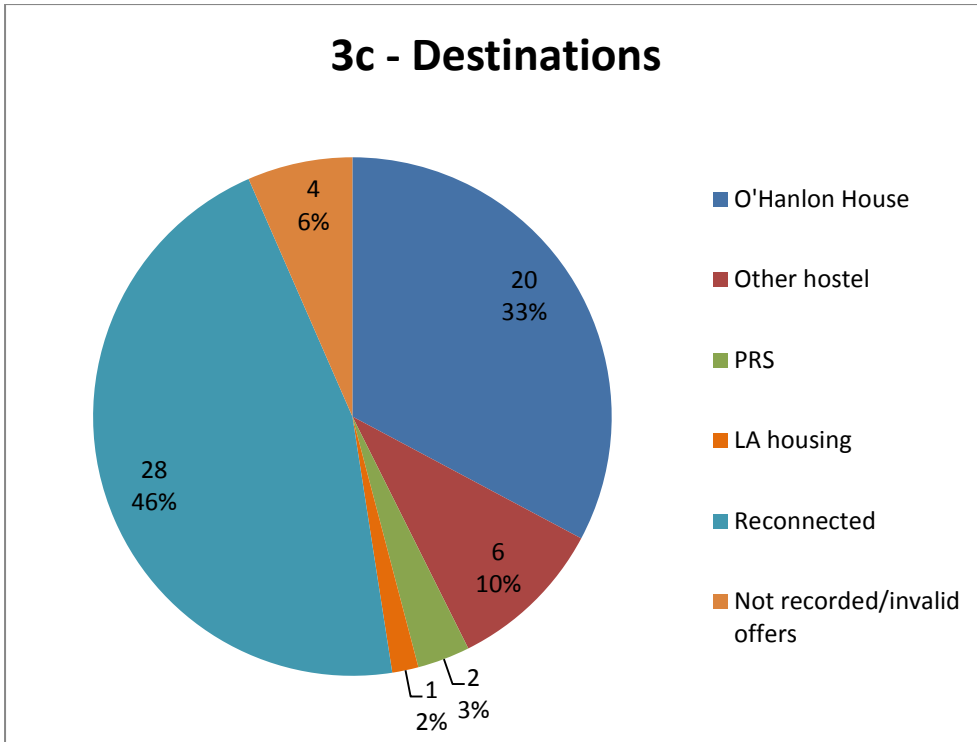
Source: Oxford CHAIN



Note chart 3b – Average time rough sleeping before NSNO access

- This chart shows after how many nights a newly verified rough sleeper (Line B1) accessed a NSNO (if they accessed a NSNO bed).

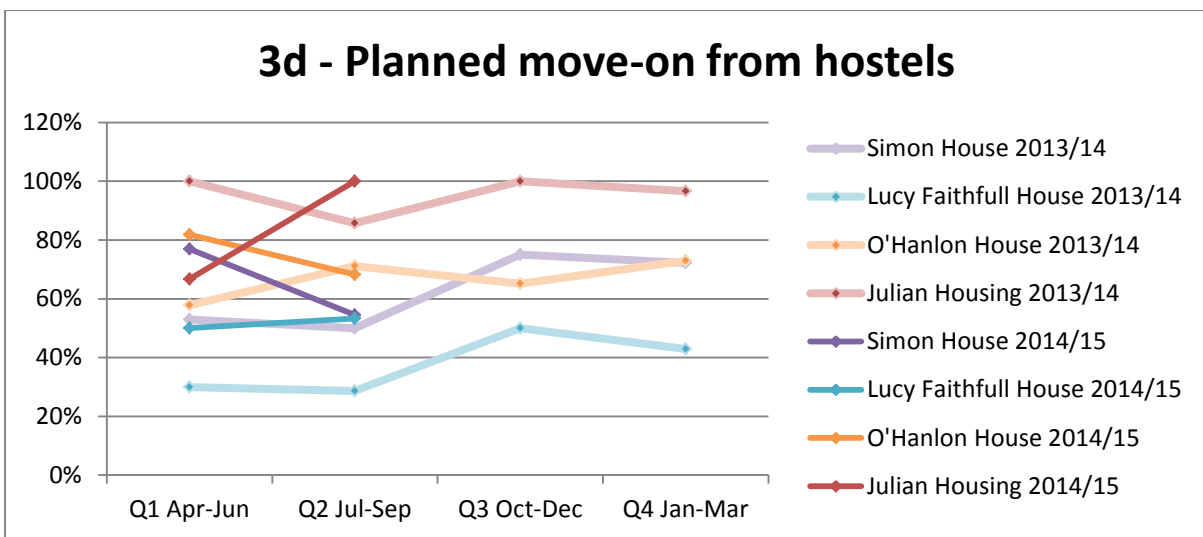
Source: Oxford CHAIN



Note chart 3c – Destinations

– Destinations of all Single Service Offers made/restated in the quarter – base 61.

Source: Oxford CHAIN



Note on chart 3d – Planned move-on from hostels

– This graph shows the percentage of individuals who left each of the hostels above in a planned way.

Source: Oxfordshire County Council, Supporting People

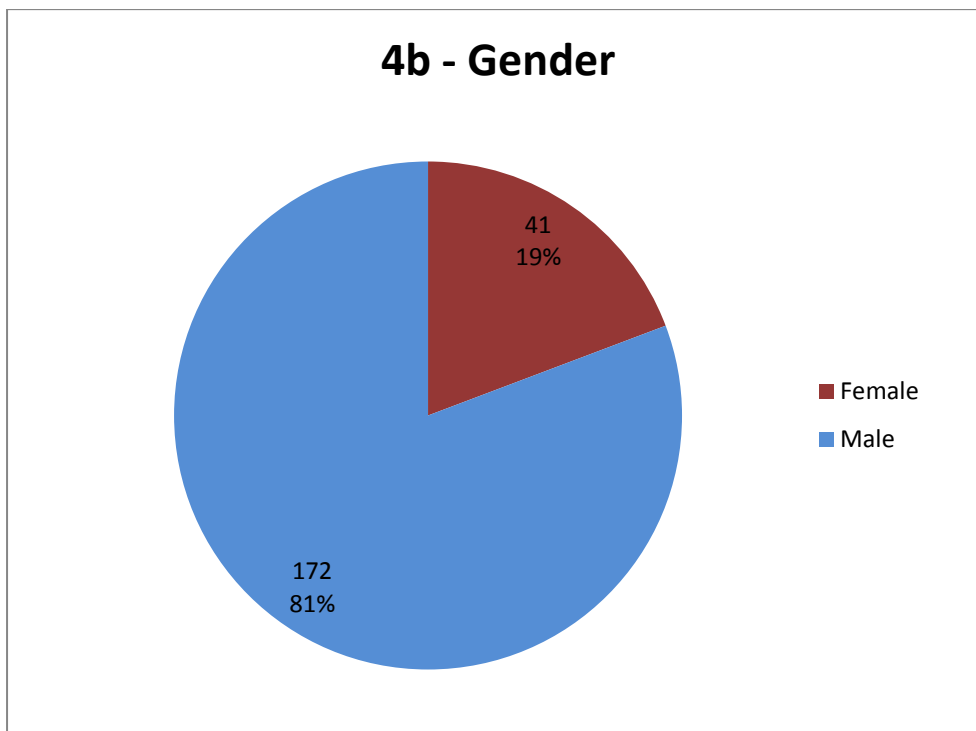
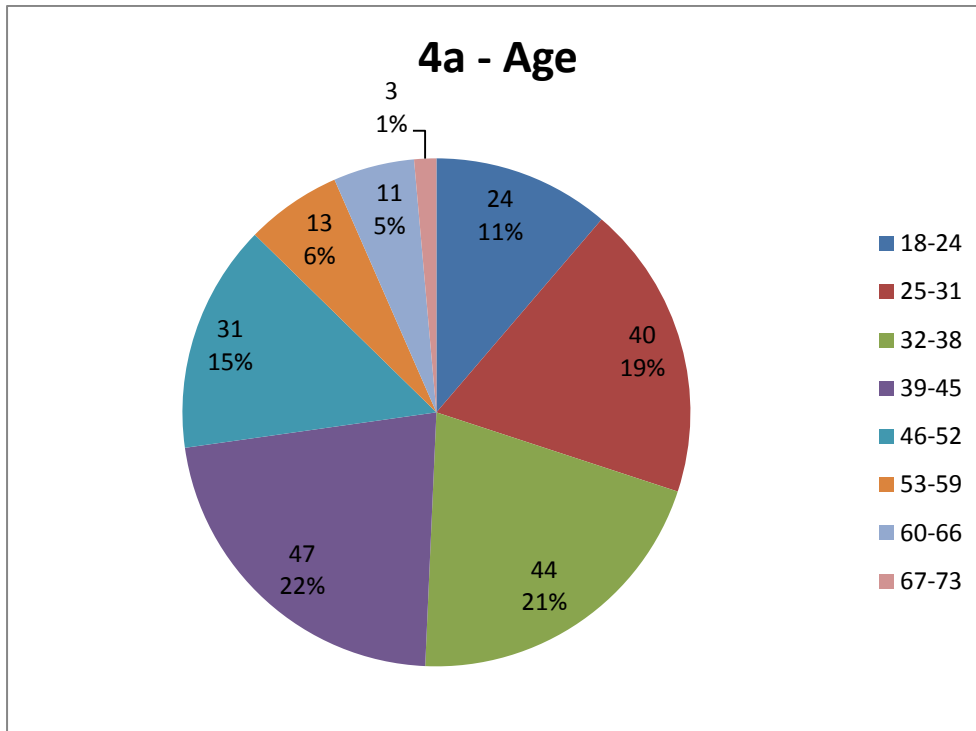
*Note:* In addition, data from Oxford CHAIN show that 8 individual left the hostel that was their SSO destination (within the City) in an unplanned way within one month of their SSO. 5 of whom returned to rough sleeping.

## 4. Profile

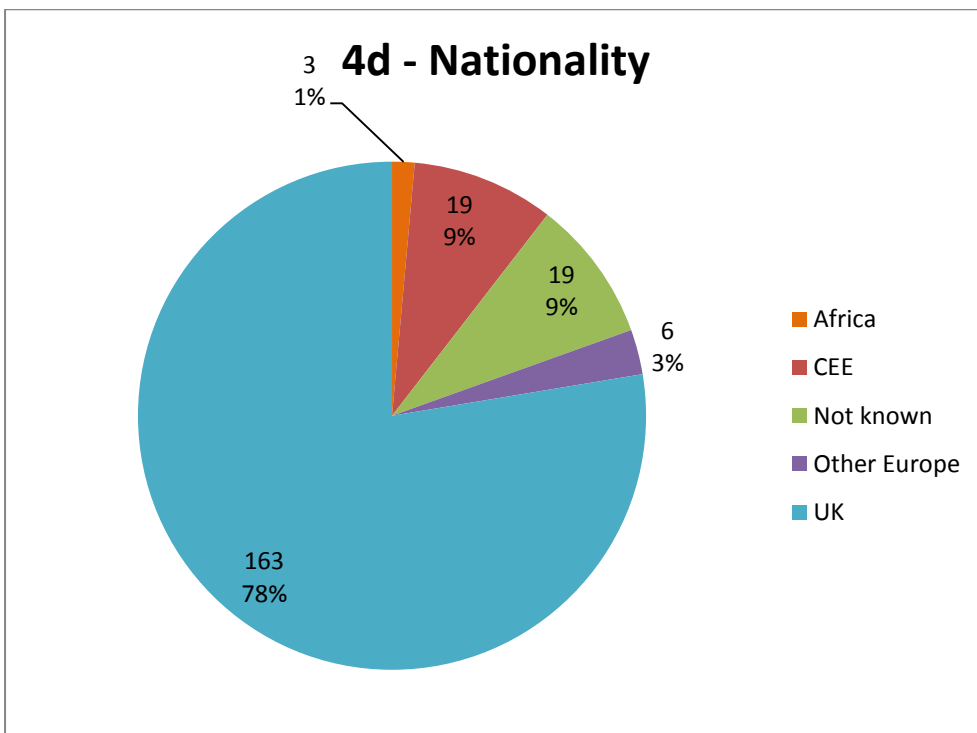
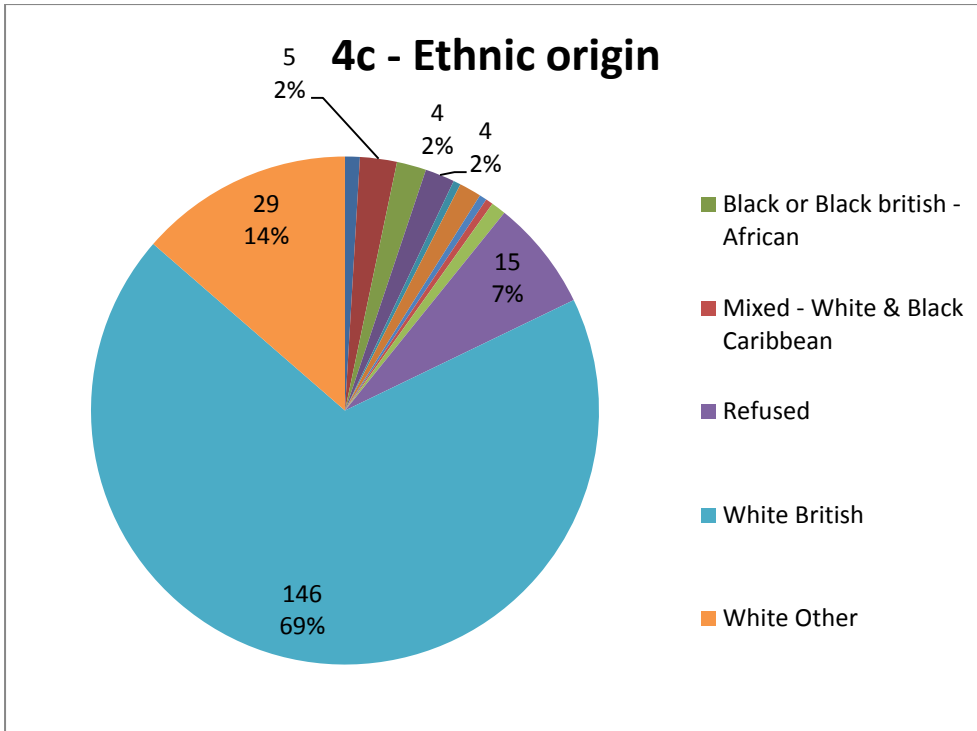
Note charts 4a, 4b, 4c, 4d

- These four charts show the profile of those verified rough sleepers who Oxford City Outreach were in contact with during Q2 (base 213).

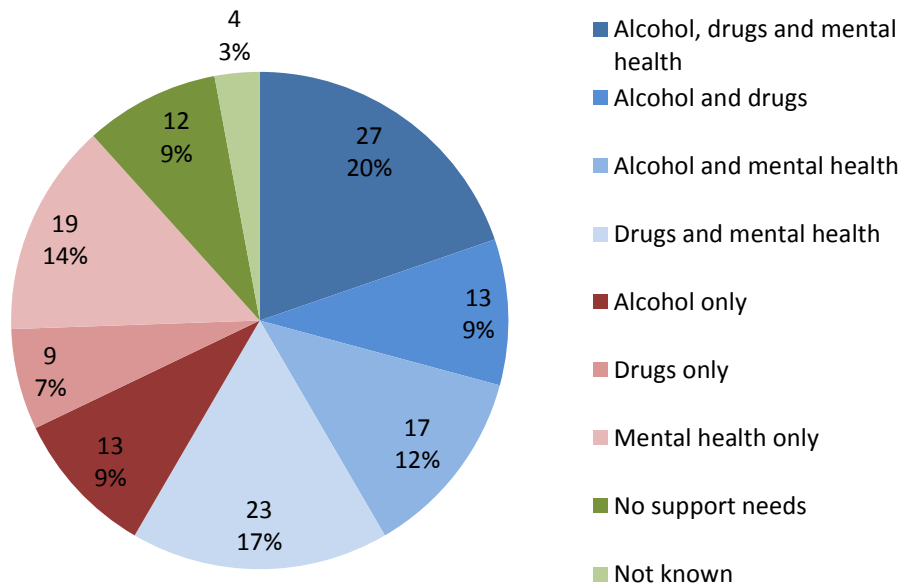
Source: Oxford CHAIN





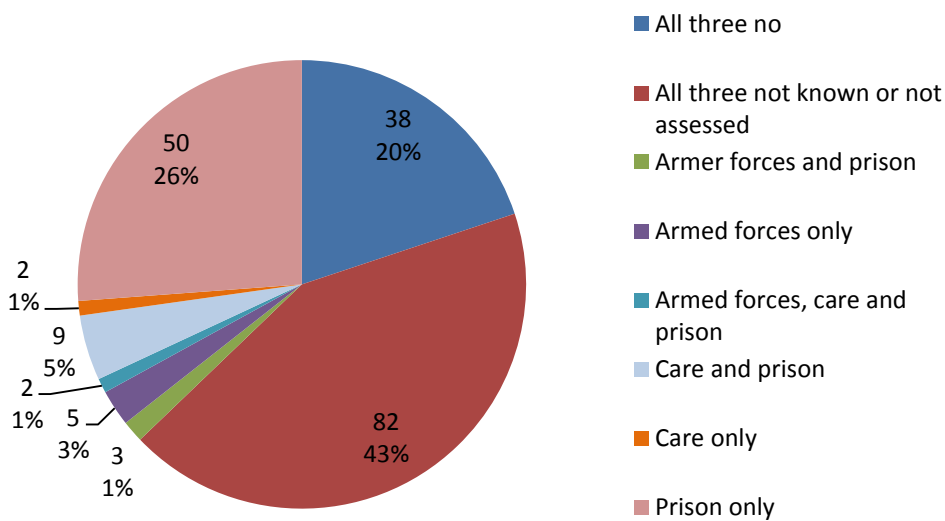


### 4e - Support Needs



Base: 114 (for 99 clients, support needs assessment was not completed)

### 4f - Institutional History



Note chart 4f – Institutional history

- This chart shows the institutional history of those who verified rough sleepers who Oxford City Outreach were in contact with during Q2 (base 213).

Source: Oxford CHAIN

# Quarterly data brochure

October – December 2014

[www.oxford.gov.uk](http://www.oxford.gov.uk)



Changing the way we respond to people who are rough sleeping



**NO 2<sup>ND</sup> SECOND NIGHT OUT OXFORD**



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  - a. Age
  - b. Gender
  - c. Ethnicity
  - d. Nationality
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## 1. Comments on data

### *Rough Sleeping*

- The Official Street Count took place in November and counted 26. This is the highest count to be returned to Central Government from Oxford. The number of people who spend a second night or more on the streets rough sleeping is increasing and this is in large part due to capacity in hostels being full.
- 62 clients were verified as sleeping rough for the first time in the quarter. This is a decrease from the previous quarter that saw 87 clients verified.
- The number of people seen bedded down in Oxford by Oxford City Outreach, remains high, but saw a decrease during the last two months of the quarter.

### *Client Journey*

- We can now report data for the 'Sit-up' service that started at the end of June 2014. The sit-up service was created in order to increase capacity for people to come into a safe place off the streets whilst waiting for a full assessment and accommodation options to be sourced. There are a total of 10 spaces available and provision is at capacity most of the time.
- In Q3, a total of 46 people used the sit-up service. Of these, 24 were new rough sleepers. Of the 46 people who accessed sit-up, 13 went on to access a No Second Night Out (NSNO) bed. 13 moved to other accommodation.
- A total of 41 rough sleepers accessed a NSNO bed during the period. 11 of these were individuals who were new to rough sleeping. In addition to the 41 rough sleepers, 5 other people also accessed a NSNO bed in the period, making the total 46; 1 person was granted access as a non-verified rough sleeper by the NSNO Panel; 1 young person was granted access by the Young People's Commissioner; 3 people who had been verified as rough sleepers by the Connection Outreach Service.
- In addition to the people who accessed NSNO, 3 individuals accessed a hostel bed 'directly from the street' without accessing NSNO first.
- It is evident from the data above, that the largest proportion of rough sleepers in the city are those who return to rough sleeping (returners) after having been in some kind of accommodation for a period of time. Services tend to deal very effectively with people who are new to rough sleeping and provide guidance information and support in order for them to access appropriate accommodation.
- Of the 46 rough sleepers who accessed a NSNO bed, 21 had a local connection to Oxford City; 11 to Cherwell DC; 3 to West Oxfordshire and 8 to

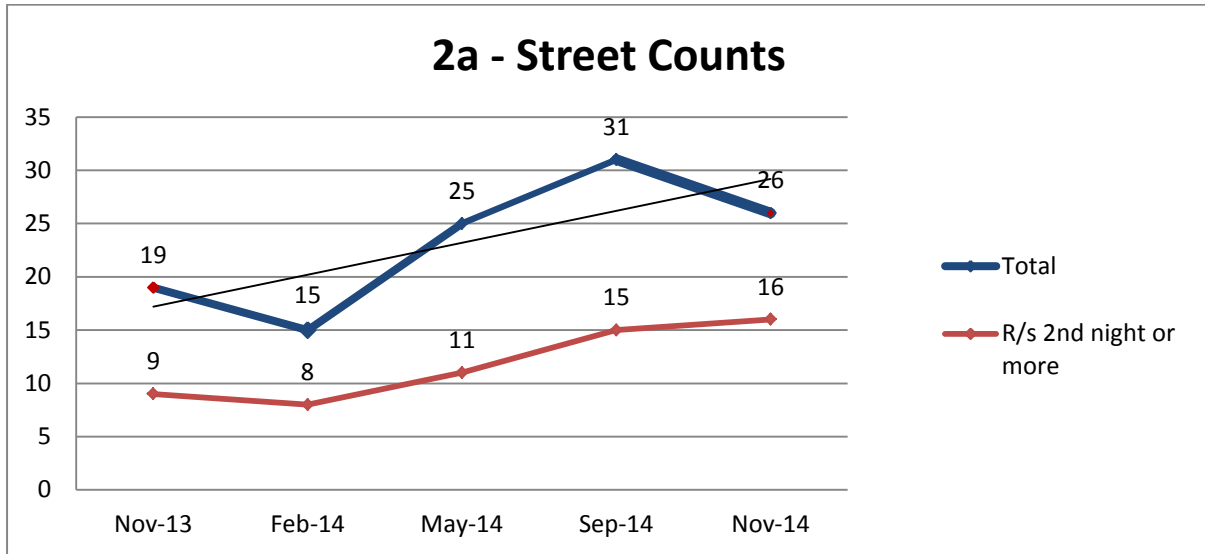
South&Vale. For the remaining 3 clients, local connection had not yet been established.

- 13 clients who had no local connection to Oxfordshire were reconnected back to their area of local connection in the quarter.

#### *Profile*

- The client profile for rough sleepers who are in contact with services in Oxford remain very similar to that in previous quarters. The proportion of female rough sleepers remains higher than previous years.
- There has also been an increase in the number of clients from EEA countries. An increase in EEA nationals rough sleeping has been a national trend and attributed to the changes to entitlement to Welfare Benefits for EEA nationals.

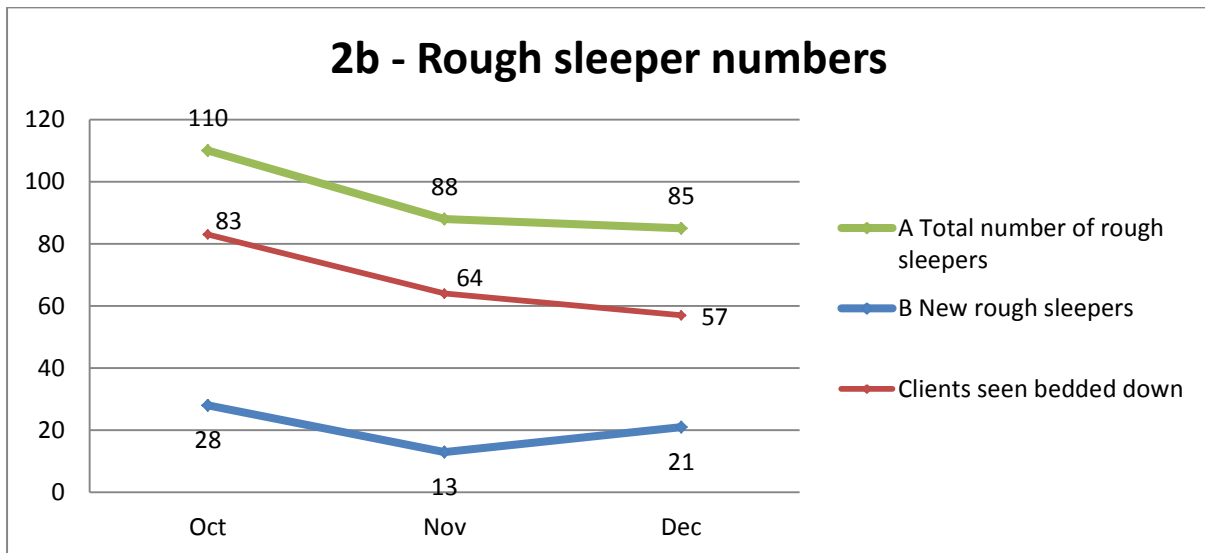
## 2. Rough Sleeping



Note chart 2a - Street Counts

- A street count provides a snap shot of the number of individuals who are sleeping rough on one night. The street counts are carried out quarterly in Oxford and conducted according to strict government guidelines. They are carried out by Oxford City Council, Oxford City Outreach, Thames Valley Police and volunteers from the voluntary sector services providers.

Source: Oxford City Council



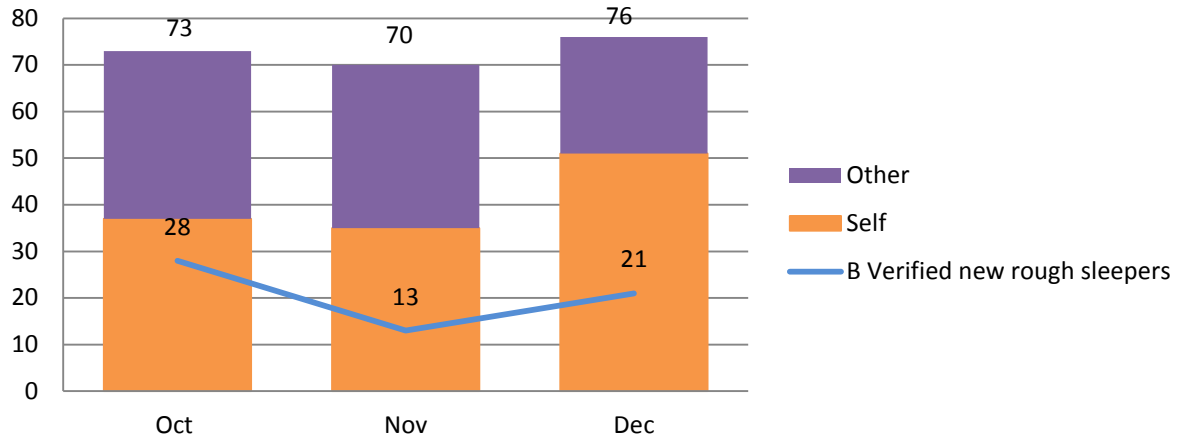
Note chart 2b - Rough sleeper numbers

- Line A shows the total number of verified rough sleepers who Oxford City Outreach had contact with in each month (any contact, not only contact with client when bedded down). *Note:* A client may have been seen in each month. Total number of unique client contacts in the period was 179.
- Line B shows the number of individuals who were verified as rough sleeping for the first time.
- The red line shows the total number of people Oxford City Outreach saw bedded down in the period. *Note:* A client may have been seen bedded down in each month. Total number of unique client seen bedded down in the period was 149.

Source: Oxford CHAIN



## 2c - Referrals and Verifications Oxford City

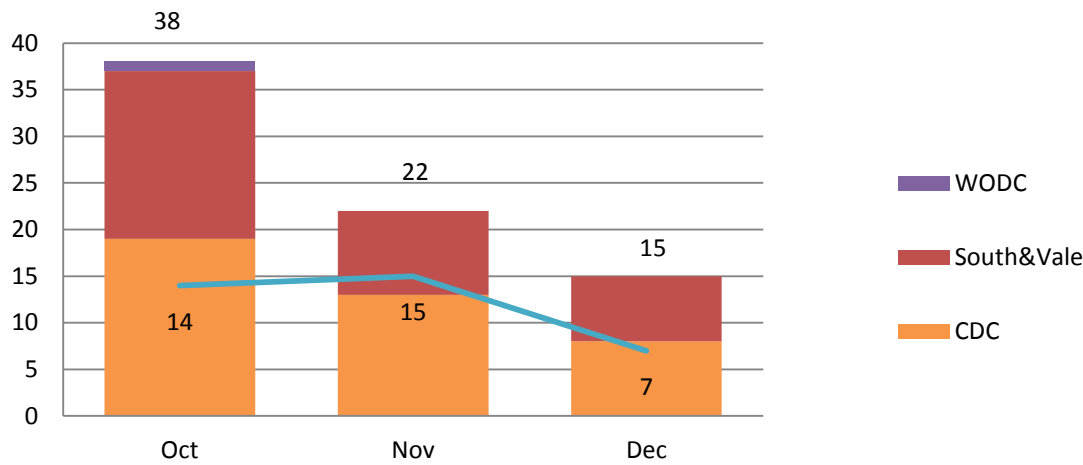


Note chart 2c – Referrals and Verification Oxford City

- The columns in this graph show the number of rough sleeper referrals received by NSNO and OCO in each month.
- Line B shows the number of individuals who were verified as rough sleeping for the first time (see Chart 2, Line B) in the period.

Source: Oxford CHAIN

## 2d - Referrals and Verification District Councils

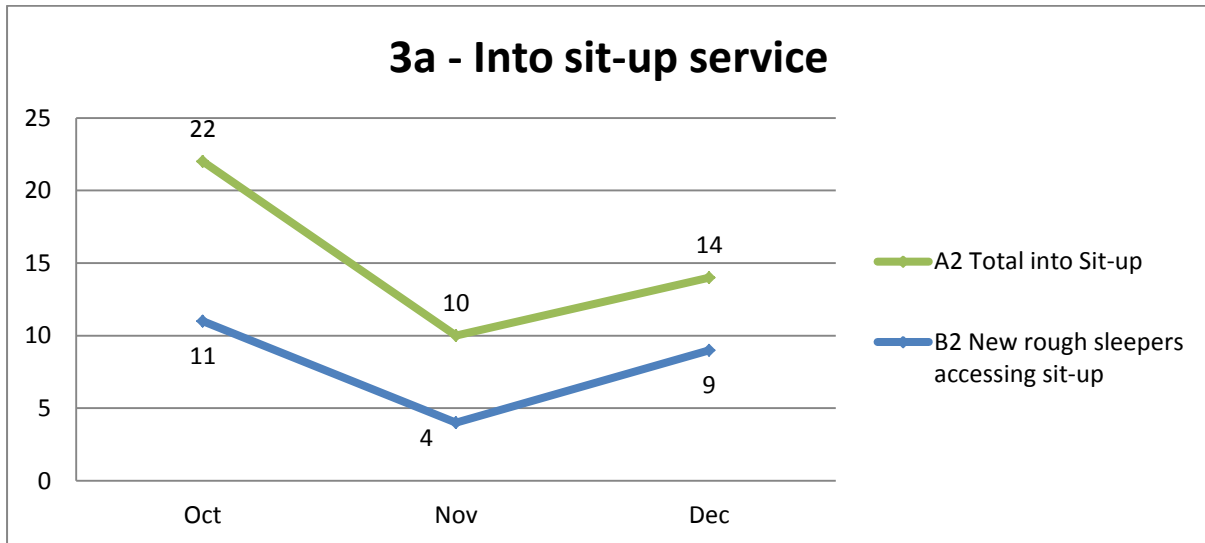


Note chart 2d – Referrals and verification District Councils

- The columns in this graph show the number of rough sleeper referrals received by Connection Outreach Service (COS) in each month in each of the District Councils.
- Line shows the number of individuals who were verified as rough sleeping for the first time in the period

Source: Connection Outreach Service

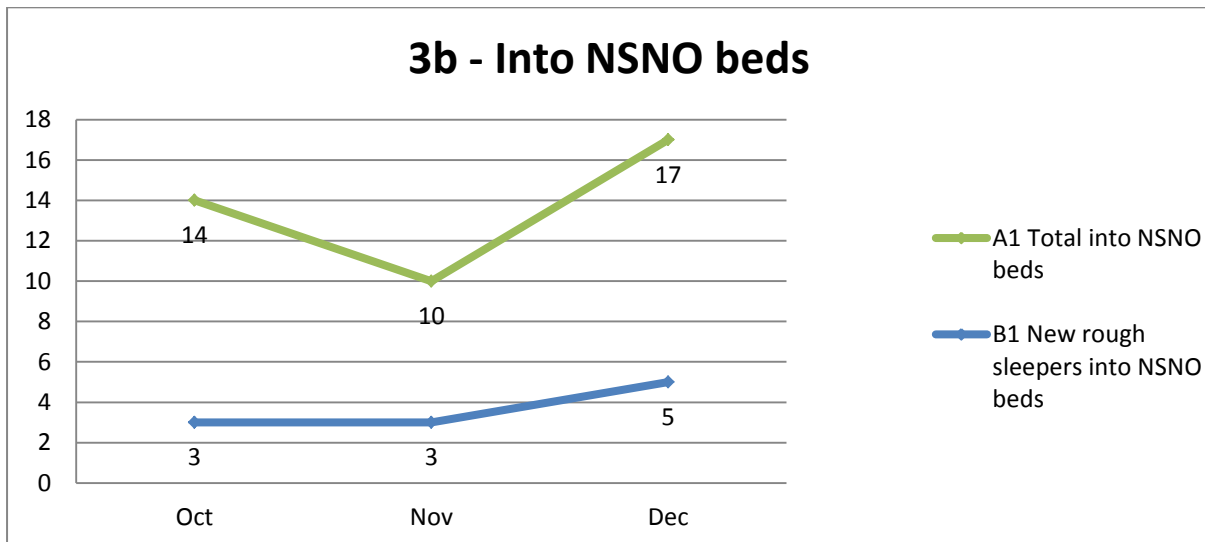
### 3. Client Journey



Note chart 3a – Into sit-up service

- Line A2 shows the total number of rough sleepers who accessed the NSNO sit-up service in the period
- Line B2 shows the number of new rough sleepers who accessed the NSNO sit-up service. This should be compared to the total number of new rough sleepers (see Chart 2b, Line B).

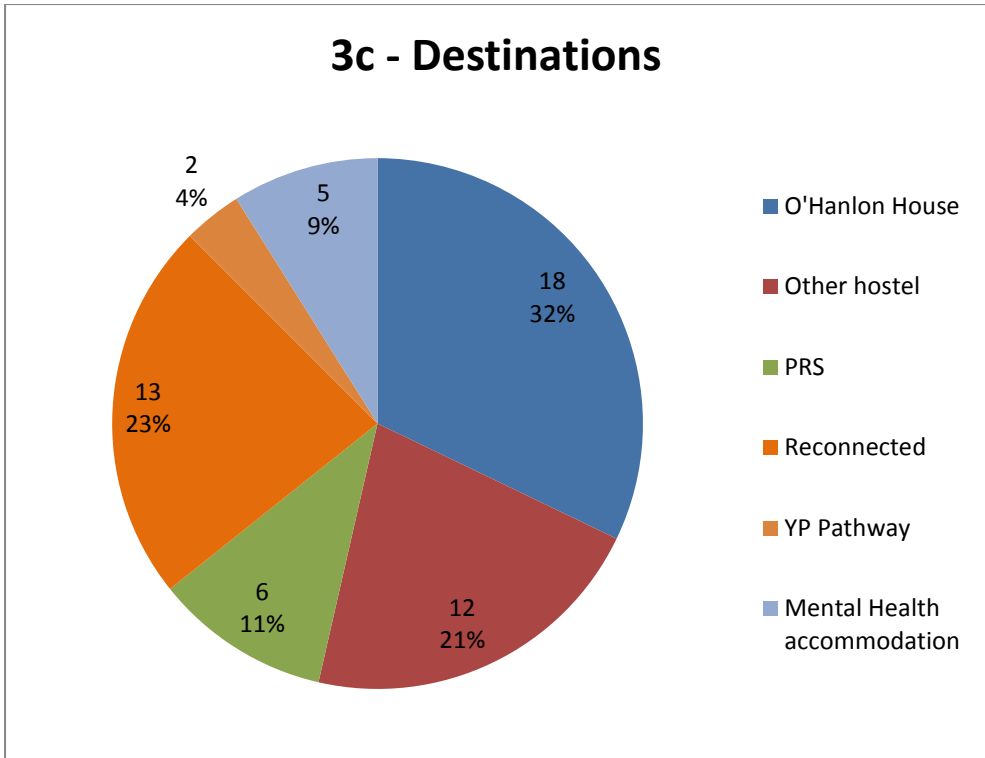
Source: Oxford CHAIN



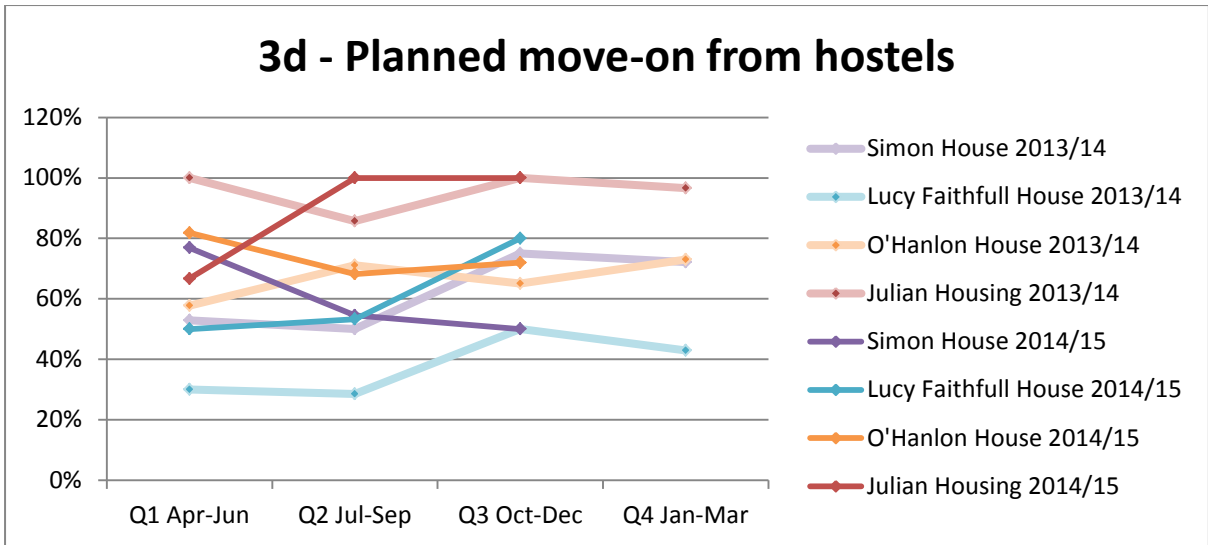
Note chart 3b – Into NSNO beds

- Line A1 shows the total number of rough sleepers who accessed a NSNO bed in the period.
- Line B1 shows the number of new rough sleepers who accessed a NSNO bed. This should be compared to the total number of new rough sleepers (see Chart 2b, Line B).

Source: Oxford CHAIN



Note chart 3c – Destinations  
 – Destinations of all Single Service Offers made/restated in the quarter – base 56  
 Source: Oxford CHAIN



Note on chart 3d – Planned move-on from hostels  
 – This graph shows the percentage of individuals who left each of the hostels above in a planned way.

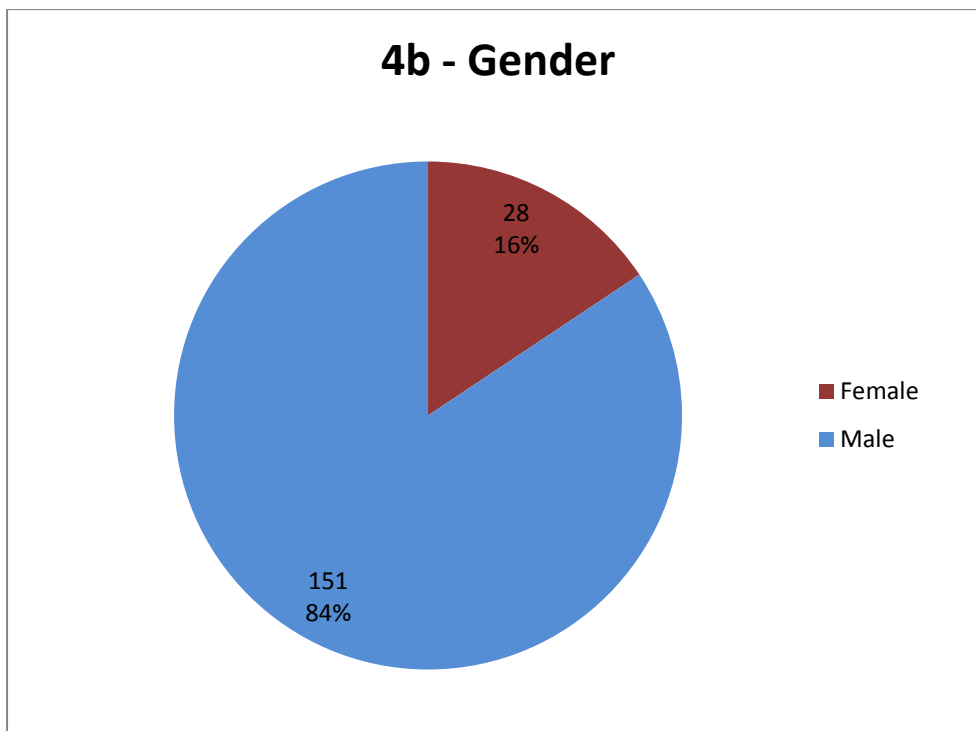
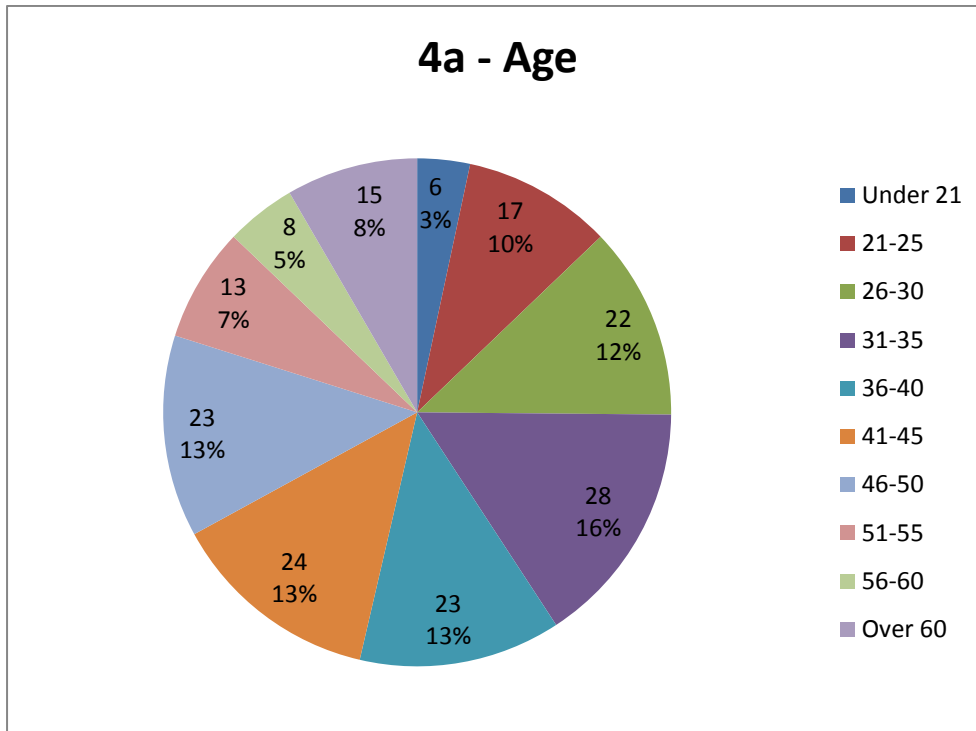
Source: Oxfordshire County Council, Supporting People  
*Note:* In addition, data from Oxford CHAIN show that 7 individual left the hostel that was their SSO destination (within the City) in an unplanned way within one month of their SSO. 2 returned to rough sleeping.

## 4. Profile

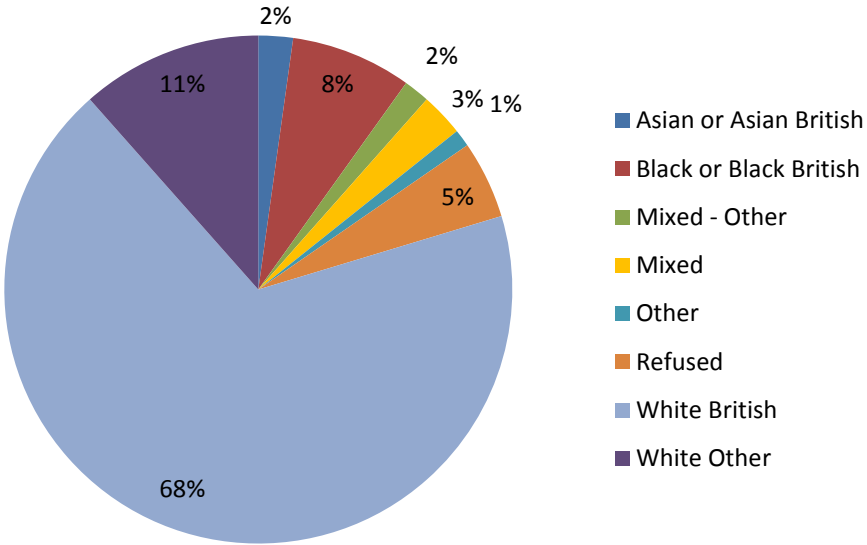
Note charts 4a, 4b, 4c, 4d

- These four charts show the profile of those verified rough sleepers who Oxford City Outreach were in contact with during Q3 (base 179).

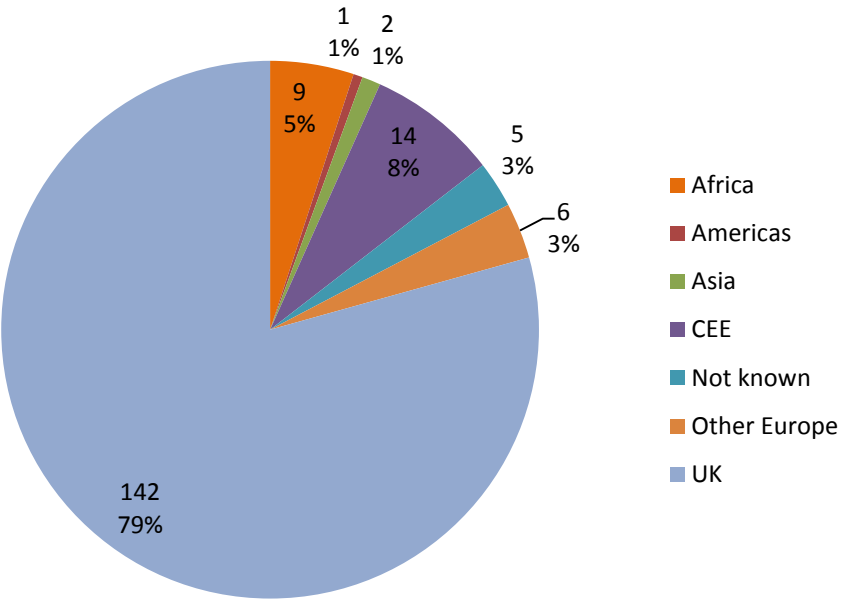
Source: Oxford CHAIN



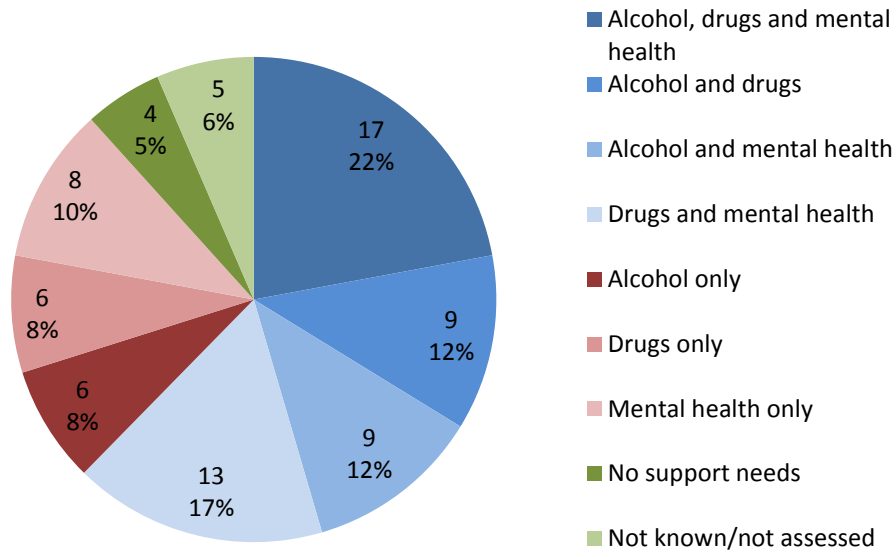
### 4c - Ethnic origin



### 4d - Nationality



### 4e - Support Needs

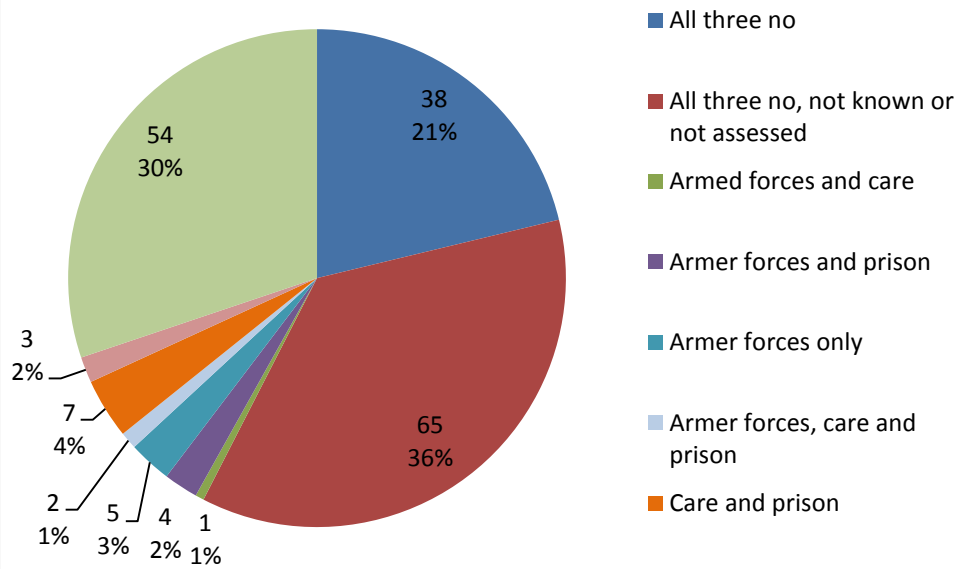


Note chart 4e – Support needs

- This chart shows the support needs of those verified rough sleepers Oxford City Outreach had contact with during Q3 (base 77; for 102 clients, support needs assessment was not completed in the period)

Source: Oxford CHAIN

### 4f - Institutional History



Note chart 4f – Institutional history

- This chart shows the institutional history of those verified rough sleepers Oxford City Outreach were in contact with during Q3 (base 179).

Source: Oxford CHAIN

### Case Study of a St. Mungo's Broadway Client

Client X is an entrenched rough sleeper who slept rough in Oxford for more than 10 years. Client X was assigned to the case load of the Personal Budgets Worker (PBW) in September 2014 who was a member of the Outreach team. Through consistent enforcement action from Thames Valley Police TVP and the Oxford City Outreach (OCO) client X accepted a No Second Night Out (NSNO) bed. Prior to this he had not been accommodated in hostels for several years and repeatedly declined to engage with workers from OCO.

Client X is a Making Every Adult Matter (MEAM) client who has previously been diagnosed with Paranoid Schizophrenia. Over the past two years OCO saw a decline in client X's mental health and made various attempts to link him in with mental health support. Due to the chaotic nature of client X and his paranoid beliefs he did not attend mental health assessments and therefore did not qualify for support. Client X had several short prison sentences whilst rough sleeping and staff from OCO linked in with the police including client X's Visor manager and the prison resettlement team to seek appropriate accommodation options and mental health support for client X whilst he was in prison. This was one of the few places he was stable.

The pathway for all clients is to access the Sit-Up Service prior to a NSNO bed; in the case of client X a shared environment would have been challenging for him so we were able to bypass this. Once in the assessment bed client X worked with the No Second Night Out (NSNO) team to move him up to a more permanent bed in O'Hanlon House. Early recognition of the difficulties he may have was key to building a rapport with client X; his stay in the assessment bed allowed him time to adjust to a new environment and build trust with staff. Client X has now been accommodated in O'Hanlon House since 12/01/15 and will continue to work with staff to consider his move on options.

Joint work has been taking place between the OCO and O'Hanlon House key worker to meet with client X to understand how he is coping in the hostel. Client X is now talking about wanting to access more stable and independent accommodation. The recent breakthrough has been that client X has now begun to talk about his mental health and has been actively participating in a referral to mental health supported housing via MIND Response. This has not been possible in the past as client X has not been willing to participate in the process.

Whilst rough sleeping client X has been referred to the Housing First project, housing via Oxford City Council and other more bespoke housing. In order to find the most appropriate accommodation for him we have been looking at a number of different options.

There are on-going challenges in supporting client X as he has been defecating in his room and displaying poor personal hygiene. O'Hanlon House are going to implement a contract for client X to sign up; the aim will be to encourage appropriate behaviour and conduct whilst residing in his hostel. One creative solution to engagement with client X was to purchase him an MP3 player, the Outreach worker encouraged client X to talk to his key worker about the way to use it, charge the device. This was worked well for his key worker to build a positive working relationship with client X. Client X now willingly approaches O'Hanlon House staff members and during these interactions has started to talk about his mental health, which has allowed staff to monitor client X and provide valuable feedback to his GP and Visor manager. Although mental health services are currently monitoring client X there is no current intervention or formal support for client X meaning that

homeless services are having to support this. This case study reflects the increasingly complexity of clients being referred to the Adults Homeless Pathway in Oxford.



**To: Council**

**Date: 2<sup>nd</sup> February 2015**

**Report of: Head of City Development**

**Title of Report: Affordable Housing contributions in light of the amended national Planning Practice Guidance**

## Summary and Recommendations

**Purpose of report:** To agree how affordable housing contributions will now be sought in the light of the amended national Planning Practice Guidance

**Report Approved by:** David Edwards, Executive Director of City Regeneration

**Finance:** David Watt

**Legal:** Michael Morgan

**Policy Framework:** Relating specifically to Policy HP3 and HP4 of the adopted Sites and Housing Plan

**Recommendation(s):** That Council:

- 1) Endorses the recommended approach set out in the report and Appendix 4;
- 2) Agrees that it is not revoking or modifying Policies HP3 and HP4, that they retain the status of up-to-date adopted development plan policies under s38(6) of the Planning and Compulsory Purchase Act 2004 but the Council is acknowledging the likely effect of the amended national Planning Practice Guidance.

Appendix 1: Extract from the Planning Practice Guidance

Appendix 2: Brandon Lewis Ministerial Statement - 28<sup>th</sup> November 2014

Appendix 3: Policies HP3 and HP4 of the Sites and Housing Plan

Appendix 4: Table of planning application scenarios and recommended approach

## Background

1. On 28<sup>th</sup> November, the Government made some amendment to the Planning Practice Guidance (PPG) (**Appendix 1**). There are two changes which are particularly relevant to the Council. The first is that “*contributions for affordable housing...should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm*” (PPG, Planning Obligations, Paragraph 012).
2. The second change creates a ‘vacant building credit’. The PPG now states: “*Where there is an overall increase in floorspace in the proposed development, the local planning authority should calculate the amount of affordable housing contributions required from the development as set out in their Local Plan. A ‘credit’ should then be applied which is the equivalent of the gross floorspace of any relevant vacant buildings being brought back into use or demolished as part of the scheme and deducted from the overall affordable housing contribution calculation*” (PPG, Planning Obligations, Paragraph 022).
3. These revisions to the Guidance alongside the accompanying Ministerial Statement (**Appendix 2**) were justified by the Government on the basis that it will reduce the burden on small-scale housing developers, increase housing supply and promote the redevelopment of brownfield sites. The Council strongly objected to the consultation on changes to the PPG in March 2014 because approximately 50% of housing developments in Oxford would likely fall under the threshold and not be required to contribute towards affordable housing.
4. The purpose of this report is to explain what this now means for the implementation of the relevant policies in our Sites and Housing Plan and recommend an approach that the Council should now take when determining planning applications.
5. These amendments to the PPG do not affect the Council’s ability to apply its Community Infrastructure Levy on any site.

## Main matters

*The PPG exclusion of developments of 10 units or fewer from making affordable housing contributions*

6. This change to the PPG conflicts with the Council’s adopted Policy HP4 (**Appendix 3**) of the Sites and Housing Plan where we seek contributions towards affordable housing from developments of between 4-9 dwellings.
7. Whilst the PPG is only guidance and not policy, this removal of contributions from smaller sites is a clear intention of the Government and is likely to be reflected in appeal decisions. If the Council now refused a planning application for 4-9 dwellings with the only reason being the lack of a financial contribution towards affordable housing (Policy HP4), it is very likely that the appeal would be allowed and costs awarded against the Council.

8. It is therefore recommended that, reluctantly, the Council will now not be seeking financial contributions towards affordable housing from housing developments on small sites (<0.25ha) with a gross capacity of 10 or fewer dwellings.
9. The Council consider this to be a hiatus from the requirement for these financial contributions and should the Government's position change again, or other material changes take place, then the City Council may review this approach and revert back to applying HP4 in its entirety. The City Council is lobbying the Government on this matter and may at any point reverse this decision.
10. The Council is not revoking or modifying Policies HP3 and HP4, they retain the status of up-to-date adopted development plan policies under S38(6) of the Planning and Compulsory Purchase Act 2004 but the Council is acknowledging that the Secretary of State Inspectors appointed by him can be expected to treat the new policy as carrying greater weight.
11. Policy HP4 would continue to be applied where a development's maximum combined floorspace exceeded 1,000sqm. This approach would accord with the amended PPG. It is expected that the 1,000 sqm measurement would be Gross Internal Area (GIA) similar to the approach for the Community Infrastructure Levy however this has not yet been confirmed by the Government. The Council would consider this further when guidance emerges.
12. For all proposals, the Council would continue to ensure that developments make efficient use of land (Policy HP9) and that sites are not artificially subdivided (Policy HP3) to avoid on-site provision of affordable housing.

*The PPG's 'Vacant Building Credit'*

13. This change conflicts with the Council's approach of consistently calculating the required affordable housing contribution based on the gross number of units in the development. The Council's approach has been to not allow existing dwellings on the development site to be netted off the final affordable housing requirement whether it be a financial contribution under HP4 or an 'in kind' (on site provision) contribution under HP3 (see Appendix 3 for these policies).
14. The PPG is clear that any relevant building being brought back into use or demolished as part of the new housing development can class as a credit against the affordable housing contribution required.
15. As with the issue of threshold above, this change is a clear intention of the Government and is likely to be reflected in appeal decisions. If the Council now refused a planning application with the only reason being that it does not provide enough of an affordable housing contribution (financial or in kind) to reflect the gross development, it is very likely that the appeal would be allowed and costs awarded against the Council. It is therefore recommended that the Council will now consider any existing buildings as 'vacant building credit' and that contributions will be calculated on the net additional development not gross.

16. It should be noted that the vacant credit rule is invoked only at the stage of calculating the final contribution/provision, not the initial determination of whether or not a development exceeds a threshold.

#### *Scenarios and how the PPG changes should be applied to planning applications*

17. There are a wide variety of permutations of development proposals so it is not possible to set out a scenario for each one but **Appendix 4** summarises the likely main scenarios and a recommendation as to the Council should now deal with them.

#### **Conclusion**

18. These changes to the PPG have been brought in by the Government. As the new approach to contributions is a clear intention of Government, it is considered that the Council would lose appeal decisions if it sought to go against the PPG.

19. It should be noted that Reading Borough Council and West Berkshire Council are legally challenging the Government on the changes to the PPG. The City Council is likely to provide a witness statement in support of their legal challenge to demonstrate the likely impact on affordable housing delivery in Oxford.

#### **Legal issues**

20. The PPG does not alter the core approach to determining planning applications in accordance with the Development Plan unless material considerations indicate otherwise (under s38(6) of the Planning and Compulsory Purchase Act 2004).

#### **Financial Issues**

21. Endorsing this approach is likely to result in a significant reduction in financial contributions towards affordable housing. Since the adoption of Policy HP4 in the Sites and Housing Plan in 2013, the Council has secured an average of about £550,000 towards affordable housing per year for the past two years. However, this is a relative new source of income and not one that the Council had been relying upon prior to 2013.

22. This approach would reduce the likelihood of costs awarded against the Council at appeal and of costs being incurred in unsuccessfully defending appeals.

**Name and contact details of author:** Laura Higgins [lhiggins@oxford.gov.uk](mailto:lhiggins@oxford.gov.uk) 01865 252173

## **Appendix 1: Extract from the Planning Practice Guidance as updated on 28<sup>th</sup> November 2014**

Paragraph: 012 Reference ID: 23b-012-20141128

### **Are there any circumstances where infrastructure contributions through planning obligations should not be sought from developers?**

There are specific circumstances where contributions for affordable housing and tariff style planning obligations (section 106 planning obligations) should not be sought from small scale and self-build development.

- contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm
- in designated rural areas, local planning authorities may choose to apply a lower threshold of 5-units or less. No affordable housing or tariff-style contributions should then be sought from these developments. In addition, in a rural area where the lower 5-unit or less threshold is applied, affordable housing and tariff style contributions should be sought from developments of between 6 and 10-units in the form of cash payments which are commuted until after completion of units within the development. This applies to rural areas described under section 157(1) of the Housing Act 1985, which includes National Parks and Areas of Outstanding Natural Beauty
- affordable housing and tariff-style contributions should not be sought from any development consisting only of the construction of a residential annex or extension to an existing home

Revision date: 28 11 2014

Paragraph: 013 Reference ID: 23b-013-20141128

### **Do the restrictions on seeking planning obligations apply to Rural Exception Sites?**

The restrictions on seeking planning obligations contributions do not apply to development on Rural Exception Sites – although affordable housing and tariff-style contributions should not be sought from any development consisting only of the construction of a residential annex or extension within the curtilage of the buildings comprising an existing home.

Revision date: 28 11 2014

Paragraph: 014 Reference ID: 23b-014-20141128

### **What are tariff-style contributions?**

Some authorities seek planning obligations contributions to pooled funding 'pots' intended to provide common types of infrastructure for the wider area.

Planning obligations mitigate the impact of development which benefits local communities and supports the provision of local infrastructure. In applying the planning obligations local planning authorities must ensure that these meet the three tests that are set out as statutory tests in the Community Infrastructure Levy Regulations 2010, and as policy tests in the National Planning Policy Framework. These are: that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. For sites where the threshold applies, planning obligations should not be sought to contribute to pooled funding 'pots' intended to fund the provision of general infrastructure in the wider area.

Revision date: 28 11 2014

Paragraph: 015 Reference ID: 23b-015-20141128

## Can planning obligations be pooled where the threshold does apply?

For sites where the threshold applies, planning obligations should not be sought to contribute to pooled funding 'pots' intended to fund the provision of general infrastructure in the wider area.

Revision date: 28 11 2014

Paragraph: 016 Reference ID: 23b-016-20141128

## How does the 10-unit threshold relate to the statutory definition of major development?

For the purposes of section 106 planning obligations only the definition of 10-units or less applies. This is distinct from the definition of major development in article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2010.

Revision date: 28 11 2014

Paragraph: 017 Reference ID: 2a-017-20141128

## Are there any exceptions to the 10-unit threshold?

Local planning authorities may choose to apply a lower threshold of 5-units or less to development in designated rural areas being areas as described under section 157 of the Housing Act 1985, which includes National Parks and Areas of Outstanding Natural Beauty. No affordable housing or tariff-style contributions should then be sought from these developments.

Where this lower threshold is applied, local planning authorities should only seek affordable housing contributions from developments of between 6 to 10-units as financial contributions and not affordable housing units on site. Any payments made (whether as an affordable housing contribution or contribution to a pooled funding pot for general infrastructure provision) should also be commuted until after completion of units within the development.

Revision date: 28 11 2014 [See revisions](#)

Paragraph: 019 Reference ID: 23b-019-20141128

## What is the procedure for claiming a commuted contribution under a planning obligation?

The terms of commuted contributions should form part of the discussions between a developer and a local planning authority and be reflected in any planning obligations agreement. Agreements should include clauses stating when the local planning authority should be notified of the completion of units within the development and when the funds should be paid. Both parties may wish to use the issue of a building regulations compliance certificate (called a completion certificate when given by a local authority and a final certificate when given by an approved inspector) as a trigger for payment.

Revision date: 28 11 2014

Paragraph: 020 Reference ID: 23b-020-20141128

## Does this mean that no planning obligations can be sought for development under these 5 or 10-unit thresholds?

Some planning obligations may still be required to make a development acceptable in planning terms. For sites where a threshold applies, planning obligations should not be sought to contribute to affordable housing or to pooled funding 'pots' intended to fund the provision of general infrastructure in the wider

area. Authorities can still seek obligations for site specific infrastructure – such as improving road access and the provision of adequate street lighting – where this is appropriate, to make a site acceptable in planning terms. They may also seek contributions to fund measures with the purpose of facilitating development that would otherwise be unable to proceed because of regulatory or EU Directive requirements.

Revision date: 28 11 2014

Paragraph: 021 Reference ID: 23b-021-20141128

### **What is the vacant building credit?**

Where a vacant building is brought back into any lawful use, or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any affordable housing contribution which will be sought. Affordable housing contributions would be required for any increase in floorspace.

Revision date: 28 11 2014

Paragraph: 022 Reference ID: 23b-022-20141128

### **What is the process for determining the vacant building credit?**

Where there is an overall increase in floorspace in the proposed development, the local planning authority should calculate the amount of affordable housing contributions required from the development as set out in their Local Plan. A 'credit' should then be applied which is the equivalent of the gross floorspace of any relevant vacant buildings being brought back into use or demolished as part of the scheme and deducted from the overall affordable housing contribution calculation.

Revision date: 28 11 2014

Paragraph: 023 Reference ID: 23b-023-20141128

### **Does the vacant building credit apply to any vacant building being brought back into use?**

The vacant building credit applies where the building has not been abandoned.

Revision date: 28 11 2014

**Source:** <http://planningguidance.planningportal.gov.uk/blog/guidance/planning-obligations/planning-obligations-guidance/>

## Appendix 2: Copy of Ministerial Statement 28<sup>th</sup> November 2014

### COMMUNITIES AND LOCAL GOVERNMENT

#### Small-scale Developers

#### **The Minister of State, Department for Communities and Local Government**

**(Brandon Lewis):** *I would like to update hon. Members on the action that the Coalition Government have taken to free up the planning system and the further new measures we are now implementing to support small-scale developers and help hard-working people get the home they want by reducing disproportionate burdens on developer contributions.*

*Section 106 obligations imposed on small-scale developers, custom and self-builders*

*We consulted in March this year on a series of measures intended to tackle the disproportionate burden of developer contributions on small-scale developers, custom and self-builders. These included introducing into national policy a threshold beneath which affordable housing contributions should not be sought. The suggested threshold was for developments of ten-units or less (and which have a maximum combined gross floor space of no more than 1,000 square metres).*

*We also proposed a similar policy for affordable housing contributions be applied to all residential extensions and annexes. Rural exception sites would be exempted from any threshold introduced following consultation. Our consultation asked whether the threshold should be extended to include the tariff style contributions that some authorities seek in order to provide general funding pots for infrastructure. We also consulted on restricting the application of affordable housing contributions to vacant buildings being brought back into use (other than for any increase in floor space). This latter proposal was to boost development on brownfield land and provide consistency with exemptions from the community infrastructure levy.*

*We received over 300 consultation responses many of which contained detailed submissions and local data. After careful consideration of these responses, the Government are making the following changes to national policy with regard to Section 106 planning obligations:*

#### **28 Nov 2014 : Column 55WS**

*Due to the disproportionate burden of developer contributions on small-scale developers, for sites of 10-units or less, and which have a maximum combined gross floor space of 1,000 square metres, affordable housing and tariff style contributions should not be sought. This will also apply to all residential annexes and extensions.*

*For designated rural areas under Section 157 of the Housing Act 1985, which includes national parks and areas of outstanding natural beauty, authorities may choose to implement a lower threshold of 5-units or less, beneath which affordable housing and tariff style contributions should not be sought. This will also apply to all residential annexes and extensions. Within these designated areas, if the 5-unit threshold is implemented then payment of affordable housing and tariff style contributions on developments of between six to ten units should also be sought as a cash payment only and be commuted until after completion of units within the development.*

*These changes in national planning policy will not apply to rural exception sites which, subject to the local area demonstrating sufficient need, remain available to support the delivery of affordable homes for local people. However, affordable housing and tariff style contributions should not be sought in relation to residential annexes and extensions.*



*A financial credit, equivalent to the existing gross floor space of any vacant buildings brought back into any lawful use or demolished for re-development, should be deducted from the calculation of any affordable housing contributions sought from relevant development schemes. This will not however apply to vacant buildings which have been abandoned.*

*We will publish revised planning guidance to assist authorities in implementing these changes shortly.*

*By lowering the construction cost of small-scale new build housing and home improvements, these reforms will help increase housing supply. In particular, they will encourage development on smaller brownfield sites and help to diversify the house building sector by providing a much-needed boost to small and medium-sized developers, which have been disproportionately affected by the Labour Government's 2008 housing crash. The number of small-scale builders has fallen to less than 3,000—down from over 6,000 in 1997.*

*We estimate that the policy will save, on average, £15,000 in Section 106 housing contributions per new dwelling in England—some councils are charging up to £145,000 on single dwellings. Further savings will be made from tariffs, which may add additional charges of more than £15,000 per dwelling, over and above any housing contributions. Taken together, these changes will deliver six-figure savings for small-scale developers in some parts of the country.*

*The Home Builders Federation confirmed that these changes will provide a boost to small and medium builders, stating:*

*"This exemption would offer small and medium-sized developers a shot in the arm. The time and expense of negotiating Section 106 affordable housing contributions on small sites, and the subsequent payments, can threaten the viability of small developments and act as another barrier to the entry and growth of smaller firms"*

*Similarly, the Federation of Master Builders said:*

**28 Nov 2014 : Column 56WS**

*"The new ten unit threshold for affordable housing contributions is a sensible and proportionate approach to help alleviate the pressure on SME house builders who have been squeezed out of the housing market in recent years. This is important because without a viable SME house building sector we won't be able to build the number of new homes that are needed to address the housing crisis"*

*Promoting custom and self-build housing*

*These changes to Section 106 policy complement the Coalition Government's wider programme of reforms to get Britain building, including measures to actively support the custom and self-build sector that will help people design and build their own home.*

*Specifically, we have exempted custom and self-builders from paying the Community Infrastructure Levy. The £30 million investment fund for custom build homes has so far approved or is currently considering loan funding of £13 million. We have launched a new £150 million investment fund to help provide up to 10,000 serviced building plots. The first bidding round closed in September and applications received are currently being assessed by the Homes and Communities Agency.*

*In addition we continue to work in partnership with industry to provide better support and information to custom and self-builders and we are helping community-led custom projects by enabling them to apply for £65 million under the affordable housing guarantee programme and £14 million of project support funding.*

*We are also providing £525 million through the Builders' Finance Fund (2015-16 to 2016-17) to provide development finance to unlock stalled small housing sites. A shortlist of 165 small housing schemes was announced on 8 September. We are also opening up the Builders Finance Fund to support small building firms schemes, from five units in size upwards.*

*We also published a consultation on the Right To Build in October. The idea is simple: prospective custom builders will have a right to purchase a plot of land from their local Council to build their own home. To underpin the consultation we are working with a network of 11 Right to Build vanguards to test how the Right can work in practice and we are supporting the hon. Member for South Norfolk (Richard Bacon) Self-Build and Custom Housebuilding Private Members' Bill which has now passed its Second Reading in this House.*

*Getting empty and redundant land and property back into use*

*We have introduced a range of measures to help communities get empty and surplus land and property back into productive use.*

*We have reformed permitted development rights to cut through complexity, free up the planning system and encourage the conversion of existing buildings. The changes help support town centres, the rural economy and provide much-needed homes.*

*Changes to Community Infrastructure Levy rules now provide an increased incentive for brownfield development, through exempting empty buildings being brought back into use. To assist extensions and home improvements, we have also exempted them from Community Infrastructure Levy, stopped plans for a so-called 'conservatory tax', stopped any council tax revaluation which would have taxed home improvements, and introduced a new national council tax discount for family annexes.*

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*Conclusion*

*We expect implementation of these measures to have a significant positive impact on housing numbers by unlocking small-scale development and boosting the attractiveness of brownfield sites. This will provide real incentive for small builders and to people looking to build their own home. They will increase house building and help reduce the cost of such housing.*

*These latest policy changes illustrate how this Government continue to deliver the reform to our planning system which will enable more houses to be built, giving more power to local communities, helping people move on to and up the housing ladder.*

**Source:**

<http://www.publications.parliament.uk/pa/cm201415/cmhansrd/cm141128/wmstext/141128m0001.htm#14112842000008>

## Appendix 3: Extract from the Council's adopted Sites and Housing Plan (Policies HP3 and HP4)

### Affordable homes

- A2.16 Meeting housing need is a key priority of the City Council. New affordable housing has a vital role in delivering sustainable, inclusive and mixed communities, both within a site, and across Oxford as a whole.
- A2.17 Core Strategy Policy CS24 – Affordable Housing states that generally a minimum of 50% of residential developments must be provided as affordable housing. The City Council generally expects affordable housing to be provided as part of the same development ('on-site'), to ensure a balanced community on the site.
- A2.18 Policies HP3 and HP4 set out the detail of how residential developments should contribute to affordable housing. The policy applies to all types of self-contained dwelling. This includes retirement homes, sheltered housing, Extra Care Housing, key worker housing, and all parts of any development that fall within Use Class C3. The policy does not apply to residential institutions such as care homes, nursing homes or hospitals, or to secure residential institutions, but will apply to any self-contained staff accommodation within these developments.

### Provision of affordable housing on-site (10 or more homes)

- A2.19 Most sites in Oxford that have capacity for 10 or more homes can provide 50% affordable housing whilst remaining viable. Where a developer considers that meeting the 50% target will make a site unviable, they must provide robust evidence of this in the form of an independent viability appraisal. The City Council will expect the developer to negotiate on an "open book" basis which relates to the particular site circumstances that have resulted in the development's nonviability. The City Council will always expect developers to have considered the financial implications of affordable housing policy requirements, and local market indicators, when purchasing the land for development.
- A2.20 If the City Council is satisfied that the site would be unviable, a cascade approach will be used to determine an appropriate contribution. Policy HP3 builds on Core Strategy Policy CS24 by setting out how this cascade approach will operate.
- A2.21 Affordable housing must be truly affordable to those that need it. The City Council will require at least 80% of affordable housing provided on-site to be social rented. Due to exceptionally high private rents in Oxford, the alternative 'affordable rented' tenure will not be accepted as a substitute for social rented homes. Up to 20% of the affordable homes provided on-site may be provided as affordable rented or as other types of intermediate housing.
- A2.22 The City Council maintains the Housing Register for Oxford, and also monitors and manages allocations. The Council will use this and other available evidence to advise on the strategic mix of dwelling sizes required on new housing developments, including for key workers, to meet Housing Strategy objectives. The strategic mix currently set out in the Affordable Housing SPD (July 2006) will be updated in a future planning document. Affordable dwellings of 2 or more bedrooms should provide enough space within at least two bedrooms for at least two people to comfortably share. This allows for children to share bedrooms, and ensures that there is some extra space for expanding family households.

### **Policy HP3**

#### ***Affordable Homes From Large Housing Sites***

*Planning permission will only be granted for residential development on sites with capacity for 10 or more dwellings, or which have an area of 0.25 hectares or greater, if generally a minimum 50% of dwellings on the site are provided as affordable homes.*

*A minimum 80% of the affordable homes must be provided as social rented, with remaining affordable homes provided as intermediate housing.\**

*Exceptions will be made only if it can be robustly demonstrated that this level of provision makes a site unviable, in which case developers and the City Council will work through a cascade approach in the following order until a scheme is made viable:*

- firstly, reduce the percentage of affordable housing provided (to a minimum of 40% of all homes) by reducing the intermediate housing element only;*
- secondly, at 40% affordable housing, reintroduce an element of intermediate housing incrementally up to a maximum 8% of all homes;*
- thirdly, make a financial contribution in lieu of on-site provision, to be calculated using the approach set out in Appendix 2.*

*The applicant must demonstrate that the mix of dwelling sizes meets the City Council's preferred strategic mix for affordable housing.*

*Developers may not circumvent this policy by artificially subdividing sites.*

\* See Glossary for definitions

#### Provision of affordable housing through financial contributions (4–9 homes)

- A2.23 Much of Oxford's supply of new housing comes from small sites of less than 10 homes, or less than 0.25 hectares. It is important that these sites contribute to achieving a balanced community in Oxford. It is often not possible for these sites to provide 50% of homes as affordable without becoming unviable. It is difficult for a Registered Provider to efficiently manage individual households in dispersed locations.
- A2.24 The Affordable Housing Viability Study showed that most small sites of less than 10 homes can however make a financial contribution towards achieving a more balanced tenure mix across Oxford. This will be required on sites of 4 to 9 dwellings, and will specifically be used to deliver affordable housing elsewhere in Oxford. If it can be robustly demonstrated to the City Council that the full contribution would make the development unviable, the Council will expect any alternative sum to be negotiated on an "open book" basis, using the same principles as for on-site affordable housing.
- A2.25 In appropriate circumstances, provision may be made as on-site affordable housing. The City Council and the applicant must agree that on-site provision is inappropriate. On-site provision would be expected to make up generally a minimum of 50% of dwellings on the site, unless viability evidence demonstrates a need to reduce this.
- A2.26 Where homes are proposed as part of a mixed-use scheme, together with student accommodation and/or commercial development, account will be taken of the overall floorspace of all development on the site. Even if different uses each fall under the threshold for applying the relevant policy, the development as a whole may still trigger a requirement to contribute to affordable housing.

- A2.27 Sites that have capacity to provide only 3 homes or less (gross) will be exempt from the requirement, so that conversions of large homes to smaller dwellings are able to come forward, whilst meeting other important requirements such as Lifetime Homes.

**Policy HP4**

*Affordable Homes From Small Housing Sites*

*Planning permission will only be granted for residential development on sites with capacity for 4 to 9 dwellings, if a financial contribution is secured towards delivering affordable housing elsewhere in Oxford. The contribution required will be 15% of the total sale value of the development, and will be calculated using the formula set out in Appendix 2.*

*Where both the City Council and the applicant agree that on-site affordable housing is appropriate, planning permission will be granted if generally a minimum 50% of dwellings on the site are provided as affordable homes.*

*If it can be demonstrated to the City Council that the full contribution would make the development unviable, the City Council will accept a lower contribution, in accordance with Appendix 2 (paragraph 6).*

*Developers may not circumvent this policy by artificially subdividing sites. For mixed-use residential developments that include student accommodation and/or commercial floorspace, the overall development floorspace will be used to determine the contribution required.*

**Appendix 4: Table of planning application scenarios and recommended approach**

Scenario	Recommended approach
Proposal for 4-9 dwellings where the gross floor space is less than 1,000m <sup>2</sup>	No financial contribution sought for affordable housing.  Particular attention should be paid to whether the proposal makes efficient use of land (Policy HP9, CS24), considers the Balance of Dwellings SPD and whether the site is an artificial subdivision (Policy HP3, CS24) to potentially avoid on-site provision of affordable housing.
Proposal for 4-9 dwellings where the gross floor space exceeds 1,000m <sup>2</sup>	Financial contribution towards affordable housing sought. Provision calculated in line with Policy HP4 (unless 'Vacant Building Credit' applies).
Proposal for 10 dwellings where the gross floor space is less than 1,000m <sup>2</sup>	No financial contribution or on-site provision sought for affordable housing.  Particular attention should be paid to whether the proposal makes efficient use of land (Policy HP9, CS24), considers the Balance of Dwellings SPD and whether the site is an artificial subdivision (Policy HP3, CS24) to potentially avoid on-site provision of affordable housing.
Proposal for 10 dwellings where the gross floor space is greater than 1,000m <sup>2</sup>	50% on-site provision of affordable housing sought (Policy HP3). Provision calculated in line with Policy HP3 (unless 'Vacant Building Credit' applies).
Proposal for housing development on a site of 0.25ha or greater regardless of the number of dwellings	50% on-site provision of affordable housing sought(Policy HP3) because it is expected that a site of 0.25ha is capable of accommodating at least 10 dwellings. Provision calculated in line with Policy HP3 (unless 'Vacant Building Credit' applies).
Proposal for housing development of 11 or more dwellings	50% on-site provision of affordable housing sought (Policy HP3). Provision calculated in line with Policy HP3 (unless 'Vacant Building Credit' applies).
Vacant (but not abandoned) buildings on the development site are to be demolished or reused. e.g. 12 new dwellings are proposed on a site where 4 vacant dwellings are to be demolished.	Invoke the 'Vacant Building Credit'.  In this example, as the development is for 12 dwellings it exceeds the Council's threshold for on-site affordable housing provision (Policy HP3). The affordable housing will therefore be expected to be provided on-site.  With the change to PPG, the 4 dwellings to be demolished would be netted off the development. The PPG indicates that it is the floorspace rather than the number of dwellings that should be netted off. The precise mechanism for this would need to be worked through but potentially this example would result in the netting off of about 4 dwellings resulting in a net increase of 8 dwellings. By then applying the Council's policy of 50% affordable housing provision, the development would be expected to provide 4 dwellings on site (50% of 8 rather than 50% of 12 dwellings as

	would have been the case prior to the PPG change).
Commercial development	<p>The Ministerial Statement is clear that the purpose of the changes to the PPG are to help small-scale house builders and self-builders. The PPG changes do not relate to contributions from commercial development.</p> <p>Continue to apply Core Strategy Policy CS24 and the Affordable Housing and Planning Obligations SPD in relation to contributions from commercial development</p>
Student accommodation	<p>The Ministerial Statement is clear that the purpose of the changes to the PPG are to help small-scale house builders and self-builders. The PPG changes do not relate to contributions from student accommodation.</p> <p>Continue to apply Sites and Housing Plan Policy HP6.</p>
Should the Government's position change again, or other material changes take place e.g. through appeal decisions or legal challenges	The Council may review the approach set out in this report and revert back to applying HP4 in its entirety.

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### Housing Panel - Affordable Housing questions

<b>Question</b>	<b>To</b>	<b>Response</b>
<p>Q1. A consideration of different ways that the council can encourage a greater affordable housing supply by working with other organisations? For example by financing housing associations or others, through low rate loans or investing of treasury monies.</p>	<p>Alan Wylde, Housing Development &amp; Enabling Manager</p>	<p>Oxford City Council are committed to increasing housing supply in the city and can demonstrate the benefits of taking a flexible approach as to how this is achieved whether it is with the private sector on sites such as Barton, the housing association sector on sites such as Northway and Barns Road as well as through direct provision by the Council itself as part of its commitment to deliver an additional 952 Council homes over the next 10 years. Alternative approaches are always being considered including the use of the Council's own land and financial resources in order to maximise additional affordable housing supply and will be brought forward for evaluation when feasible. This will be covered in more detail in a specific report to CEB on affordable housing delivery models in the near future and is part of the draft Oxford Housing Strategy.</p>
<p>Q2. Our Empty Property Strategy lists "Encourage and support affordable housing ..." as one of its aims. Have we been able to bring any empty homes back into use as affordable housing? I've heard that specifically, Empty Dwelling Management Orders (EDMOs) can be used in combination with conditions that housing will be let at affordable rents - is this something we could do (or do more of)?</p>	<p>Mel Mutch, Empty Homes Officer</p>	<p>Part of encouraging owners to bring their dwelling back into use is to supply them with information in particular the Council's Home Choice Scheme. We have had one owner take up this scheme following my encouragement. Generally, owners seem to be reluctant to get involved with the scheme for reasons such our rent payments being less than the private sector and the concern that our tenants may be problematic. Obviously we try and turn this around with the positives of our scheme and that we do not have people who have been evicted on our housing register which in itself is a sort of reassurance.</p> <p>With regard to EDMO's we have applied for three in the past. One we withdrew before a decision was made by the RPT because the owner put it up for sale and it was subsequently sold. With regard to the other 2 one was sold and the other refurbished and rented out.</p> <p>EDMO's can be used by us for social housing and there are examples where other local authorities have done this. The EDMO is for a 7 year period so ideally any property we consider with regard to EDMO's should not be excessive with</p>

		<p>regard to work required to bring it back into use.</p> <p>Of course there are also Compulsory Purchase Orders (CPOs).</p>
<p>Q3. Are there ways we can have greater control over definitions of affordability? Tower Hamlets have set affordable rent levels in their planning policies - it would be interesting to hear about this and how it might apply here?</p>	<p>Laura Higgins, Team Leader, Spacial and Economic Development</p>	<p>Yes we can do this and through s106 agreements we do set rent levels. There are definitions of Social Rent, shared ownership and intermediate housing in the <a href="#">Sites and Housing Plan</a> which includes rent levels. These would be included within s106 agreements.</p>
<p>Q4. Other issues of planning control: Islington have specified consideration of 'use value' rather than 'market value' when making viability assessments about the levels of affordable housing contributions that developers need to make - could this be applied?</p>	<p>Laura Higgins, Team Leader, Spacial and Economic Development</p>	<p>Yes we already do this. Using Existing Use Value (EUV) rather than market value is a critical element of a robust viability assessment and we follow that approach. Appendix 3 of the <a href="#">Affordable Housing and Planning Obligations SPD</a> includes detail on the viability appraisal requirements. Here is a small extract which relates to EUV:</p> <p><i>“6. Existing Use Value</i>  <i>A3.36. The EUV is what the site is worth in its current use and condition. The City Council would expect three EUV valuations, each of which must be undertaken by a different qualified RICS surveyor.</i>  <i>A3.37. The EUV is not necessarily the same as the actual land purchase price. Developers when purchasing a site should take account of adopted and emerging planning policies in agreeing a price. The Council will not accept overpayment for site purchase as a justification for non-viability.”</i></p>
<p>Q5. Other authorities have used Community Land Trusts in various models. Are there any that could apply in Oxford?</p>	<p>Alan Wylde, Housing Development &amp; Enabling Manager</p>	<p>As with the other models of delivery mentioned above, the potential of Community Land Trusts will be examined and considered as and when opportunities arise. Typically in the UK they have been used on smaller schemes but the Council would be interested to see if they are capable of delivering larger numbers of homes whilst retaining benefit for the community and future occupiers.</p>

## Housing Panel work programme 2014-15

### Items for Housing Panel meetings

<b>Suggested Topic</b>	<b>Suggested approach / area(s) for focus</b>
Performance monitoring	Regular monitoring of performance measures for Estates Regeneration, Housing Supply and Welfare Reform and Housing Crisis.
Housing Strategy	Review headline priorities and sought outcomes in Housing Strategy at draft stage, and the action plan post-consultation.
Increasing the provision of affordable housing	Monitoring of performance measures; scrutiny of the Housing Business Plan and the Housing Strategy; consider alternative options e.g. pre-fabs and 'pods'; possible review topic.
Homelessness	Monitoring of performance measures; scrutiny of the Housing Business Plan and Housing Strategy; pre-scrutiny of homelessness grant allocations; possible review topics.
Rent arrears	Monitoring of performance measures; bi-annual update reports.
STAR survey results	Monitoring of results.
Tackling under-occupancy	Report on efforts to tackle under-occupancy; consider in rent arrears reports.
Oxford Standard	To receive a progress update on the delivery of the Oxford Standard through the Asset Management Strategy and Action Plan, including an update on work to improve thermal efficiency in the Council's housing stock.
Private sector licencing	Update report on the scheme; consider views of landlords and PRS tenants.
Unlawful dwellings	A report on the City Council's approach to tackling illegal dwellings e.g. beds in sheds, given that funding ends in April 2015.
Repairs exemptions policy	To scrutinise proposed changes to the current policy.
De-designation of 40+ accommodation	Update report on the final phase of de-designating 40+ accommodation (expected in April 15).
Sheltered Housing	To contribute to and monitor the customer profiling survey of residents in sheltered accommodation and how this data should inform future provision.
Fuel Poverty	To receive an update on the City Council's approach to the issue of Fuel Poverty. Commission/review research; consider during other items; possible review topic.
Supporting people	Verbal updates on the joint commissioning of housing support services.

**Draft Housing Panel Agenda Schedules**

<b>Date, room and time</b>	<b>Agenda Item</b>	<b>Lead Officer(s)</b>
24 March 2015, Judges Room, 5pm	<ol style="list-style-type: none"> <li>1. Non-statutory homelessness services</li> <li>2. Verbal update on joint commissioning of housing support services</li> <li>3. Affordable housing</li> </ol>	<p>Shaibur Rahman</p> <p>Dave Scholes</p> <p>Laura Higgins</p>

***Provisional 2015/16 Housing Panel dates: 4 June, 9 September, 8 October, 9 December & 9 March.***

<b>Date, room and time</b>	<b>Possible Agenda Items</b>	<b>Lead Officer(s)</b>
4 June 2015, Plowman Room, 5pm (Provisional)	<ol style="list-style-type: none"> <li>1. <i>De-designation review year 4</i></li> <li>2. <i>Asset Management Strategy (including the Oxford Standard) (pre-scrutiny)</i></li> <li>3. <i>Private Sector Housing Policy (pre-scrutiny)</i></li> <li>4. <i>Houses in Multiple Occupation (HMO) Licensing Scheme (pre-scrutiny)</i></li> </ol>	<p><i>Tom Porter</i></p> <p><i>Martin Shaw</i></p> <p><i>Ian Wright</i></p> <p><i>Adrian Chowns</i></p>