



GREAT YARMOUTH
BOROUGH COUNCIL

Housing and Neighbourhoods Committee

Date: Thursday, 19 May 2022

Time: 18:30

Venue: Council Chamber

Address: Town Hall, Hall Plain, Great Yarmouth, NR30 2QF

AGENDA

Open to Public and Press

1 APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2 DECLARATIONS OF INTEREST

You have a Disclosable Pecuniary Interest in a matter to be discussed if it relates to something on your Register of Interests form. You must declare the interest and leave the room while the matter is dealt with.

You have a Personal Interest in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

You must declare a personal interest but can speak and vote on the matter.

Whenever you declare an interest you must say why the interest arises, so that it can be included in the minutes.

- | | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|------------------|
| 3 | <u>MINUTES</u> | 4 - 9 |
| <p>To confirm the minutes of the meeting held on the 10th March 2022.</p> | | |
| 4 | <u>MATTERS ARISING</u> | |
| <p>To consider any matters arising from the above minutes.</p> | | |
| 5 | <u>FORWARD PLAN</u> | 10 - 10 |
| <p>The Committee is asked to receive and consider the Forward Plan.</p> | | |
| 6 | <u>RESIDENT ENGAGEMENT - 6 MONTHLY REPORT</u> | 11 - 18 |
| <p>Report attached.</p> | | |
| 7 | <u>DOMESTIC ABUSE STRATEGY</u> | 19 - 101 |
| <p>Report attached.</p> | | |
| 8 | <u>TRANSITIONAL HOUSING SCHEME UPDATE</u> | 102 - 107 |
| <p>Report attached.</p> | | |
| 9 | <u>HOUSING GREEN DEAL UPDATE</u> | 108 - 196 |
| <p>Report attached.</p> | | |
| 10 | <u>SHELTERED HOUSING REVIEW</u> | 197 - 258 |
| <p>Report attached.</p> | | |
| 11 | <u>ANY OTHER BUSINESS</u> | |
| <p>To consider any other business as may be determined by the Chairman of the meeting as being of sufficient urgency to warrant consideration.</p> | | |

12 EXCLUSION OF PUBLIC

In the event of the Committee wishing to exclude the public from the meeting, the following resolution will be moved:-

"That under Section 100(A)(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 1 of Part I of Schedule 12(A) of the said Act."

13 TRANSITIONAL HOUSING SCHEME CONFIDENTIAL APPENDIX

Details



GREAT YARMOUTH
BOROUGH COUNCIL

Housing and Neighbourhoods Committee

Minutes

Thursday, 10 March 2022 at 18:30

PRESENT:-

Councillors Grant (in the chair), Cameron, Candon, Flaxman-Taylor, Galer, D Hammond, Jeal, Martin, Smith-Clare, Talbot, Wainwright & Williamson.

Councillor P Hammond attended as a substitute for Councillor Price.

Mrs N Turner (Housing Director), Mrs K Blakemore (Strategic Director), Mrs Paula Boyce (Strategic Director), Ms Ria Frosdick (Executive Services Officer)

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Price and he is being substituted by Councillor Paul Hammond.

2 DECLARATIONS OF INTEREST

There were no interests declared at the meeting.

3 MINUTES

The minutes of the meeting held on the 8 November 2021 were confirmed.

4 MATTERS ARISING

Councillor Candon requested an update regarding the community representatives and the member briefing session which had been suggested at last Committee. The Housing Director advised that a briefing session is currently being arranged. Councillor Wainwright asked for these roles, and the type of feedback they provide from community reps could be explained prior to the next meeting. The Housing Director will look into this and advise.

Councillor Martin queried whether the e-zine newsletter for tenants/leaseholders had started being distributed as she hasn't received anything to date. The Housing Director offered her apologies as these have been sent out, but not to all, so she will make sure this is undertaken within the next week.

5 FORWARD PLAN

Councillor Wainwright voiced his concern that there was a lot of TBC on the Forward Plan. The Strategic Director advised that there are many agenda items which need to be worked through and work on the annual action plan is ongoing but we will endeavour to get more dates on the plan for the next committee date.

Councillor Williamson requested an analysis of the budget allocated to the management of the housing stock by GYN due to it being reported that £1 out of every £4 is being spent on this,

Following reviews and assessments of our housing stock, Councillor Williamson requested a list of key problems, where and what the problems are and what we are doing strategically to address them. The Housing Director advised that a new stock condition survey is being commissioned by the Property & Asset Management Team and she will find out the dates of this and advise accordingly. The Strategic Director also advised that an Interim Director for Housing Assets was joining the council in March as and will be tasked with bringing something to this committee in the near future.

Councillor Martin voiced her concern regarding making contact with anyone in Housing Options. She has frequently left voicemails, emails etc. and has had no response until she has escalated it, so residents would be finding this equally as frustrating. The Strategic Director apologised and advised that additional resource has been put into place and that an overview of the changes made can be brought to committee rather than specifics. The Executive Services Officer will distribute contact details for Housing Services Management Team including interim contact details.

6 OUTSIDE BODIES REPORTS

The Strategic Director presented the Outside Bodies report for consideration.

The Chairman reported that due to Covid there have been no meetings of the High school Foundation to report on.

Councillor Galer gave a verbal update for the Youth Advisory Board.

Councillor Wainwright and Councillor Williamson requested that in the future all reports are written reports rather than verbal reports so Members can consider these prior to the meeting.

Councillor Jeal was under the impression that those Outside Bodies not being attended would be removed from the list. The Strategic Director advised that a new process is being created for Outside Bodies going forward

RESOLVED

That the Committee note the update reports.

7 MIDDLEGATE ESTATE UPDATE

Middlegate Leisure and Recreational Improvements

The Housing Director reported on the scheme to improve recreational facilities on the Middlegate Estate. This followed a successful bid for funding with spend in 2022/23. She reported that contracts were being signed in March 2022, and that contractors would be on site by 31 March 2022. The contractor and design team have been engaged via the Scape Framework process, and that the contract should be signed imminently.

A presentation provided an update in relation to the recreational and leisure works on the Middlegate Estate. The main points were as follows:

- The Multi Use Games Area (MUGA) will be removed due to historic anti-social behaviour and replaced with a private and secure garden only available for residents in the surrounding homes.
- The poor quality play equipment and surfaces on Clarendon North, Clarendon South and Dorset Close will be removed and new sustainable play equipment and grass installed.
- The equipment installed on Clarendon North will be a wheelchair accessible play area.
- Due to issues in Dorset Close, the play area there will be enclosed.
- A physical activity course will be installed to promote movement through the estate.
- The designs have been approved internally and are now in the final stages in the Scape Framework.
- If all agreed, the plans will be shared with residents and what it means for them, including a schedule of works, changes to access whilst works are being undertaken and how residents can contact us with any issues.
- Works will take approximately 16-20 weeks to complete, subject to obtaining materials on time.

This was praised as a fantastic initiative and the residents will hopefully appreciate the changes made.

Councillor Martin voiced her concern that removing the MUGA completely will take away the only facility for older children in the area. The Strategic Director advised that facilities for older children would need further work and due to restricted timescales it hasn't been possible at this time. This will be picked up in the wider regeneration work

of the estate.

Councillor Williamson requested confirmation that a budget has been allocated to the maintenance of the new equipment and upkeep of the grassed areas. The Strategic Director confirmed that there is a dedicated budget allocated to maintaining play equipment but also some of the changes being made will free up some revenue. The work that GYBS currently undertake will be amended and allocated to this maintenance.

Councillor Paul Hammond voiced his concern that the new grassed area will need to be cut weekly during the summer months and the cuttings removed and not just left behind.

Middlegate Estate Masterplan Update

The Housing Director has received an indicative masterplan for the Middlegate Estate and explained that the council is looking at a fabric first approach to the buildings to make them affordable and sustainable. The requirement to deliver the scheme as a Net-Zero Carbon scheme will impact the layout of the amended master plan. The proposed level demolition has increased from prior levels due to the need to re-orientate some homes to deliver the scheme. There are also likely to be changes to central heating system given gas boilers will not be acceptable in new installations from 2025. The council is presently exploring other low carbon heating systems such as heat pumps for new homes on the Estate. Additionally, the building regulations will require further money be spent to achieve decarbonisation.

The next steps will be as follows:

- Finalise the master plan for the Estate.
- Agree on a heating solution for regeneration.
- Complete the cost analysis including identification of:
 - costs of delivering a fit for purpose housing mix
 - costs of delivering a Net Zero Carbon Scheme vs costs of meeting building regulations
 - impact on HRA business plan
- Presentation to Member Working Group on conclusions and recommendations
- Presentation to Housing and Neighbourhoods Committee
- Approach Government for required regeneration funding to deliver scheme.

RESOLVED

That the committee note the update.

8 HOUSING FIRST

The Housing Director advised that on 23 September 2021, this committee approved five recommendations to Full Council to support the delivery of a Housing First scheme, by acquiring and repairing five homes to accommodate rough sleepers with high or complex needs. The report explained that the Council had submitted a bid to the Homes England and Department of Levelling Up, Housing and Communities Rough Sleeping Accommodation Programme for both capital and revenue scheme to deliver the scheme. A confidential appendix to the report considered on 23 September 2021 provided information on the costs of the scheme and set out the parameters for the acquisition of properties for the scheme. The Council's bid for both capital and revenue

funding was successful and the Council has now purchased four properties with a fifth still in the legal process.

As a result of a change in the housing market, between bidding for the grant and being able to start to purchase properties, it was challenging to acquire homes. However, four flats and one house have been secured. Two of the flats have a shared access – but are within existing Council owned blocks. Works are starting shortly on the first four homes to bring them to the required standard. The first homes are expected to be available to be occupied from May.

The Chairman praised the Housing Director on a great piece of work.

RESOLVED

That the committee note the update to the Housing First scheme.

9 SUSTAINABLE WARMTH & DECARBONISATION

The Housing Director advised that on 30 November 2021, Policy and Resources Committee considered a report providing an update on the Council's bid to the Sustainable Warmth Competition. The competition provides funding for homes which were both on the gas grid through the Local Authority Delivery 3 or LAD3 programme and off grid through the Homes Upgrade Grant Funding or HUG. At the time this report was considered by Policy and Resources Committee only the LAD3 bid had been successful. Subsequently the funding awarded to the Council to support improvements in the energy efficiency of homes across the borough has significantly increased to a total of £5.87m. This funding will result in 408 homes across the borough benefiting from the installation of energy efficiency measures of which 321 will be owner occupied or privately rented homes and 87 council homes. The report provides information on the HUG and Social Housing Decarbonisation Fund grant awarded to the Council and how these monies will be used and targeted.

The report also sets out the Council's approach to decarbonising the Council's housing stock of taking a fabric first approach by improving the energy performance of the structure of homes – by increasing or improving insulation and/or replacing windows and doors. Such works deliver immediate benefits. The second part of the approach is to move towards clean heating systems – moving away from heating systems which are reliant on fossil fuels.

Councillor Wainwright queried how wards were selected for this. The Housing Director confirmed that it was those areas that are the worst performing with energy performance ratings of E or lower that were selected, and that it does not mean there aren't issues in other areas.

The Chairman advised this was a great success as many other local authorities were awarded a lot less.

RESOLVED

The Committee noted the report and agreed:

1. To accept the Homes Upgrade Grant and Social Housing Decarbonisation Fund grant monies.
2. The prior completion of the Memorandum of Understanding to secure the

SHDF grant monies and completion of the Memorandum of Understanding for the HUG grant award.

3. The delegation of all decisions on the use and spend of the Homes Upgrade Grant and Social Housing Decarbonisation Fund monies in accordance with the requirements of the applicable Memorandum of Understanding to the Head of Property and Asset Management/Director of Housing Assets.
4. To the updating of the General Fund and Housing Revenue Account 2022/23 capital programmes to reflect the HUG and SHDF spend.

10 ANY OTHER BUSINESS

There was no further business to discuss.

11 CONFIDENTIAL - MINUTES

The confidential minutes were confirmed.

The meeting ended at: 20:30

Housing and Neighbourhoods - 19 May 2022			Pre Meet Date	Agenda Published	Committee Date
21-186	Resident Engagement - 6 Monthly Report	Director of Housing Assets	10/05/22	11/05/22	19/05/22
21-187	Domestic Abuse Strategy	Director of Housing	10/05/22	11/05/22	19/05/22
22-073	Transitional Housing Scheme Update	Housing Director	10/05/22	11/05/22	19/05/22
22-074	Housing Deal	Housing Director	10/05/22	11/05/22	19/05/22
22-075	Sheltered Housing Review	Director of Housing Assets / Tenancy Services	10/05/22	11/05/22	19/05/22
21-185	Integrated Care System (ICS)	Strategic Director (PB)	05/07/22	07/07/22	14/07/22
22-042	Locality Strategy - Community Action Plans	Strategic Director (PB) / Neighbourhood Manag	05/07/22	07/07/22	14/07/22
22-041	Community Champions Programme	Strategic Director (PB) / Early Help Hub Manage	05/07/22	07/07/22	14/07/22
21-184	Review of Sheltered Housing Scheme	Director of Housing Assets	05/07/22	07/07/22	14/07/22
22-038	Council Home Compliance and Performance - outcome Report 2021/22	Director of Housing Assets	05/07/22	07/07/22	14/07/22
22-083	2021/22 Housing Revenue Account Outturn Report	Finance Director	05/07/22	07/07/22	14/07/22
22-090	Active Gy Framework Update	Strategic Director (KB)	05/07/22	07/07/22	14/07/22
22-039	Council Home Compliance and Performance - Update Report 2022/23	Director of Housing Assets	05/07/22	07/07/22	14/07/22
22-089	House Condition Survey	Director of Housing Assets	05/07/22	07/07/22	14/07/22
21-142	Middlegate Regeneration Scheme	Housing Director	05/09/22	08/09/22	15/09/22
22-088	Asset Management Strategy	Director of Housing Assets	05/09/22	08/09/22	15/09/22
21-181	Selective Licensing Update and Next Steps	Head of Environmental Services	TBC	TBC	TBC
21-183	GYN Maintenance of Housing Stock (including complaints handling and repairs	Head of Property and Asset Management	TBC	TBC	TBC
20-199	Empty Homes Policy	Director of Housing	TBC	TBC	TBC
21-083	Rent Income Policy	Director of Housing	TBC	TBC	TBC
21-084	Leasehold policy	Director of Housing	TBC	TBC	TBC
21-085	Right to Buy Policy	Director of Housing	TBC	TBC	TBC

URN: 21-16

Subject: Resident Engagement and Satisfaction update

Report to: ELT 11 May 2022
Housing and Neighbourhoods Committee 19 May 2022

Report by: Russell Heath, Resident Engagement Officer
Chris Furlong, Housing Director

SUBJECT MATTER/RECOMMENDATIONS

This paper provides an update on resident engagement and progress towards delivering the Resident Engagement Strategy. It also provides an annual overview of the insight surveys Tenancy Services has undertaken for the period 1 April 2021 to 30 March 2022.

RECOMMENDATIONS

That Committee:

1. Note the report.

1.0 Introduction

- 1.1 This report provides an update on the resident engagement strategy and the annual overview of the transactional satisfaction surveys.

2.0 Resident Engagement Update

- 2.1 The Resident Engagement Strategy and associated action plan was adopted by committee in November 2021. Progress is being made on delivering across the four objectives.
- 2.2 Increasing the number of conversations with residents
 - 2.2.1 Work is continuing with the team to increase the number of residents engaged where they live and across services.

2.3 Expanding opportunities

2.3.1 Opportunities continue to be promoted and tenants are invited to participate in different ways. As example, the team have been carrying out local 'Let's Talk' sessions to discuss local issues and walkaround communal spaces. Where opportunities present themselves, small consultations are taking place to seek views on specific issues

2.3.2 The small community grant continues to be promoted and officers are using this as an opportunity to increase engagement and address any local issues

2.4 Develop and use insight

2.4.1 Five satisfaction surveys have been established and providing good insight to support continues improvement of services (see below for more information)

2.4.2 A new satisfaction survey has been introduced from April focusing on the way complaints are handled. Results will be shared in the next report

2.4.3 The team are exploring other opportunities to seek tenants' views at the point of service delivery including for programmed works

2.5 Embedding the engagement approach

2.5.1 Work continues to support team members and clearly record the impact of engagement activities

2.6 A session briefing members on the role and purpose of how we engage with tenants, leaseholders and residents in housing communities has taken place

3.0 Satisfaction

3.1 The following transactional surveys to understand the level of resident satisfaction with various aspects of the Housing Service were undertaken during the year:

- Anti-Social Behaviour (ASB)
- New Home (quality of home and sign-up process)
- Tenancy Support
- Tenancy Review Visits
- Caretaking and Gardening

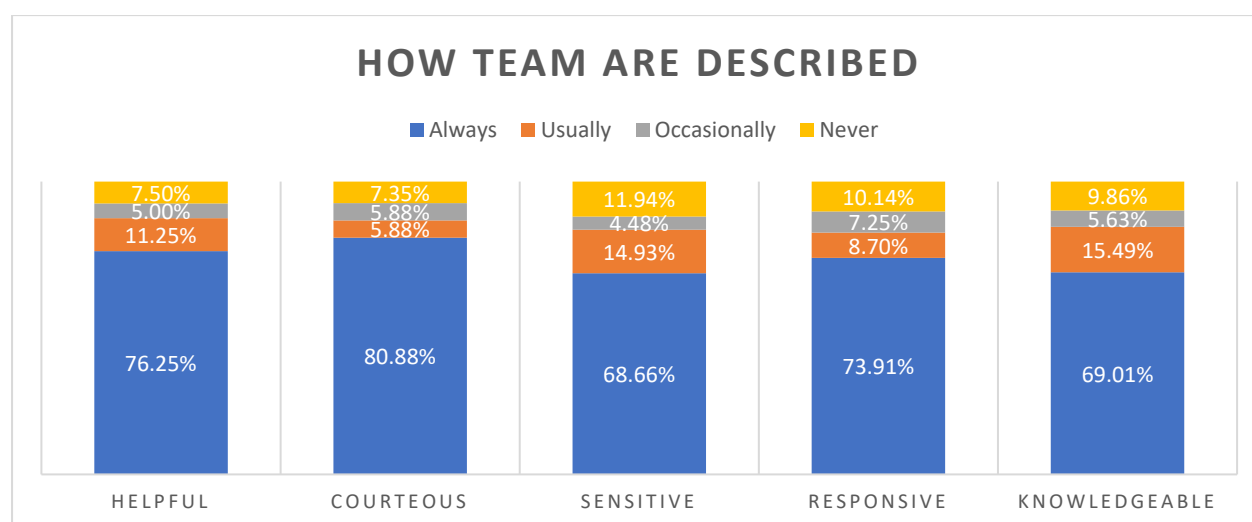
3.2 Overall, 331 surveys were received. Satisfaction at year end across all surveys was 85.80%. The table below outlines the response rate and satisfaction figures reflecting the percentage of tenants who rated the service good or very good.

Survey	Total	Response Rate	Satisfaction
ASB	83	19.11%	80.49%
New Home	104	29.89%	92.31%
Tenancy Support	18	7.79%	94.44%
Tenancy Review Visits	53	3.87%	100%
Caretaking & Gardening	74	15.71%	70.27%

The overall response rate across all surveys was 11.63%

3.3 Anti-social behaviour survey summary

- 80.49% of respondents were satisfied with the way their ASB case was handled
- 87.01% found it easy to make a report to us about anti-social behaviour
- 81.25% were satisfied with the support the Tenancy Team provided
- 85.15% were satisfied with the way they were kept up to date with what was happening throughout their case
- We asked tenants how they would describe the team dealing with their case. Overall, we are viewed as courteous and helpful.



- Overall, 78.75% rated the outcome of their case as excellent or pretty good
- What have we learnt and changed because of the feedback received?
 - Made it clearer how to make a report during office hours and out of office hours
 - Introduced a ASB toolkit on the website to provide additional information about different ASB categories and how tenants can resolve themselves, improve reporting and what to expect from the team highlighting what is reasonable and constitutes ASB.

- Improved training to housing officers on an ongoing basis and sharing of case studies on how cases are managed
- Officers to consider utilising the small community grant to make communal areas safer and cleaner as part of case management. As example this could be installing a light, additional communal locks, improving areas to reduce enviro-crime
- Review of and improvement to block letters that raising awareness of general issues in a community

3.4 New Home Survey summary

- We ask tenants about their experience of moving in:
 - The arrangements & viewing of your home – 89.52% happy
 - The sign-up process & receiving your keys – 84.47%
 - The information you received throughout – 82.52%
 - The allocation process overall with Housing Options – 83.33%
- 79.05% of tenants rated their first impression of what would be their new home as good or great
- A series of questions are asked about the standard of their new home. Overall, 71.15% of respondents were satisfied with the standard of their home when they moved in. We also ask a series of questions about different aspects of the new home linked to the void standard.

Question	% Happy
Cleanliness within the property	79.05%
Property free of rubbish	90.10%
The doors and windows were secure	87.25%
Condition of kitchen units	85.29%
Condition of bathroom suite	81.63%
Condition of internal décor (if you have not been given a decoration pack)	72.63%
Overall condition of the property	79.17%

- The location of a home can make a difference to how someone views their home and how well they settle in. We ask new tenants how happy they are with the location of their home. 84.76% were happy (69.52% were very happy).
- As part of the void standard, some homes are provided with a decoration voucher where the current internal décor requires updating. 78 respondents advised they received a decoration pack and of these 87.50% were happy with the quality of the pack and 88.46% advised that the packs provided the right amount pf paint and tools to decorate their home.

- What have we learnt and changed?
- The survey provides an insight into the experience of tenants across the whole process and enables the team to change or fine tune different aspects. As a result of the feedback and comments received the following changes have been made:
 - Improve information at viewing and sign up so we are clear about any decorating allowance, gas cooker installation and latex floor condition.
 - Observations and comments were received about the condition of flooring in homes focused on latex screening. It is made clearer to new tenants that there may be marks and stains on the latex flooring as this is designed to provide a level base for new tenants if they choose to install their own flooring on top.
 - There were some comments received about the notice period and how quickly tenancies start. As a result, the team introduced a confirmation of acceptance communication detailing when the home will be ready and containing the tenant handbook, moving in checklist and information on paying a week's rent in advance to reduce any misunderstanding.
 - For viewings in sheltered housing, more time is spent talking about the alarm system and this is recorded on the viewing checklist to improve awareness
 - Gas cooker points – as part of the void process and capping the gas supply into the home, the gas cooker bayonet is removed and sealed. This has been made clearer to new tenants and that they will need to organise for a registered gas safe engineer to install any gas cooking appliance.
 - Decoration allowance – provided better information at viewing on the decoration allowance provided (as applicable) and those tenants are responsible for using the allowance whether directly or employing someone to support them to paint their home.
 - To support new tenants, a suggestion was raised about keeping carpet grips in situ. Carpet grips are now left in homes where they are in good condition.

3.5 Caretaking and Gardening Survey

- This survey was piloted with engaged residents in January and February and launched in February. Each month different streets and schemes are surveyed to understand tenant experience and perception of the services. The number of responses will vary as some streets or schemes may only receive only caretaking, gardening or both.
- For purely caretaking, questions were broken down into three areas and the results were

Question (satisfaction with)	Number of responses	Total happy (very / somewhat)	% Satisfied
Internal stairwell	59	42	71.19%
External litter picking	63	43	68.25%
Approachable	63	38	60.32%

- For Gardening the results are as follows

Question (satisfaction with)	Number of responses	Total happy (very / somewhat)	% Satisfied
Grass Cutting	73	53	72.60%
Shrubs	63	42	66.67%
Weed control & sweeping	66	37	56.06%

- As part of the survey, we ask how satisfied tenants are overall that we keep communal areas clean, safe and well maintained. 70.27% were satisfied.
- We also ask about the use of the love clean streets app where tenants can report issues in communal areas. From the 72 tenants that completed this question, 10 advised that they use the app (13.89%).
- As the survey has only been recently introduced, the team are continuing to monitor responses and will be introducing quarterly reviews of the feedback provided.
 - Following the results so far, it is clear that there is an opportunity to increase the use and awareness of the Love Clean Streets App. This will be promoted in the next edition of News and Views highlighting its benefits of quick and accurate reporting and how this supports the Tenancy Team.

3.6 Tenancy Support Survey

- This survey continues to receive low response numbers but positive examples on how the service helps and supports general needs tenants. We are aiming to increase the number of surveys returned this year through trying different methods including phone calls.

3.7 Tenancy Review Survey

- The survey was set up to understand the experience of tenants when we conduct a tenancy review with a focus on the wellbeing of residents and their home. The responses received last year show that the visits are completed as we would hope and include numerous positive comments. The survey will continue this

year to ensure the process and approach is reflective of our commitment to provide the best service possible.

4.0 Financial Implications

4.1 There are no financial implications in relation to this report.

5.0 Risk Implications

5.1 The Council remains focused on providing a good quality and accessible service to tenants and ensuring it is compliant with the regulatory requirements for social housing.

6.0 Conclusions

6.1 The report provides an overview of the insight provided by residents in response to services the Tenancy Team provides in addition to an update of resident engagement activities.

6.2 Background Papers

Council Housing Compliance and Performance report – 15 July 2021, Housing and Neighbourhoods Committee

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	Tenancy Policy, Housing Allocations Scheme, Void Policy, Social Housing Tenancy Fraud Policy, Rechargeable Repairs Policy
Financial Implications (including VAT and tax):	None associated with the report.
Legal Implications (including human rights):	No legal implications associated with the report.
Risk Implications:	Set out in the report.
Equality Issues/EQIA assessment:	None
Crime & Disorder:	None
Every Child Matters:	None

URN:

Subject: Domestic Abuse Act 2021

Report to: ELT

11 May 2022

Housing and Neighbourhoods Committee

19 May 2022

Report by: Nicola Turner, Housing Director

SUBJECT MATTER/RECOMMENDATIONS

This report provides information on the Domestic Abuse Act 2021, the Council and Norfolk wide response to the act and the funding provided to the Council to support its response to the act.

Recommendations:

That Housing and Neighbourhoods Committee:

1. Adopt the Norfolk Domestic Abuse Housing Protocol 2022-25.
2. Note:
 - I. the prior signing of Memorandum of Understandings in relation to the receipt of £32,365 New Burdens Funding in 2021/1 and 2022/3 for the additional responsibilities on the Council as a result of the Domestic Abuse Act 2021
 - II. the funding from Norfolk County Council to meet the costs of achieving DAHA accreditation
 - III. the development of the Support in Safe Accommodation Strategy for Norfolk 2021-24 and the actions identified in the strategy to support victims of domestic abuse.

1. Introduction

- 1.1 Domestic Abuse encompasses a range of behaviours which have an adverse impact upon the victim and where applicable their children. This report provides information on the Domestic Abuse Act 2021 which strengthens the protections and support available to victims of domestic abuse and the response by the Council to the act. It sets out the funding provided to

the Council to support its response and how it will upskill housing staff to be able to identify as early as possible the signs of domestic abuse to ensure victims can be supported. The report also details how the Council is part of Norfolk wide partnership work to protect and support victims.

2. Domestic Abuse Act 2021

- 2.1 The Domestic Abuse Act 2021 is an important piece of legislation which provides a statutory definition of domestic abuse and introduces a number of measures and new statutory duties and requirements which will protect and support the victims of domestic abuse. Paragraph 6.1 below provides more information on the act and the changes it has/will deliver.
- 2.3 Domestic abuse of males is often not recognised and it must be noted that domestic abuse can be perpetrated by men or women. The act is also significant in that it recognises the impact of domestic abuse on children who witness abuse carried out in their home and the need for them to be supported. This trauma can otherwise impact on schooling, wellbeing and life chances of children.
- 2.4 Norfolk County Council as the tier one authority have, in accordance with Part 4 of the act, carried out a needs assessment to quantify the extent of domestic abuse across Norfolk and the services available to support victims and established a Domestic Abuse Local Partnership Board. The role of the board is to support and advise the county council in the discharge of their responsibilities under the act although it is not a decision-making body. The Housing Director is the Council's representative on the board. The board sits within the Norfolk County Community Safety Partnership and reports directly to the Domestic Abuse and Sexual Violence Group which ensures that there are strong links and effective coordination of service to both domestic abuse victims and perpetrators reflecting the different responsibilities for provision of services.
- 2.5 Norfolk County Council have produced, consulted on and adopted a Support in Safe Accommodation Strategy for Norfolk 2021-24. This Strategy, attached at Appendix 1 identifies five key areas to address the gaps in service provision identified through the needs assessment.
- Increase the amount and flexibility of safe accommodation¹
 - Improve engagement with victim-survivors of Domestic Abuse
 - Improve the quality of support and safe accommodation
 - Support children in safe accommodation
 - Improved intelligence (including the need to improve data quality and availability to enhance understanding of prevalence of domestic abuse – especially in those groups least likely to report abuse.

An action plan identifies a number of actions to deliver against each of the above five key areas. The county council is required to monitor and evaluate the effectiveness of the strategy as well as reporting annually to government in relation to the duties upon them. To support the implementation of the Domestic Abuse Act 2021, in 2021/22, Norfolk Council

¹ Safe accommodation includes a range of accommodation such as specialist refuges, move on supported accommodation, supported accommodation as well as "sanctuary" properties (an individual's home which the Council has enhanced security measures and where the perpetrator is not resident)

were awarded £1.8m of New Burdens funding which is supporting the delivery of additional support services to victims (including children) of domestic abuse.

3 Implications for the Council

- 3.1 Data on domestic abuse shows that the highest levels of domestic abuse crimes per 1,000 population are found in Great Yarmouth and Norwich. The Council's homelessness data shows 12% of homeless applicants lost their last settled accommodation as a result of domestic abuse.
- 3.2 The needs analysis completed by Norfolk County Council showed a shortage of 38 bedspaces of safe accommodation across Norfolk. Whilst there is a refuge in the borough, it is recognised that the Council does not have safe accommodation as part of its temporary accommodation portfolio for victims who approach directly for assistance as they are homeless as a result of domestic abuse. The Council will be working with Norfolk County Council to identify ways to address the shortage of safe accommodation in the borough and to ensure that appropriate support is provided as part of the provision of safe accommodation.
- 3.3 As a tier two authority, the act requires that the Council to cooperate with the County Council in relation to the duties upon it as far as reasonably practical and the Department of Levelling Up, Housing and Communities (DLUHC) have provided funding of £35k in 2021/22 and 2022/23 to do so. The Council has used this funding to appoint a dedicated Domestic Abuse Advisor who sits within the Housing Options team. This post is responsible for undertaking effective monitoring and reporting to Norfolk County Council on the number of homeless or housing applicants who are victims of domestic abuse. The post acts as a specialist Domestic Abuse Advisor to the Housing Options Team and Community Hub as well as supporting victims of Domestic Abuse approaching Housing Options or where they are identified via the Communities Hub as requiring support – ensuring they are also signposted to appropriate support services.
- 3.4 The draft statutory guidance on the Domestic Abuse Act 2021 recognises the role of housing (alongside other professional services from statutory services) in ensuring that domestic abuse victims are able to be supported appropriately. It comments on the role of the Domestic Abuse Housing Alliance (DAHA) who have established an accreditation scheme specifically for housing providers with the purpose of improving the housing sector's response to domestic abuse using a set of established standards.

The Support in Safe Accommodation Strategy recognises the value of DAHA accreditation and Norfolk County Council have set aside funding to meet the costs of Norfolk Council Homelessness Services and Registered Providers achieving DAHA accreditation including the cost of annual membership fees. This funding is subject to the signing of a Funding Agreement between the Council and Norfolk County Council. This funding is welcomed and will allow the Council to achieve accreditation by 30 March 2024. As part of achieving accreditation, the Council will train staff across the Housing Service so they are more aware of domestic abuse, can identify victims at an early stage and ensure they are supported to access services and advice. This supports the wider early help and preventative agenda and will – as far as possible – provide earlier intervention for victims to prevent escalation of abuse.

- 3.5 Across Norfolk, a new Norfolk wide Domestic Abuse Protocol has been developed to enhance Councils, housing providers and domestic abuse service providers response to domestic abuse

when victims are accessing housing services. The protocol recognises that victims may approach services more than once and may still be experiencing domestic abuse when they are accessing services. It sets clear commitments which the Council (and all signatories of the protocol) agree to meet in the delivery of services to victims reflecting four objectives for services:

- Be person centred and survivor focused
- Ensure consistency in approach by services and providers
- Provide flexible safe accommodation which is efficiently used
- Work in partnership to tackle domestic abuse.

The protocol reflects the work which will be undertaken through the achievement of DAHA accreditation by the Council.

Whilst the protocol predominately relates to the Council's delivery of services to victims in relation to homelessness and as a landlord, it also makes it clear that the staff within any organisation can be victims or perpetrators of domestic abuse and the measures which organisations should undertake to respond to this.

This report recommends that Housing and Neighbourhood Committee endorse the Council's participation in the Norfolk Domestic Abuse Housing Protocol and adopt the protocol. The protocol is attached at Appendix 2. The effectiveness of the protocol will be subject to ongoing monitoring and the Council will provide data on domestic abuse to support this monitoring.

- 3.6 In July 2021, Housing and Neighbourhoods Committee adopted a new Tenancy Policy which sets out the Council's approach to the provision of tenancies and mutual exchange. The new Tenancy Policy was updated to include the changes introduced by the Domestic Abuse Act 2021 which requires that Fixed Term tenancies are not granted where a new tenancy is issued to a victim of domestic abuse where the person is or was a victim of domestic abuse and the new tenancy is granted in relation to that abuse and has or had a secure tenancy.
- 3.7 Government is currently consulting on proposals to make regulations to ensure that domestic abuse victims who need to move to another area qualify for an allocation of social housing in the absence of any other local connection as defined by that area's Housing Allocations Scheme. Following the outcome of the consultation, the Council may be required to make changes to its Housing Allocation Scheme.

4. Financial Implications

- 4.1 The Council has been awarded new burdens money of £32,365 in each of the 2021/22 and 2022/3 financial years to support its response to the new responsibilities under Part 4 of the act. In addition, in 2022/23, £12,746 of funding has been provided as domestic abuse new burdens money as part of the Homelessness Prevention Grant award. This funding has/will be used to meet the costs of the Domestic Abuse Advisor and to support the Council's response to domestic abuse including the return of data to Norfolk County Council in relation to the Domestic Abuse Act 2021 and the Norfolk Domestic Abuse Protocol. The Domestic Abuser Advisor will also support the achievement of DAHA accreditation.

4.2 As stated above, Norfolk County Council have provided £12,300 funding to meet the costs of achieving DAHA accreditation by 31 March 2024, the full funding will be paid this year. This excludes staff time to review processes and procedures and for the accreditation workshop sessions. There will be ongoing costs to the Council to maintain membership and to renew accreditation to be met from existing revenue budgets.

4.3 There are no financial costs directly associated with endorsing the Norfolk Domestic Abuse Protocol.

5. Risk Implications

5.1 The Memorandum of Understanding through which DLUHC have provided the New Burdens money (£32,365 in 2021/22 and 2022/3) states that the funding is provided on the understanding that the Council will co-operate with Tier 1 local authorities (in the discharge of their duties) as far as reasonably practical. The funding is being used for this purpose and there is no requirement to repay unspent monies.

5.2 The funding agreement to secure the Norfolk County Council monies for DAHA accreditation is explicit that the monies must only be used for this purpose. The agreement allows for Norfolk County Council to reclaim some/all monies if accreditation is not achieved by 30 March 2024 or soon as possible afterwards, unless Norfolk County Council agrees otherwise. The Council will need to provide Norfolk County Council updates on its progress on completing the accreditation process.

6. Legal Implications

6.1 The Domestic Abuse Act 2021:

- Provides a statutory definition of domestic abuse
- Recognises that children of victims of domestic abuse who have seen, heard or experienced the effects of domestic abuse are victims in their own right.
- Establishes in law the Office of Domestic Abuse Commissioner and their functions and powers
- Places a duty on local authorities (Tier One) to provide accommodation-based support for victims of domestic abuse and their children in refugees and other safe accommodation
- Provides the framework for Domestic Abuse Protection Notice and Domestic Abuse Protection Orders
- Introduces a number of new areas of criminal offence associated with domestic abuse and clarification re consent.
- Confirms all victims of domestic abuse automatically have a priority need for assistance as set out in homelessness legislation.
- Ensures that where a local authority grants a new secure tenancy to a social tenant for reasons connected with domestic abuse who had or has a secure lifetime or assured tenancy, the new tenancy must be a secure lifetime tenancy.

Whilst not all provisions are enacted, this report provides information on the main implications for the Council of the act.

6.2 Domestic Abuse is defined through the act as:

Abusive behaviour between two parties who are aged 16 or over and are personally connected. Abusive behaviour is:

- Physical or sexual abuse
- Controlling or coercive behaviour (note this can include monetary/financial control)
- Violent or threatening behaviour
- Emotional, psychological or other abuse

Two people are personally connected if they are:

- Married /civil partners of each other
- Have agreed to marry or enter into a civil partnership (irrespective of whether the agreement has been terminated)
- Have or have had an intimate relationship with each other
- Have, or have had parental responsibility of the same child
- Relatives of each other.

6.3 There are no legal implications associated with this report other than those set out at 3.6 and 3.7 above.

7. Background Papers

Norfolk County Council: Support in Safe Accommodation Strategy for Norfolk 2021-24

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	<ul style="list-style-type: none"> • Preventing Homelessness and Rough Sleeping Strategy 2018-2023 • Rough Sleeping Strategy and Action Plan 2020 • Safeguarding Policy • Housing Allocations Scheme • Tenancy Policy
Financial Implications (including VAT and tax):	Discussed in report
Legal Implications (including human rights):	Discussed in report
Risk Implications:	Discussed in report
Equality Issues/EQIA assessment:	Victims of Domestic Abuse often have a protected characteristic and through the Domestic Abuse Act 2021 and the Council's response to the legislation and the

	new powers will ensure the protected characteristics of victims are taken into account.
Crime & Disorder:	Achieving DAHA accreditation will support the Council to enhance its response to victims of domestic abuse.
Every Child Matters:	Not applicable

NORFOLK DOMESTIC ABUSE HOUSING PROTOCOL 2022-2025

1. Introduction and Context

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Appendices

Part One: Informing the protocol

Appendix A: The definition of domestic abuse

Appendix B: Strategy and guidance documents

Part Two: Housing information

Appendix C: Approach to local council for support/housing flowchart

Appendix D: Summary of housing/accommodation options

Appendix E: Links to allocations schemes

Appendix F: Useful contacts

Appendix G: List of acronyms

1. Introduction and Context

1.1 Introduction

- 1.1.1 Domestic abuse does not discriminate and can affect anyone regardless of their gender, ethnicity, religion, class, age, sexuality, disability or lifestyle. However it should be noted that the vast majority of the survivors of domestic abuse are women and children, and women are also considerably more likely to experience repeated and severe forms of violence and sexual abuse.
- 1.1.2 Many victims of abuse will not approach agencies for months or even years. It is vital, in order to foster a relationship of trust that when help is sought the victim is believed and help provided is sympathetic, appropriate and consistent. We accept that, for many survivors, it can take repeated incidents before they seek support. However, we believe that each incident of domestic abuse, including the first, is a serious offence. We will work with people who are experiencing domestic abuse for the first time through to those who have suffered repeatedly.
- 1.1.3 Survivors will often need to approach a number of different agencies in order to resolve the situation and ensure that their needs and the needs of their children, where relevant, are met. As protocol signatories we acknowledge the expertise of a wide range of agencies and seek to work in partnership and use their knowledge and range of measures for support and protection when working with survivors of domestic abuse.
- 1.1.4 The Domestic Abuse Act 2021 brought in a range of measures to ensure that victims, including children, have access to the right support. This includes a duty for Tier 1 authorities – i.e. Norfolk County Council to create a domestic abuse partnership board, undertake a domestic abuse needs assessments, based on the needs assessment develop a support in safe accommodation strategy and implement the strategy resulting in commissioning of new services or de-commissioning of services.
- 1.1.5 The Act also gives duties to Tier 2 authorities, i.e. all seven city, district and borough Councils in Norfolk to co-operate with the County Council. It also provides that all eligible homeless victims of domestic abuse automatically have 'priority need' for homelessness assistance

1.2 Note on language

- 1.2.1 Throughout this document we may use language to refer to people seeking domestic abuse support, such as; victims, survivors, those experiencing/have experienced domestic abuse and victim-survivors. This is to recognise that people may be at different stages of their journey e.g. leaving and moving on from a perpetrator of domestic abuse. Crucially, it also reflects how people may want to identify themselves by.

1.3 Statement on choice

- 1.3.1 Ending the relationship where you are experiencing domestic abuse can be extremely difficult for the victim, and either the reality or the prospect of what their situation can deter a person from leaving a perpetrator. Ending an abusive relationship is often a process rather than a single event and therefore survivors may

present to services for advice/support/housing on more than one occasion. It should also be noted that the point of leaving the perpetrator is almost always the period of most risk for the victim.

- 1.3.2 It is vital that those experiencing domestic abuse are able to make informed choices on how, when, and what services they access. It is the role of the service provider to respect those choices, to act in a non-judgemental manner and to provide support that minimises risk, and considers where there are safeguarding requirements.

1.4 Objectives of the protocol

- 1.4.1 The objectives of this protocol are to prevent domestic abuse wherever possible, and to support and protect those individuals affected by domestic abuse. The specific aims of the protocol are to:

Person Centred Survivor focussed

- a) Ensure that services in Norfolk for those experiencing domestic abuse are accessible, supportive, effective, and person centred customer-focussed, providing a range of options to support victims to make an informed choice about the kind of advice that suits them, and a range of, support and housing they may wish to access.
- b) Holding the person central to the process and keeping open communication between agencies.

Consistency from providers/services

- a) Provide surety and consistency on approach for those experiencing domestic abuse and providers of domestic abuse services, including local housing authorities and registered providers.
- b) Ensure that all staff are clear and confident about Norfolk's approach to domestic abuse, and receive the necessary training and support to deliver consistent, sensitive and confidential services.
- c) Promote awareness amongst other agencies of the role that local authority housing departments can play in raising awareness of domestic abuse and assisting individuals experiencing abuse
- d) Ensuring that risk assessments are timely, up to date and sharing is enabled between organisations.

Safe Flexible Accommodation that is efficiently used

- a) Outline different housing options to ensure appropriate accommodation is available, can be accessed swiftly and is safe for the level of risk.
- b) Where relevant, move-on from safe accommodation to permanent homes is well-planned effectively and considers the safety of the victim-survivors, cohesive and timely.
- c) Ensure that a range of housing options are available to reflect individual needs and, as above, to take into account choice of the victim.
- d) Ensures there is join up of support services where needed in the community.

Work in partnership to tackle Domestic Abuse

- a) Work towards the prevention of domestic abuse in the medium to long-term; early intervention in terms of signposting
- b) Send a clear message to perpetrators that Norfolk condemns any form of domestic abuse and where possible and appropriate, will take action against perpetrators of domestic abuse. This is in addition to providing information/signposting/referring to services which can support on changing their behaviour
- c) Ensure that commitments and actions under this protocol are robustly monitored in order to identify and facilitate opportunities for improvement.
- d) That those who have received funding to become Domestic Abuse Housing Alliance accredited share their learning.

1.5 Equality and diversity**1.5.1** Anyone can experience domestic abuse irrespective of:

- Sex
- Sexual orientation
- Age
- Gender and gender reassignment
- Race or Ethnicity
- Disability
- Relationship Status
- Religion or Belief
- Socio-economic background
- Household demographic, for example, having/not having children.

1.5.2 Participating providers will not tolerate discrimination from those accessing services, staff members or members of partner organisations. They also commit to ensuring that all those experiencing domestic abuse will not experience discrimination and will be able to access services fairly and equitably. This can include specifically designed services to ensure that victim-survivors are aware of and feel comfortable accessing them.**1.6 Domestic abuse and children****1.6.1** Under the Domestic Abuse Act 2021, where children of the household have seen, witnessed or experienced the effects of domestic abuse, they will also be considered as victims of domestic abuse. This recognises the long-lasting impacts of domestic abuse and takes steps to ensure that specific children and young people support provision is made available.**1.6.2** Furthermore, as noted above, consideration for children such as access to schools and removing them from support networks with families and friends can be barriers for victims to leave abusive relationships or reluctance to move from an area. In this respect, participating organisations will:

- Treat children and young people of the family as victims of domestic abuse in their own right.
- Seek to refer into appropriate support
- Balance considerations for children and young people when assessing housing, support and housing options.

1.7 Support for those with No Recourse to Public Funds (NRPF)

- 1.7.1 Those with no recourse to public funds are those who, due to their immigration status, are allowed entry to the UK but are not eligible for many of the public funds that other UK residents can claim, such as benefits and council housing. Upon entry to the UK as a partner or a spouse of a British national, for example, there is often a condition attached to entry prohibiting recourse to public funds.
- 1.7.2 Participating organisations understand that this creates a difficult situation for victims and survivors of domestic abuse who have no recourse to public funds and may have the undesired effect of trapping them with an abusive or dangerous partner. Although local housing authorities cannot provide accommodation for those who have NRPF, except in specific cases as described below, it will work with each survivor and other partners on a case by case basis to provide appropriate support and advice where needed.
- 1.7.3 Where people are deemed to have NRPF under the Immigration and Asylum Act 1999 (IAA) and find themselves to be destitute, then they may turn to the local authority under the following Acts:
- a) Care Act 2014 duty of local authorities to assess needs for eligibility for care and support and if eligible to meet those needs.
 - b) Section 17 Children Act 1989 – requires local authorities to identify and meet the needs of children in need in their local area. A destitute child will be in need and the local authority can be required to provide accommodation and subsistence to the child and their parents under this section.
 - c) Under the leaving care provisions of the Children Act 1989
- 1.7.4 Participating organisations assisting victims and survivors with NRPF should make a referral to the People from Abroad Team. They can establish whether victims and survivors are eligible under the Destitution Domestic Violence Concession, as described below. If they do not qualify, staff should gather appropriate information about the survivor and the abuse to establish what other support may be appropriate.
- 1.7.5 Immigration rules in the UK allow for some survivors on spousal or partner visas to apply for indefinite leave to remain if they meet specific conditions. This is called the Destitution Domestic Violence (DDV) concession.
- 1.7.6 Survivors should always be signposted to a support agency or should take legal advice before attempting to claim this concession, as a successful application for the DDV concession would change the survivor's immigration status.
- 1.7.7 Applications for the DDV concession can be made directly to the UK Border Agency. To be eligible for the DDV concession, the survivor must:
- a) Have entered the UK or have been given leave to remain in the UK as a spouse, civil partner, unmarried or same sex partner of a British Citizen or someone who is present and settled in the UK
 - b) Have had the relationship break down because of domestic abuse
 - c) Have no means of financial support and be facing destitution.
- 1.7.8 The survivor will need to provide evidence that the Home Office considers to be sufficient to prove domestic abuse, such as police and medical reports.

- 1.7.9 If a survivor meets all three criteria for the DDV concession, they will be sent a notification letter, granting them 'leave outside the rules (DDV)', where they will have limited leave to remain in the UK for 3 months. This means they will no longer be on a spousal visa. It will take up to five working days for the notification letter from UKBA to be received. Once the notification of access to public funds letter is received, survivors can go to their local Job Centre to claim benefits. The benefits that survivors under the DDV Concession may be eligible to claim include (but are not limited to): Universal Credit, Housing Benefit, Council Tax Benefit.
- 1.7.10 During the 3 month's limited leave to remain period, the claimant must complete and apply for Indefinite Leave to Remain (ILR). Once submitted, the claimant's application will follow the normal ILR (DV Rule) procedure. If an application is not submitted after 3 months, the claimant will be classed as an over-stayer and will no longer have access to benefits, and may be subject to removal proceedings.
- 1.7.11 Recourse to public funds is a complex and dynamic area of law, and officers should seek legal advice on a case-by-case basis as necessary.

2. Participant Commitments

2.1 The partner commitments

- 2.1.1 This section outlines the commitments protocol signatories will take to assist those experiencing domestic abuse.

2.2 All participating organisations will at all times:

- Treat all incidents of domestic abuse seriously and will provide a supportive and enabling environment to encourage people to report domestic abuse and make informed choices about their next steps.
- Follow the cross-government definition of domestic abuse set out in the Domestic Abuse Act 2021 when designing and delivering services.
- Respond professionally and sympathetically to reports of domestic abuse. They will work co-operatively to enable people experiencing domestic abuse to access a range of housing and support options.
- Be sensitive to the diverse needs of survivors and their children, considering their age, disability, gender, race or ethnicity, religion or belief, sexual orientation, transgender status and socio-economic situation.
- Take into account the Domestic Abuse Statutory Guidance Framework, the Homelessness Code of Guidance and other published best practice guidance when dealing with domestic abuse.
- Aim to ensure that staff are trained, particularly when assessing risk, and supported appropriately and adhere to procedures when working with those experiencing or affected by domestic abuse
- Respect confidentiality. Participating organisations will refer to appropriate agencies with the agreement of the survivor unless not to do so would create a risk of harm.
- Share relevant information on customers experiencing domestic abuse where it is appropriate and lawful to do so. See section 5.
- Ensure that staff are aware of the referral pathways for those affected by domestic abuse. They will also ensure that, where there are child protection concerns or where the individual meets the definition of an adult at risk, referrals

are made to the relevant Children's Advice and Duty Service (CADS) or Multi-Agency Safeguarding Hub (MASH).

- Refer any identified person who is considered at high-risk to the Multi Agency Risk Assessment Conference (MARAC) for safety planning.
- Where appropriate, organisations will take a multi-agency approach in holding perpetrators accountable for their actions to ensure that the full range of civil and criminal remedies can be explored including; Domestic Abuse Protection Notices (DAPN); Domestic Abuse Protection Orders (DAPO); Injunctions and Non-molestation orders. In addition to providing referrals to perpetrator programmes.
- Provide support and information in the workplace for employees experiencing or affected by domestic abuse.
- Collect specific data on domestic abuse and will periodically review (on the date of first publishing?) the data and this protocol to identify improvements and to ensure that commissioned services are appropriate.
- Work in partnership to meet the aims and objectives set out in this document in addition to the local and national strategies and statutory frameworks.

Households at risk of domestic abuse often have to leave their homes and the area where they have lived. There is a clear need for victims of abuse and their children to be able to travel to different areas in order for them to be safe from the perpetrator, and housing authorities should extend the same level of support to those from other areas as they do to their own residents.

Homelessness Code of Guidance

2.3 Local housing authorities will:

- Assess as homeless or threatened with homelessness under the Homelessness Reduction Act 2017
- Local housing authorities will open a homeless application where a victim/survivor is assessed as homeless or threatened with homelessness irrespective of local connection
- If a local connection – respect the wishes of the victim to remain in the area, where it is assessed as safe to do so.
- If it is not – consider proximity of other districts when making a referral
- Explore the potential for moving the perpetrator.
- Assess as having a 'priority need' for those homeless or threatened with homelessness as a result of domestic abuse
- Provide suitable accommodation where the Council accepts that it is unreasonable for survivors to return to their homes or it is unreasonable for them to continue to occupy their home where they have not left and it has a duty to rehouse in line with the requirements of the Housing Act 1996 (as amended by the Homelessness Act 2002). Each case will be assessed on its own merits and will be viewed against statutory legislation.
- Consider all housing options with the applicant
- Applicants moving on from safe accommodation will be treated as homeless or threatened with homelessness and given reasonable preference as per each local authority's allocations scheme/policy.

2.4 Stock holding authorities and registered providers will:

- Empower survivors by making available to all residents' clear information on its approach to dealing with domestic abuse, relationship breakdown and joint tenancies.

- Offer tenants advice and guidance on rent arrears, rechargeable repairs, letting issues and tenancy issues in a domestic abuse or relationship breakdown.
- Take into consideration former rent arrears and tenancy issues where domestic abuse has been a contributory factor when assessing new tenants.
- Consider direct let arrangements, where appropriate and agreed with the local authority to expedite a safe move for a victim-survivor
- Consider measures, where they are appropriate to enable the victim-survivor to remain in the home such as:
 - use of Ground 14a, schedule 2 of the 1988 Housing Act to remove perpetrator tenants
 - Utilising a Mcgrady notice
- Support the installation of target hardening measures to ensure victim-survivors can remain in their home.
 - When re-housing an existing lifetime social tenant, or offering them a new sole tenancy in their own home, to grant a new lifetime tenancy if the local authority or registered provider is satisfied that the tenant or a member of their household has been a victim of domestic abuse and the new tenancy is granted in connection with that abuse as per the Domestic Abuse Act 2021

2.5 Domestic abuse service providers will:

- Give timely access to appropriate support for victims and survivors in both safe accommodation and outreach provision as per relevant service contracts.
- To support needs of victims and survivors seeking safe accommodation.
- Notify local housing authorities as soon as practicable when victims and survivors are approaching readiness to move-on from safe accommodation
- Work in partnership with local housing authorities to support victims in making informed and realistic choices about future housing options.

2.6 Commissioners of domestic abuse services will:

- Ensure that the overall domestic abuse service offer in Norfolk is consistent and reflects a holistic pathway from initial contact to sustainment of permanent housing, including move-on support and breaking the cycle of abuse.
- Be responsive to the needs of victims and survivors of domestic abuse when reviewing and re-commissioning services. This includes, but not limited to, people seen as having protected characteristics under the Equality Act 2010 such as; children and young people, males and people who identify as transgender, people with a minority ethnic background and people with disabilities. It also includes people with multiple and complex needs, such as mental health and substance misuse.
- Ensure that commissioning cycle is complete by undertaking regular reviews that consider both qualitative and quantitative data to ensure services are regularly reviewed and audited.

3. Safeguarding and risk

3.1 Risk assessments

- 3.1.1 In order to facilitate informed choice and to source appropriate services and housing, a range of risk assessments are in use:
- Domestic Abuse, Stalking, Harassment and Honour Based Abuse assessment tool (DASH)

- Any standardised tool to assess risk
- Local housing authority assessment
- Refuge provider assessment
- Domestic abuse service provider assessments

- 3.1.2 In addition, Norfolk County Council to audit safe accommodation and provide a quality assessment framework for this to be undertaken.
- 3.1.3 These assessments provide a snap shot of risk at any one time and in those particular circumstances and the content of the documents themselves may vary slightly in relation to the specific service offer.
- 3.1.4 A risk assessment is not a reason to prevent access to services or specific housing and accommodation. It needs to be considered with mitigating factors and safety planning measures. Furthermore, as good practice, completion of risk assessments should take a multi-agency approach with safety planning paramount.

3.2 Multi-agency Risk Assessment Conference (MARAC)

- 3.2.1 High risk cases may be referred to the MARAC. This is a regular risk management meeting where professionals share information on high risk cases of domestic violence and abuse. The main aim of the MARAC is to reduce the risk of serious harm or homicide for a victim and to increase safety, health and wellbeing of victims, both adults and any children.
- 3.2.2 In a MARAC local agencies will meet to discuss the highest risk victims of domestic abuse in their area. Information about the risks faced by those victims, the actions needed to maximise safety, and the resources available locally are shared and used to create a risk management plan involving all agencies.
- 3.2.3 Agencies attending include police, probation, health agencies, housing services, child and adults social care, education providers, specialist services – such as sexual support centres, refuges, substance misuse services, any other organisation working with the family and the organisation making the referral. This gives other agencies the opportunity to ask questions directly and to make very useful contacts with other professionals who may be able to help manage the risk issues.
- 3.2.4 An Independent Domestic Violence Advisor (IDVA) will also be present to put forward the views of the victim. Victims and perpetrators do not attend. In Norfolk, chairing of the MARAC varies but is coordinated by Norfolk Constabulary.

3.3 Balancing choice and risk

- 3.3.1 Balancing choice and wishes of the victim with risk can be difficult particularly when the choice of the victim-survivor is at variance to the perceived risk by organisations and the outcomes of any risk assessments, for example where the victim has fled the home but wishes to remain in the local area.
- 3.3.2 Participating organisations will work together to advise the victim so that choices are made on a fully informed basis. Where the choice is against advice, organisations will continue to support the victim in safety planning, in addition to meeting their

safeguarding responsibilities as per 3.4 below. Organisations understand that the wishes of the victim may change over time and will be responsive to meet that need.

3.4 Safeguarding principles

- 3.4.1 If, as a result of a risk assessment or other contact with a person experiencing domestic abuse there are concerns about their safety, or the safety of a person in their household, consent can be sought to make a referral to Children's Services or Adult Social Care.
- 3.4.2 Actions taken to assist those experiencing domestic abuse will be led by the victim and they may refuse consent for support and referrals to other agencies, including Social Services departments.
- 3.4.3 Staff should aim to respect those wishes, however the member of staff has a responsibility to report and act upon all cases of abuse, regardless of the victim-survivor's wishes, where:
 - a) There are concerns for the safety of a child. For professionals, contact should be made to the Norfolk County Council Children's Advice and Duty Service (CADS) on 0344 800 8021 or, for members of the public to the Multi-Agency Safeguarding Hub ON 0344 800 8020.
 - b) There are concerns for the safety of an adult. Referrals can be made to the Multi-Agency Safeguarding Hub on 0344 800 8020,
 - c) Referrals can also be made online [Report a concern - Safeguarding - Norfolk County Council](#)
 - d) There are immediate safety concerns. The police should be contacted on 999.
 - e) An assessment indicates a high risk of harm, a referral to MARAC can be made.
- 3.4.4 Any potential referrals should be discussed with the participating organisations safeguarding lead/designated safeguarding officer and be in accordance with that organisation's safeguarding policy.

If there are immediate concerns for the safety of an individual or family, call 999 for an emergency response.

3.5 Professional boundaries.

- 3.5.1 When working with victims and survivors of domestic abuse, staff from Participating partners must not divulge any inappropriate information about themselves or other staff members to any service user or ex-service users.
- 3.5.2 Additionally, staff from Participating partners should recognise and understand they are in a position of power, and it is their responsibility to ensure that appropriate boundaries are made.

3.6 Staff as victims and survivors of domestic abuse

- 3.6.1 Participating Organisations recognise that staff members and any volunteers linked to the organisation delivering services may themselves be current victims or survivors of domestic abuse. This may have an influence on their work and wellbeing, particularly where the officer is dealing directly with cases of domestic abuse.

- 3.6.2 Parties should have Domestic Abuse policies for staff which set out the organisation's approach and responsibilities to staff in relation to domestic abuse, both victim-survivors and perpetrators (see 3.7). The policy should outline advice and support available to employees. This can include access to specific support and counselling services sourced by the organisation, training of Domestic Abuse Champions, adjustments to work, safety planning and actions to be taken if both victim or survivor and perpetrator work for the same organisation or in the same service area.

3.7 Staff as perpetrators of domestic abuse

- 3.7.1 Employees who are perpetrators of domestic abuse cannot be condoned under any circumstances nor will it be treated as a purely private matter. Participating organisations recognise that they have a role in:
- Encouraging and supporting employees to seek support to address violent and abusive behaviour of all kinds.
 - Offering to refer into domestic abuse services for victims and survivors with their consent.
 - Assessing if further safeguarding action needs to be undertaken.
 - Assessing if a breach of organisational Code of Conduct has occurred and taking disciplinary action.
 - Creating a culture that does not tolerate or condone practices that could facilitate perpetrator behaviours.
 - Encouraging employees to report if they suspect a colleague is a perpetrator of domestic abuse

4. Perpetrators of domestic abuse

4.1 Approach to perpetrators

- 4.1.1 Participating providers do not condone under any measures the perpetration of domestic abuse. They will support victim-survivors to pursue criminal remedies or civil action with the appropriate agencies and as appropriate to the victim. These can include but not limited to; Domestic Abuse Protection Notices (DAPN); Domestic Abuse Protection Orders (DAPO); Injunctions; Non-molestation orders.
- 4.1.2 In addition, where perpetrators have expressed an aim to change their behaviours, Participating providers will make referrals into appropriate services and support access to these services.

4.2 Housing perpetrators

- 4.2.1 Perpetrators of domestic abuse will not be prevented from accessing local authority services and support including housing options. However, in general perpetrators may not qualify for the housing register due to their behaviour or they may be subject to reduced banding/preference. This is dependent on individual local authorities housing allocations schemes.

- 4.2.2 However, consideration will be given on a case by case basis and will include assessment of:
- Whether rehousing a perpetrator will allow a victim-survivor (and household) to remain in the current home and what measures would need to be in place to facilitate and ensure safety, for example Sanctuary Schemes.
 - Steps the perpetrator is taking to address their behaviour
 - Whether their behaviour or other actions has led to them being considered intentionally homeless.
 - Whether an existing social tenant and the housing provider has exercised ground 14a, schedule 2 of the 1988 Housing Act to recover possession.

4.3 Domestic Abuse Perpetrator Partnerships Arrangements (DAPPA)

- 4.3.1 DAPPA is a police-led pilot approach designed to identify and manage the highest risk domestic perpetrators in Norfolk. Cases are identified via the DAPPA analyst for discussion at monthly partnership meetings for ongoing management using a Recency, Gravity and Frequency (RGF) matrix. DAPPA will also consider appropriate referrals from police and partner agencies for perpetrators not risk assessed through this process but who present risk that would benefit from the active involvement of several agencies.
- 4.3.2 DAPPA brings together police and key partners to work effectively to manage perpetrators of domestic abuse and thereby protect the most vulnerable victims. It seeks to develop robust multi-agency risk management plans around perpetrators using a problem-solving approach with a full menu of tactical options. The team will also provide a focussed pathway to intensive targeted support where appropriate.
- 4.3.3 Monthly multi agency meetings discuss DA perpetrators and a risk management plan will be created. Perpetrators will be directed to either a disruption route or a diversion pathway. If a perpetrator on the diversion pathway, they will offered behaviour change programme, delivered by The Change Programme and funded by OPCCN, see 4.6. The programme is offered to all genders, 1:1 and various risk levels. Support for the victim is offered in parallel whilst the perpetrator is in service.

4.4 Multi-agency Public Protection Arrangements (MAPPA)

- 4.4.1 MAPPA was introduced in 2001 as the statutory arrangements for managing sexual and violent offenders. It is a process through which the Police, Probation and Prison Services work together with other agencies to help reduce the re-offending behaviour of violent and sexual offenders living in the community in order to protect the public.
- 4.4.2 The purpose of MAPPA is to ensure that comprehensive risk assessments are undertaken and robust risk management plans put in place. MAPPA takes advantage of co-ordinated information sharing across the agencies on each MAPPA offender and ensures that appropriate resources are directed in a way that enhances public protection.
- 4.4.3 The Police, Probation and Prison Services working together are the Responsible Authority (RA). Together they have a duty and responsibility for ensuring that MAPPA operates in Norfolk. Other agencies have a duty to co-operate with the MAPPA (DTC):
- Children's Social Care
 - Adult's Social Care

- Youth Offending Teams
- Health Service Providers
- Local Housing Authorities
- Registered social landlords who accommodate MAPPA offenders
- Jobcentre Plus
- Electronic Monitoring Providers
- UK Border Agencies

4.5 Project CARA (Cautions and Relationship Abuse)

- 4.5.1 Project CARA (Cautions and Relationship Abuse) is funded by the Office of the Police and Crime Commissioner for Norfolk for first time male perpetrators at standard/medium risk.
- 4.5.2 Offenders will be given a conditional caution instead of being prosecuted and as part of that caution perpetrators must complete two workshops run by The Hampton Trust. The workshops combine motivational interviewing techniques and discussion group work where the men are encouraged to reflect on their offence. Failure to attend both workshops will result in the offender breaching their conditional caution and the case will be considered for referral to the CPS for prosecution for the original offence.

4.6 The Change Project

- 4.6.1 A behaviour change project for all genders and 1:1 for females and men if English is not their first language. The service accepts both professional and self-referrals with self-referrals welcomed at least 6 months after being closed to other services.
- 4.6.2 The service is not free of charge however costs can be means tested for self-referrals. Every referral will have an initial assessment to ensure a level of motivation to change. In addition, victim support is offered whilst the perpetrator is in service. [Domestic Violence Perpetrator Programmes Since 2006 \(thechange-project.org\)](https://thechange-project.org)

4.7 National Probation Service:

- 4.7.1 There are various programmes offered to all levels of risks. However, they are only offered through the courts and to heterosexual males. Programmes include:
- Building Better Relationships – A 30 week group programme
 - Positive Pathways Plus – 9 sessions delivered on a one to one basis
 - Better me, better us – A 14 week programme delivered on a one to one basis

5. Information sharing

- 5.1 It is the responsibility of each participating organisation to ensure that any processing of personal information owned by that party is carried out in accordance with the

requirements and principles of relevant legislation, including the General Data Protection Regulation (GDPR), Data Protection Act 2018 (DPA 18) and the Human Rights Act 1998.

- 5.2 Personal data shall be processed fairly and lawfully, in a transparent manner, and in particular, shall not be processed unless at least one of the lawful bases for processing exists under Article 6 of the GDPR.
- 5.3 Participating organisations should consider whether it is appropriate to share information regarding safeguarding concerns, including, but not limited to concerns about domestic violence and abuse, with other agencies (such as housing associations, local authorities and GP surgeries). It is the responsibility of participating organisations to determine whether data sharing is lawful under UK data protection law. Whether data sharing is lawful must be determined on a case-by-case basis. If organisations are unclear about their obligations and responsibilities under UK data protection law they should seek advice from their data protection teams or contact the Information Commissioner.
- 5.4 Due to the variety of; organisations linked, either directly or indirectly, to the provision of domestic abuse services; types of contact with victims and survivors of domestic abuse; and variety of information to be shared to deliver those services, separate data sharing agreements or data protection impact assessments (DPIA) exist. These consist of:
 - District Councils and Registered Providers, for the purposes of allocating social housing.
 - Domestic Abuse Information Sharing Agreement
 - Norfolk Constabulary and various agencies for the purposes of Multi-agency Risk Assessment Conferences (MARAC)
 - Norfolk Constabulary and various agencies for the purposes of the Domestic Abuse Perpetrator Partnership Approach (DAPPA)
 - Norfolk County Council and various agencies for the purposes of compiling a needs assessment of commissioning safe accommodation and support in safe accommodation.
 - Norfolk Constabulary and various agencies for the provision of the Norfolk Integrated Domestic Abuse Service (NIDAS)
 - Help Hub data sharing agreements between parties
- 5.5 In addition, all participating organisations will have their own corporate data protection policies and service specific privacy notices to be shared with service users.

6. Training

- 6.1 Cases involving domestic abuse require a complex set of skills for a member of staff to identify and effectively deal with a victim or survivor of domestic abuse. All Participating organisation staff should receive basic training as part of safeguarding programs to increase the likelihood of them identifying domestic abuse and to assist them with responding to this.
- 6.2 For domestic abuse specific services, training should also cover:

- a) Customer care and interviewing skills such motivational interviewing and trauma informed environments.
 - b) Relevant legislation, including the duty to rehouse survivors
 - c) Organisational policy/procedure including safeguarding, health and safety at work, lone-working.
 - d) Completion of risk assessments: Internal/DASH
 - e) Creating and maintaining professional boundaries
 - f) Preventative measures and early intervention methods
 - g) Referral routes to other agencies, including NIDAS, MARAC, DAPPA, CADS and the MASH and signposting to support and advice provided by other partners.
- 6.3 New members of staff should receive training as soon as is practicable, and within 2 months of their appointment. They should be closely supervised by their line manager until they have completed this training. Refresher training should be arranged for all staff periodically, and this should take place at least every 2 years.
- 6.4 Participating organisations recognise that their own staff will require support, advice and guidance in order to deal with cases of domestic abuse. All staff will be supported by their managers to deliver the aims and objectives of this policy and procedure, and senior officers should work to improve the skills of staff to deal with domestic abuse more effectively. Staff should be directed to support and counselling services as appropriate, as detailed in the organisations staff wellbeing policies.
- 6.5 Organisations will have designated safeguarding leads who will have received additional training to:
- Provide immediate response to person raising a concern
 - Clarify/assist completion of reporting forms and referrals
 - Escalate referrals as appropriate
- 6.6 Additionally, organisations may also have a number of Domestic Abuse Change Champions, who are trained to develop knowledge on asking, responding, and supporting people affected by domestic abuse, and to use their knowledge to help their colleagues to respond effectively and appropriately. They will do this by:
- Recognising the signs and symptoms of abuse
 - Realising the impact it has on the individual, family and wider society
 - Reacting by taking action to reduce harm, increase safety and listen to the voice of the victim

7. Monitoring and review

- 7.1 The strategic oversight of this protocol will be provided by the Housing Advice and Allocations Lead Officer (HAALO) group in collaboration with the Norfolk Domestic Abuse Partnership Board (NDAPB)
- 7.2 A number of performance indicators will be collated by the Participating partners in alignment with reviews of the NDAPB needs assessment. This is due annually in September.
- 7.3 The agreed performance indicators are, where possible:
1. Number of housing/homelessness applications received by local authority
 - a) At point of LA accepting homeless duty as a result of domestic abuse

- b) At point of move-on from safe accommodation
- 2. Number assessed as not homeless.
Dip sample of cases to judge reasons. 10 cases each authority.
- 3. Number of households referred to other local authority
 - a) Other Norfolk local authority
 - b) Other local authority outside of Norfolk
 What were the reasons for referral? Dip sample of 10 cases for each local authority.
- 4. Number of referrals accepted
- 5. Number of housing/homeless applications received from other local authority area as a result of domestic abuse
 - a) Other Norfolk local authority
 - b) Other local authority outside of Norfolk
 What were the reasons for referral? Dip sample of 10 cases for each local authority.
- 6. Number or referrals accepted
- 7. Length of time from case opening to either
 - a) Date of accessing safe accommodation
 - b) Date of moving into housing where local authority can discharge any housing/homelessness duties
- 8. Number of DA cases by each band. – snap shot on a particular day.
- 9. Number of perpetrators moved as a result of LA intervention

- 7.4 Representatives from the participating organisations will meet at least six-monthly (with other partners as appropriate) to monitor the protocol's performance and implement amendments or improvements to this policy as appropriate.
- 7.5 During these meetings, available performance information outlined above will be considered alongside any comments, compliments or complaints received about the domestic abuse services, lessons learnt reports or any other relevant performance data.
- 7.6 The Service will routinely consider other methods for appraisal of the domestic abuse policy and procedure, such as mystery shopping exercises, as well as recommendations arising from best practice.
- 7.7 To ensure that the documents are robust and comply with legislation and best practice this protocol will be reviewed annually in line with the needs assessment review.

8. Dispute resolution

- 9.1 All participating organisations and their staff should use their best endeavours to agree on the most appropriate course of action to meet a victim or survivor of domestic abuse's needs through joint working with the individual, and their household where appropriate, and with the members of staff involved.
- 8.2 However, if a solution cannot be agreed and a partner believes that another partner is failing to follow the underlying principles of the protocol, the matter can be reviewed by each disputing organisation through an escalating process to determine a solution.

- a) Team Leader/Senior Officer
- b) Senior Manager
- c) Head of Service/Assistant Director
- d) Independent Intermediary, for example, NDAPB or Shelter

9. List of participant organisations

9.1 Local authorities and other statutory organisations

- Breckland District Council
- Broadland District Council
- Great Yarmouth Borough Council
- Borough Council of Kings Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Office of the Police and Crime Commissioner Norfolk

9.2 Registered Providers

- Saffron Housing
- Cotman Housing
- Freebridge Community Housing
- Orwell Housing Association

9.3 Domestic Abuse Service Providers

- Daisy Project
- Leeway
- Orwell Refuge Provision
- Pandora

Appendices

Part One: Informing the Protocol

Appendix A: The definition of domestic abuse

In accordance with the DA Act 2021¹, Domestic Abuse is defined as behaviour of a person towards another person that consists of:

- Physical or sexual abuse;
- Violent or threatening behaviour;
- Controlling or coercive behaviour;
- Economic abuse (see below);
- Psychological, emotional, or other abuse

It does not matter whether the behaviour consists of a single incident or a course of conduct.

¹ [Domestic Abuse Act 2021](#)

Economic abuse means any behaviour that has a substantial adverse effect on a person's ability to:

- Acquire, use, or maintain money or other property, or
- Obtain goods or services

People involved in DA defined by the DA act must be 16 years or older and be personally connected. Personally connected is defined in the act as being if any of the following applies to the people:

- They are, or have been, married to each other.
- They are, or have been, civil partners of each other.
- They have agreed to marry one another (whether or not the agreement has been terminated);
- They have entered into a civil partnership agreement (whether or not the agreement has been terminated);
- They are, or have been, in an intimate relationship with each other.
- They each have, or there has been a time when they each have had, a parental relationship in relation to the same child;
- They are relatives

According to the act, children (defined as a person under 18 years of age) can be victims of DA if they see or hear, or experience the effects of the abuse, and are related to a person involved in the incident

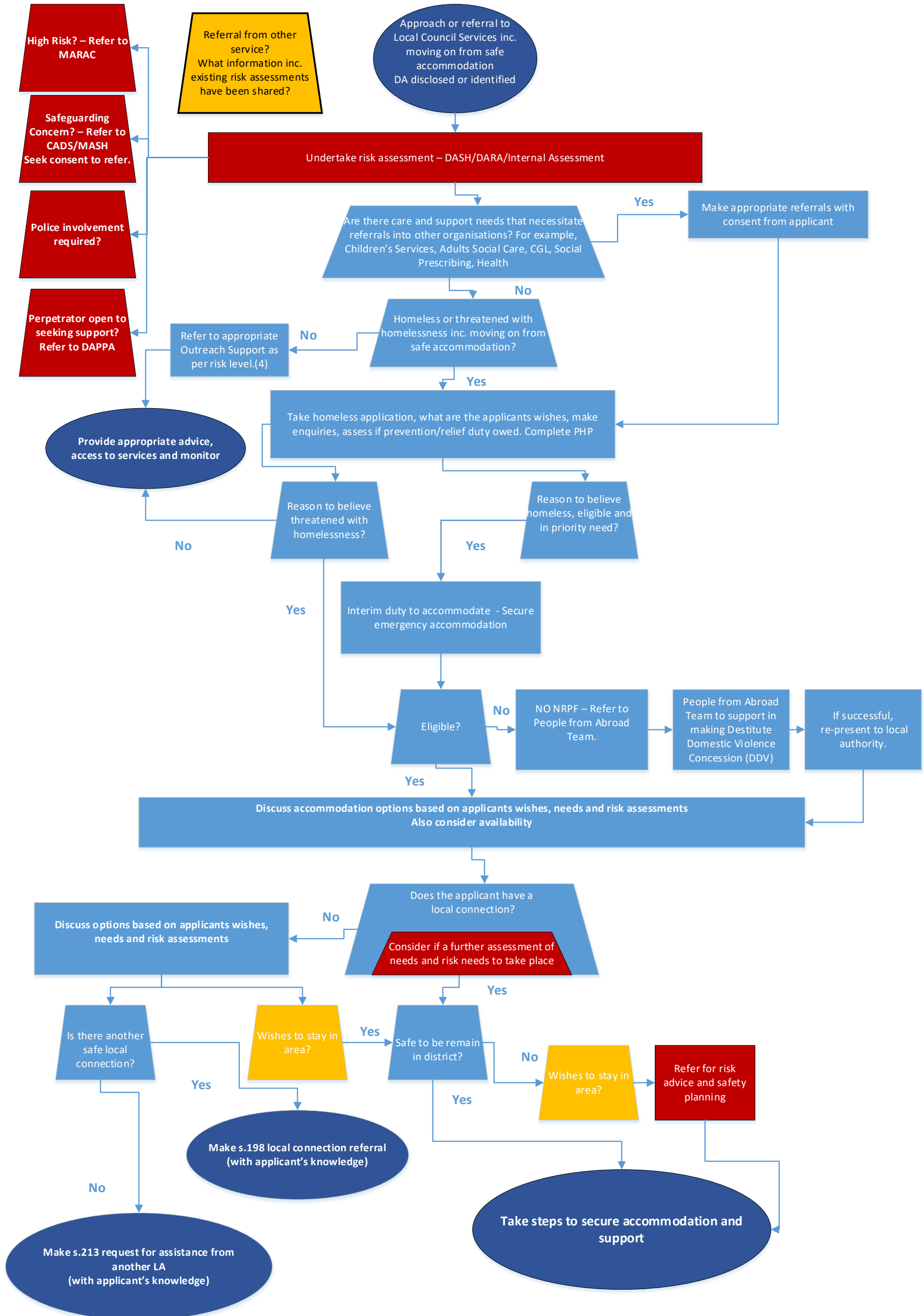
Appendix B: Strategy and guidance documents

- Norfolk Domestic Abuse Strategy 2022-2025 (link to be added)
- Norfolk Support in Safe Accommodation Strategy for Norfolk 2021-2024 (link to be added)
- Norfolk Sexual Violence Strategy (link to be added)
- [Allocation of accommodation: guidance for local authorities](#)
- [Care Act 2014: Care and Support Statutory Guidance](#)
- [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services](#)
- [Domestic Abuse Draft Statutory Guidance Framework](#)
- [Homelessness Code of Guidance](#)
- [Improving access to social housing for victims of domestic abuse](#)
- [Information Commissioners Office – advice for organisations](#) (data protection and information sharing)
- [Public Sector Equality Duty Guidance](#)

- [Violence Against Women and Girls National Statement of Expectations](#)
- [Working Together to Safeguard Children](#)

Part Two: Housing information

Appendix C: Approach to local council for support/housing flow chart



Notes and Clarifications

Assumptions made in this diagram:	
1.	Councils are assessing applicants as homeless/threatened with homelessness under the HRA 2017.
2.	Eligible applicants homeless/threatened with homelessness as a result of DA will be assessed as being priority need
3.	Applicants moving on from safe accommodation will be treated as homeless or threatened with homelessness and given reasonable preference as per each local authority's allocations scheme/policy.
4.	Support provided is multi-agency although some assumptions have been made where: <ul style="list-style-type: none"> DA specialist support is provided by County commissioned services in safe accommodation (as defined by the regulations). NIDAS can provide outreach support where applicant is in other accommodation in medium to high risk cases (for example, DASH score 10 or higher). Norfolk and Suffolk Victim Care can provide support for standard risk cases (for example, DASH score 9 or lower) This DOES NOT negate other services responsibilities to the applicant.
5.	Wishes and circumstances of the victim-survivor may change and housing and support needs to be flexible where possible to meet those changes.
6.	Local authority takes responsibility for initial application and assessment.

What further support could be needed?	
<ul style="list-style-type: none"> Financial/welfare advice Accessing belongings from former/current home Maintaining existing home while in safe accommodation Support to facilitate travel out of area Purchasing of necessities – suitcases, clothing, and toiletries. Accessing schools/childcare Accessing health services including mental health services Accommodating pets Legal advice Meeting care and support needs Accessing drug/alcohol support Resettlement support (Not an exhaustive list)	

Appendix D: Summary of housing/accommodation options.

Note: this is not an exhaustive list.

Type of housing/accommodation	Likely support provider	How local authorities can help
Remaining in own home	<ul style="list-style-type: none"> Standard risk – Norfolk and Suffolk Victim Care Medium to High Risk – NIDAS County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> Internal DA Specialist Referral into services for support and safety planning Referral for Sanctuary scheme measures (where appropriate) Potential to offer housing options to perpetrator Links into Help Hub services
Remaining in own home with perpetrator	<ul style="list-style-type: none"> Standard risk – Norfolk and Suffolk Victim Care Medium to High Risk - NIDAS 	<ul style="list-style-type: none"> Internal DA Specialist Referral into services for support and safety planning Links into Help Hub services
Refuge accommodation	<ul style="list-style-type: none"> County commissioned support in safe accommodation 	<ul style="list-style-type: none"> Referring into refuge Enabling transport to refuge Working with RP to either maintain existing home or allow Safe Surrender, where applicable) Housing Benefit and Council Tax claims, where applicable Housing options when ready to move-on Links into Help Hub services
Other safe accommodation such as respite or for men, people who	<ul style="list-style-type: none"> County commissioned support in safe accommodation 	<ul style="list-style-type: none"> Referring into safe accommodation Enabling transport to refuge Working with RP to either maintain existing home or allow Safe Surrender, where applicable) Housing options when ready to move-on

Type of housing/ accommodation	Likely support provider	How local authorities can help
identify as LGBTQ+		<ul style="list-style-type: none"> •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Safe accommodation commissioned by district council	<ul style="list-style-type: none"> •County commissioned support in safe accommodation 	<ul style="list-style-type: none"> •Accessing safe accommodation and settling in •Referring into support services •Enabling transport to accommodation •Working with RP to either maintain existing home or allow Safe Surrender, where applicable) •Housing options when ready to move-on •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Temporary Accommodation	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •Internal Support Officers 	<ul style="list-style-type: none"> •Sourcing accommodation and settling in. •Referring into support services •Enabling transport to accommodation •Working with RP to either maintain existing home or allow Safe Surrender, where applicable) •Housing options •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Other supported accommodation	<ul style="list-style-type: none"> •Internal Support workers •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS 	<ul style="list-style-type: none"> •Referring into supported accommodation •Referring into support services •Enabling transport to accommodation •Working with RP to allow Safe Surrender of existing property, where applicable) •Housing options when ready to move-on •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Social Housing	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) •Internal Support Officers 	<ul style="list-style-type: none"> •Housing Register •Support with bidding/nominations/choosing areas •Working with RP to allow Safe Surrender of existing property, where applicable) •Referrals to support services, such as Norfolk Assistance Scheme. •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Managed move from existing social rented property	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Advocating to registered provider •Support with choosing areas •Referring into support services •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Reciprocal move or application	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Support with identifying area •Referring into and liaising with other district •Advocating to registered provider where applicable •Working with RP to allow Safe Surrender of existing property, where applicable) •Referrals to support services
Private Rent Home	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Support with rent and deposit loan scheme, where eligible •Referring into support services •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Affordable Home Ownership	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Advice, guidance and signposting to Help to Buy •In some instances, approve applications (subject to individual council procedure). •Referring into support services •Links into Help Hub services

Appendix E: Links to allocations schemes

- [Breckland District Council](#)

- [Broadland District Council](#)
- [Great Yarmouth Borough Council](#)
- [Borough Council of Kings Lynn and West Norfolk](#)
- [North Norfolk District Council](#)
- [Norwich City Council](#)
- [South Norfolk Council](#)

Appendix F: Useful contacts

Service	Contact number	Email	Webpage
Housing Options			
Breckland	01362 656 870	housing.advice@breckland.gov.uk	Breckland Housing
Broadland and South Norfolk	0808 168 2222	housing.advice@southnorfolkandbroadland.gov.uk	Housing – Broadland and South Norfolk (southnorfolkandbroadland.gov.uk)
Great Yarmouth	01493 846140	Housingoptions@great-yarmouth.gov.uk	Housing – Great Yarmouth Borough Council
Kings Lynn and West Norfolk	01553 616200	housingoptions@west-norfolk.gov.uk	Housing – Borough Council of Kings Lynn and West Norfolk
North Norfolk	01263 516375	Housing@north-norfolk.gov.uk	Housing – North Norfolk District Council
Norwich	0344 980 3333	housingoptions@norwich.gov.uk	Housing – Norwich City Council
Help Hub			
Breckland	0344 800 8020		Support Hub – Breckland District Council
Broadland and South Norfolk	01603 430431 01508 533933	helphub@southnorfolkandbroadland.gov.uk	Help Hub – Broadland and South Norfolk Councils
Great Yarmouth	0808 196 2238	earlyhelphub@great-yarmouth.gov.uk	
Kings Lynn and West Norfolk			Help Hub – Borough Council of Kings Lynn and West Norfolk
North Norfolk	01263 516353	social.prescribing@north-norfolk.gov.uk	Help Hub – North Norfolk District Council
Norwich			
Domestic Abuse Services			
NIDAS	Call: 0300 561 0555 Text: 07860 063 464	referrals@nidasnorfolk.co.uk	www.nidasnorfolk.co.uk .
Leeway Refuge provision	0300 561 0077		Leeway Domestic Abuse Services
Orwell Refuge provision	08454 674876	info@orwell-housing.co.uk	www.orwell-housing.co.uk
The Daisy Programme	01953 880903	help@daisyprogramme.org.uk	www.daisyprogramme.org.uk
Pandora			
Safeguarding			
CADS (partner organisation referrals only)	0344 800 8021		
MASH	0344 800 8021	Report a concern	Protect someone from harm
MARAC		marac@norfolk.police.uk	Norfolk County Council MARAC
DAPPA		MASHDAPPA@norfolk.police.uk	
Registered Providers			

Service	Contact number	Email	Webpage
Saffron Housing			
Cotman Housing			
Freebridge Community Housing			
Orwell Housing	0345 60 100 30	info@orwell-housing.co.uk	www.orwell-housing.co.uk

Appendix G: List of acronyms

Acronym	Full name
CADS	Children's Advice and Duty Service
DA	Domestic Abuse
DAPPA	Domestic Abuse Perpetrator Partnership Approach
DARA	Domestic Abuse Risk Assessment
DASH	Domestic Abuse, Stalking, Harassment and Honour Based Abuse Assessment
DDV	Destitute Domestic Violence Concession
DPA 2018	Data Protection Act 2018
GDPR	General Data Protection Regulation
HAALO	Housing Advice and Allocations Lead Officer Group
HRA 2017	Homelessness Reduction Act
MAPPA	Multi-agency Public Protection Arrangements
MARAC	Multi-agency Risk Assessment Conference
MASH	Multi-agency Safeguarding Hub
NDAPB	Norfolk Domestic Abuse Partnership Board
NIDAS	Norfolk Integrated Domestic Abuse Service
NRPF	No Recourse to Public Funds
PHP	Personalised Housing Plan
PRS	Private Rented Sector
RP	Registered Provider
TA	Temporary Accommodation

Support in Safe Accommodation Strategy for Norfolk 2021-2024

In accordance with Part 4 of the Domestic
Abuse Act, 2021

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26 Commissioning Intentions

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Foreword

No one should feel unsafe in their own home, yet the police recorded 844,955 cases of Domestic Abuse across the country in the year ending March 2021. All forms of Domestic Abuse are unacceptable in any situation, and the effects of it can be devastating for victim-survivors and their children.

Domestic Abuse is a leading cause of homelessness for adult and child victim-survivors. Norfolk has both a moral and statutory duty to help victim-survivors and this strategy sets out how we will do that.

We have recently undertaken a needs assessment in relation to the prevalence of Domestic Abuse in Norfolk and what services there are to support victim-survivors across Norfolk.

From this data analysis and working with both Domestic Abuse service providers and victim-survivors, we can present the Support in Safe Accommodation Strategy for Norfolk.

This strategy outlines how Norfolk County Council, as a Tier 1 authority, will work with Tier 2 authorities, and key stakeholders (including victim-survivors) to meet the new duties to provide support in safe accommodation for both adults and children in Norfolk. We will work to ensure that victim-survivors living in Norfolk are supported to remain safe in their own home if they wish, or access alternative safe accommodation and support.

Although Domestic Abuse is a gendered issue, mainly experienced by women, we recognise in Norfolk that men do experience it too, as the Needs Assessment has highlighted that 28% of all referrals to Domestic Abuse services are male. This figure is higher in national crime statistics, suggesting there is more work to be done to help men access the right support.



Cllr Bill Borrett, Cabinet Member for Adult Social Care

We know that in Norfolk, over the pandemic period in particular, the prevalence of Domestic Abuse has increased, and we need to better understand whether this is because victim-survivors are better able to report, feel safer to report, or indeed there is a substantive 19% increase in Domestic Abuse in 2020 compared to 2019.

From the survey we undertook with Victim-survivors who have experience of receiving support in safe accommodation they stated they felt they were listened to and most had a positive experience. One victim-survivor said, “It helped me realise (sadly) that I wasn’t alone, and it gave me that wider support network I needed”.

In Norfolk, we do not believe that homelessness, inappropriate and/or unsafe accommodation, or having to remain in a home where a person is experiencing Domestic Abuse is a choice, that any victim-survivor should be faced with. The Support in Safe Accommodation Strategy for Norfolk outlines how all agencies will work collaboratively to provide victim-survivors with a range of flexible options, that enable them to remain safe at home or access suitable alternative safe accommodation and support if that is what is needed and wanted.

This strategy will be vital in ensuring there is cross departmental and sector working about support in safe accommodation. This strategy will be part of a wider Domestic Abuse strategy framework that will work together to ensure there is preventative Domestic Abuse support measures that provide intervention within the community and that we listen and act to the voices and experiences of victim-survivors.

By doing this together, we will be able to improve our overall service offer and improve outcomes for victim-survivors including children, with the aim of breaking the cycle of Domestic Abuse.



Giles Orpen-Smellie – Police and Crime Commissioner for Norfolk

Executive Summary

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how Norfolk County Council will implement the statutory duties associated with the provision of safe accommodation, as required by the Domestic Abuse Act 2021 (“the Act”). The purpose of the Act is:

- To protect and support victim-survivors’ and their families; transform the justice process to prioritise victim-survivors’ safety and provide an effective response to perpetrators; and to drive consistency and better performance in the response to Domestic Abuse (DA) across all local areas, agencies, and sectors
- Recognising the devastating impact on victim-survivors of all genders, and children of DA - and introduces a statutory duty on Tier 1 authorities to assess and meet support needs in safe accommodation

We welcome the Act for its explicit recognition that the children of victim-survivors are also victim-survivors of DA. That is why Adults and Children’s Services in Norfolk are working jointly to provide a seamless response to victim-survivors.

This strategy demonstrates how support in safe accommodation for DA victim-survivors will be provided over the next three years and outlines five objectives identified because of the DA Accommodation Needs Assessment (“the Needs Assessment”). This will initially be the focus of delivery. These include:

1. Increase the amount and flexibility of safe accommodation: As identified by the Needs Assessment there is an unmet need for safe accommodation of 38 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of male victim-survivors, children (including older male children) and those with protected characteristics and what are considered more complex needs are required.

2. Improve engagement with victim-survivors of DA: The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. Improve the quality of support and safe accommodation: Ensure that DA safe accommodation and support is of the same quality and standard across Norfolk and what services there are, is driven by monitoring, review, and improvement.

4. Support children in safe accommodation: The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation and this needs to be levelled up across Norfolk.

5. Improved intelligence: The Needs Assessment identifies the data used is often aggregated and there is risk of duplication. Data needs to improve to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their needs met outside of Norfolk, and who may wish to return, and those seeking refuge from outside of the County.

The Needs Assessment undertaken by the Norfolk Office of Data and Analytics (NODA) highlighted a 19% increase in Norfolk during 2020 of crimes relating to DA compared to those recorded in 2019. Although it is not entirely clear whether this is because data recording has improved, victim-survivors are more confident to report abuse or indeed there has been an overall increase, it is still an alarming statistic and behind these numbers are people who have suffered or maybe still suffering from DA.

This strategy looks to ensure we improve what we are doing and will complement existing work that is taking place across the County to address the health and wellbeing, community safety and housing needs of those who experience DA in Norfolk. It is part of a wider framework of strategy documents which include:

- Norfolk County Community Safety Plan
- Better Together, for Norfolk 2021-2025
- Greater Norwich Homelessness Strategy 2020-2025 (Broadland District Council, Norwich City Council & South Norfolk District Council).
- South Norfolk and Broadland Rough Sleeper Statement 2020-2022
- North Norfolk Homelessness & Rough Sleeping Strategy 2019-2024
- Great Yarmouth Homelessness Strategy
- The Borough Council of King's Lynn & West Norfolk Homelessness Strategy 2015-19.
- Breckland Homelessness and Rough Sleeping Strategy 2020-2025
- North Norfolk District Council Housing Strategy 2021-2025
- Joint Health and Wellbeing Strategy 2018-2022.

This strategy in addition to the strategies listed above, will underpin future strategies such as:

- Domestic Abuse and Sexual Violence Group (DASVG) - Domestic Abuse Strategy 2021-2024 (including delivery plan)
- Domestic Abuse Communications Strategy
- Norfolk Domestic Abuse Perpetrator Prevention Strategy
- No Homelessness in Norfolk Strategy.

The aim of this Support in Safe Accommodation Strategy is to support the lives of victim-survivors and their children by ensuring there are safe accommodation options and appropriate support when needed. Having the right kind of accommodation and support will provide opportunities for people and their children to start living their own, safe independent lives now and importantly for children, in the future.

This strategy has been produced by Norfolk County Council through the Norfolk Domestic Abuse Partnership Board (NDAPB) with oversight of its Council Members as well as the DASVG. The strategy has also received support from the Norfolk Community Safety Partnership Board whose remit is to create safer communities through the reduction of crime and the promotion of safety. The Terms of Reference in relation of NDAPB is included in Appendix 1 and membership of the Norfolk Community Safety Partnership Board is included in Appendix 2.

A structure of the framework in Norfolk that demonstrates how the different boards and groups relate and support each other is included in Appendix 3.

A delivery plan that includes budget commitments is part of the strategy and this will be monitored on a quarterly basis and monitored by NDAPB. Each year the strategy will be reviewed within the context of a refreshed Needs Assessment, and the delivery plan reflecting any changes will be provided to the Department of Levelling Up, Housing and Communities (DLUHC). Both the Needs Assessment and the Strategy will be fully reviewed and may be altered or replaced every three years.

Why is a Support in Safe Accommodation strategy required?

1



1. Context – Purpose of this Strategy

1.1 The Scope of the Domestic Abuse Support in Safe Accommodation Strategy for Norfolk

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how we will implement our statutory duties as outlined in the Domestic Abuse Act 2021 (Part 4: Safe Accommodation and Support).

The Act seeks to:

Raise the awareness and understanding of the devastating impact of domestic abuse on victims and their families.

Further improve the effectiveness of the justice system in providing protection for victims of domestic abuse and bringing perpetrators to justice.

Strengthen the support available to victims of abuse by statutory agencies.

The overarching aim across Norfolk in relation to DA will be:

- Early intervention and prevention
- Accessible services
- Appropriate safe accommodation
- A Multi-agency approach
- Support to safely return home or move on to alternative permanent accommodation.

In our aim to achieve these overarching objectives, the purpose of this Strategy will, as evidenced by the Needs Assessment, demonstrate how we will look to provide support in safe accommodation over the next three years.

Norfolk's DA and Sexual Violence Group (DASVG) will be developing a document over Autumn 2021 which will outline the holistic approach that all key agencies will be taking to improve our joint approach and support to those who are victim-survivors of DA and this Support in Safe Accommodation Strategy for Norfolk will help underpin that document. The DASVG strategy will articulate the broader partnership responses to DA support for victim-survivors (including carers) as well as accommodation support in the form of refuge supply and demand and flexible use of safe accommodation including sanctuary and target hardening measures in accommodation. In addition to this, the DASVG Strategy will include our collective response in relation to prevention and how we will end the cycle of DA in all its forms, including the rehabilitation and education of perpetrators of DA.

Whilst this Support in Safe Accommodation Strategy for Norfolk covers a three-year period, the Needs Assessment will be refreshed on an annual basis and the strategy will reflect any new demands or pressures being identified at that time and which Norfolk needs to respond in relation to the commissioning of new or improvement of services. Any identified changes in demand or trends that emerge on an annual basis will be reflected in the delivery plan. In addition to this the communications will be updated alongside the delivery plan over the three-year period.

The delivery plan is included in this strategy to demonstrate how solutions to the gaps in service delivery can be met and how our response looks to provide a seamless DA service

offer across the different sectors and organisations operating across the County.

1.2 The Domestic Abuse Act 2021 (“the Act”)

The Domestic Abuse Bill was passed and became an Act in law on 29th April 2021. Additional information in relation to the Act can be found here: [Domestic Abuse Act 2021: Overarching factsheet](#).

The Act will help transform the response to DA, helping to prevent offending, protect victim-survivors and ensure they and their children have safe accommodation and support when they need it.

One of the key measures introduced by the Act is the new duties on Tier 1 and Tier 2 authorities in England found in Part 4. These authorities now must provide support to victim-survivors of DA and their children in safe accommodation.

This strategy is in response to this new duty on us as a Tier 1 authority and is in conjunction with other existing statutory requirements including (but not limited to) those set out below:

- [Equality Act 2010](#)
- [Human Rights Act 1998](#)
- [Housing Act 1996](#)
- [Homelessness Act 2002](#)
- [Crime and Disorder Act 1998](#).

The new duties on Tier 1 and Tier 2 authorities sit alongside the following existing list of guidance:

- [Improving access to social housing for victim-survivors of DA](#) in refuges or other types of temporary accommodations: statutory guidance on social housing allocations for local authorities in England
- [Homelessness Code of Guidance](#)
- [Keeping children safe in education 2021](#): Statutory guidance for schools and colleges
- [Working together to safeguard children](#): A guide to inter-agency working to safeguard and promote the welfare of children
- [Violence against women and girls](#) (including men and boys): national statement of expectations

Definition of Domestic Abuse

The Act has a cross-government definition of DA and is in two parts. Having a precise definition means we all understand what is meant and what is considered unacceptable in relation to DA. This means we can all actively challenge collectively, our behaviour and attitudes in relation to DA. The definition of DA can be found in Section 1 of the Act statutory guidance: [Section 1 of the Domestic Abuse Act 2021 \(legislation.gov.uk\)](#).

The definition DA is:

- “(2) Behaviour of a person (“A”) towards another person (“B”) is “domestic abuse” if—
- (a) A and B are each aged 16 or over and are personally connected to each other, and
 - (b) the behaviour is abusive.
- (3) Behaviour is “abusive” if it consists of any of the following—
- (a) physical or sexual abuse
 - (b) violent or threatening behaviour
 - (c) controlling or coercive behaviour
 - (d) economic abuse...
 - (e) psychological, emotional, or other abuse

and it does not matter whether the behaviour consists of a single incident or a course of conduct “.

The definition also encompasses what is called ‘Honour’-Based Abuse (“HBA”), Female Genital Mutilation (“FGM”) and Forced Marriage and is clear that victims are not confined to one gender, ethnic group, or socio-economic group.

While the definition above applies to those aged 16 or above, ‘Adolescent to parent violence and abuse’ (“APVA”) can equally involve children under 16 as well as over 16.

There is currently no legal definition of adolescent to parent violence and abuse, however, it is recognised as a form of DA.

Further information on the new statutory definition of DA can be found in the Statutory Guidance - [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services - GOV.UK \(www.gov.uk\)](#).

Definition of Safe Accommodation

Under Part 4, Tier 1 authorities must assess, or decide for the assessment of, the need for accommodation-based support in their area, prepare and publish a strategy for the provision of support in its area, and monitor and evaluate the strategy.

The duty requires that support is provided to victim-survivors who reside in “relevant accommodation”. The [Domestic Abuse Support \(Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes\) \(Amendment\) Regulations 2021 \(legislation.gov.uk\)](#) sets out the definition of relevant accommodation.

“Relevant accommodation” is referred to as “safe accommodation throughout the statutory guidance and this is adopted in the Support in Safe Accommodation Strategy for Norfolk.

Accommodation which is considered safe accommodation is:

Refuge accommodation – a refuge offers accommodation and intensive support which is tied to that accommodation. Victims, including their children, must be refuge residents to access expert emotional and practical support.

Specialist safe accommodation – specialist refuges for ethnically diverse communities, Lesbian, Gay, Bisexual, Transgender Questioning and other (“LGBTQ+”) communities, and disabled victims and their children. These may provide single sex or gender accommodation with dedicated specialist support to victims who share a protected characteristic(s). This includes services that are led by those that also share the protected characteristics and/or have complex needs.

Sanctuary Schemes – properties with local authority installed Sanctuary Schemes or other similar schemes, which provide enhanced physical security measures within a home. A Sanctuary Scheme is a survivor centred initiative which aims to make it possible for victim-survivors of DA to remain in their own homes, where it is safe for them to do so, where it is their choice, and where the perpetrator does not live in the accommodation.

Move-on and / or second stage accommodation – these are interchangeable terms for projects temporarily accommodating victim-survivors, including families who no longer need the intensive level of support provided in a refuge, but would still benefit from a lower level of DA specific support for a period before they move to fully independent and permanent accommodation. There is no expectation that every victim-survivor will require this. Many victim-survivors are ready to move straight to a permanent new home from refuge. However, move-on and/or second stage accommodation may be helpful in some cases. At the present time there are no reciprocal arrangements between districts across the county at the current time.

Dispersed accommodation:

- i. Safe (secure and dedicated to supporting victims of DA), self-contained accommodation with the same level of specialist DA support as provided within a refuge but which may be more suitable for victim-survivors who are unable to stay in a refuge with communal spaces due to complex support needs or for families with teenage sons for example.
- ii. Safe (secure and dedicated to supporting victim-survivors of DA), self-contained 'semi-independent' accommodation which is not within a refuge but with support for victim-survivors who may not require the intensive support offered through refuge and are still at risk of DA from their perpetrator(s).

Other accommodation (other housing authority, registered charity etc.) – i.e., a safe place with support. To give victim-survivors an opportunity to spend a temporary period to make decisions in an environment that is self-contained and safe. This would include access to wrap around support and specialist support for victims with complex needs (including mental health needs and substance misuse).

Definition of types of support in safe accommodation

The statutory guidance (which can be found here: [Delivery of support in safe accommodation statutory guidance](#)) describes DA Support within Safe/relevant accommodation:

- Overall management of services within relevant safe accommodation – including capacity building, support and supervision of staff, payroll, financial and day-to-day management of services and maintaining relationships with the local authority (such functions will often be undertaken by a service manager).
- Support with the day-to-day running of the service – for example scheduling times for counselling sessions, group activities (such functions may often be undertaken by administrative or office staff).
- Advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers).
- DA prevention advice – support to assist victim-survivors to recognise the signs of controlling and coercive behaviour for example and to help them remain safe (including online), and to prevent re-victimisation.
- Specialist support for victim-survivors designed specifically for victim-survivors with relevant protected characteristics (including 'by and for'), such as faith services, translators and interpreters, immigration advice, interpreters for victim-survivors

identifying as deaf and/or hard of hearing, and dedicated support for LGBTQ+ victim-survivors [not limited to].

- Services designed specifically for victim-survivors with additional and/or complex needs such as, mental health advice and support, drug and alcohol advice and support [not limited to], including sign posting accordingly.
- Children's support – including play therapy, child advocacy or a specialist children worker (for example, a young people's violence advisor, Independent Domestic Violence Advisor ("IDVA") or outreach worker specialised in working with children).
- Housing-related support – providing housing-related advice and support, for example, securing a permanent home, rights to existing accommodation and advice on how to live safely and independently.
- Advice service – including financial and legal support, including accessing benefits, support into work and establishing independent financial arrangements.
- Counselling and therapy – (including group support) for both adults and children, including emotional support.

1.3 New Burdens Funding

The Ministry of Housing, Communities and Local Government (MHCLG) – now the Department of Levelling Up, Housing and Communities (DLUHC), committed a three-year settlement for the delivery of the Part 4 duty for both Tier 1 and Tier 2 authorities. Norfolk County Council and the district and borough councils across Norfolk each received additional funding and there may be the potential for this to be pooled in the future. For 2021/22 the amount is outlined in Table 1, along with details of how much each district and borough council has been allocated:

Table 1: MHCLG funding allocation to Local Authorities in Norfolk

LOCAL AUTHORITY	FUNDING ALLOCATION
Norfolk County Council	£1,806,177
Borough Council of King's Lynn and West Norfolk	£32,863
Broadland District Council	£33,077
Breckland District Council	£31,450
Great Yarmouth Borough Council	£32,365
North Norfolk District Council	£32,138
Norwich City Council	£32,679
South Norfolk District Council	£33,335
TOTAL	£2,034,084

It is not clear whether the financial allocation awarded in 2021/22 will be the same each year and/or whether there is the opportunity for funding to be rolled over from one year to the next. However, both years 2 and 3 are tied to a Central Government spending review. As such these points will be considered when looking at financial planning.

1.4 Needs Assessment

DLUHC published clear guidance on the scope of the Needs Assessment – it is comprehensive including:

- Local population make up, including DA prevalence
- Safe accommodation mapping

- Identification of victim-survivors and referrals, including understanding their journeys into safe accommodation.
- Demand for, and barriers in accessing support within DA safe accommodation
- Housing options
- Victim-survivor experiences.

NODA were commissioned by Norfolk County Council to undertake the needs assessment. They gathered data at a national and local level including:

- Crime Survey data
- Multi-Agency Risk Assessment Conference (“MARAC”) data
- National police DA incident and crime data
- Local police crime data
- Housing/Homelessness Case Level Collection (“H-CLIC”) data
- Accommodation and support data
- Published research.

NODA identified the only data available is aggregated and recorded in isolation. Each piece of data can only be looked at independently of a service or organisation and there is a risk of duplication. **For data provided and analysed within the last three years, it is likely that Covid-19 has had an impact on services and service users.**

The DA Needs Assessment key findings:

- In the year ending March 2020 there were 11,498 recorded DA crimes in Norfolk (a 19% increase on the previous year). Male survivors make up approximately a quarter of recorded DA crimes across all Norfolk districts
- Not all support providers record Gender of victim-survivors. Where a gender breakdown is available (6 services), most referrals are for females with an average of 122 per week, but there is an average of 34 referrals per week for males. Males make up 28% of all referrals to DA services that data is available for
- Great Yarmouth and Norwich had a higher rate of DA crimes per 1000 population compared to the other five local authority areas
- Local Police data (where age is recorded), identified age groups 25-34 followed by 19-24 are the highest across Norfolk
- Referrals for all forms of accommodation-based services for year ending March 2021 averaged 92 referrals per month
- There is an average of 26 referrals to refuge each week (Female only) but on average there are only 13 spaces available; demand therefore outstrips supply by 50%
- Children in refuges are younger (a sample showed the majority are under five), however support providers reported that children are older
- The data shows that on average the stay in a refuge is approximately 5 months, but support providers have told us it is approximately one year
- From a sample of 134 victim-survivors entering refuge, 72% achieved independent living on leaving the accommodation
- From a sample of those entering refuge, 47% had self-reported mental health issues
- Of the survivors leaving refuge in Norfolk during the 2020/2021 financial year:
 - 20% took up Registered Social Landlord tenancy
 - 19% moved to another refuge
 - 19% returned to their previous home. It is unknown if this is the same location as the perpetrator
- Reason for declined referrals are often recorded as 'Other' (68%) indicating potential improvements could be made in data recording; 'No available room' was the second most common reason for declined referrals (15%)
- The outcomes of declined referrals are mostly unknown (52%)
- 28% of all referrals are out of County (but this was skewed due to the restrictions relating to COVID-19)

The Needs Assessment also identified the following in relation to the number of victim-survivors who presented themselves as homeless.

Table 2: Number of households owed a homelessness relief duty due to DA

District	2018/19			2019/2020			2020/2021		
	Prevention	Relief	Total	Prevention	Relief	Total	Prevention	Relief	Total
Breckland	17	25	42	23	43	66	18	83	101
Broadland	7	18	25	14	20	34	1	7	8
Great Yarmouth	10	20	30	12	19	31	5	29	34
KL & and W.Nfk	2	32	34	-	-	-	8	29	37
North Norfolk	4	29	33	1	31	32	3	27	30
Norwich	100	60	160	64	61	125	25	47	72
South Norfolk	11	22	33	5	29	34	2	22	24
Norfolk	151	206	357	119*	203*	322*	62	244	306

Source: H-CLIC homelessness statistics – most recent years are officially recorded

*Norfolk total excluded data from King's Lynn and West Norfolk

The DA Accommodation Needs Assessment estimates that the current shortfall in bedspaces is 38.

There is known to be a cost nationally in relation to DA and this can be categorised into three areas:

- 1) Anticipation (expenditure on protective and preventative measures)
- 2) Consequence (property damage, physical and emotional harms, lost output, health, and victim-survivor services)
- 3) Response (police and criminal justice system)

Table 3: Total costs of DA in England and Wales for 2016/17 (£ millions)

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£6m	£47,287m	£14,098m	£2,333m	£724m	£1,257m	£336m	£140m	£11m	£66,192m

Table 4: Unit costs of domestic abuse in England and Wales for 2016/17¹

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£5	£24,300	£7,245	£1,200	£370	£645	£170	£70	£5	£34,015

However, at the present time it is not possible to give the same level of detail at a local level.

Gaps identified by the Needs Assessment

NODA have identified the following gaps in intelligence and/or provision in relation to DA and our ability to determine the types of services that may be needed:

- There is no specific safe accommodation provision for male survivors but as there is an under-recording of demand, either in terms of support or use of safe accommodation, we are unable to determine the amount of safe accommodation that may be required for male victim-survivors.
- LGBTQ+ groups are poorly represented in the data and it is recognised that many providers did not routinely collect the data. However, data provided by one refuge provider reports that 94% of survivors self-identify as heterosexual or straight.
- Complex needs including mental health and/or drug and alcohol dependency are recognised as being an issue in DA survivors and refuge service providers do not routinely collect this data. It is acknowledged that not all support providers of refuge accommodation are able to support those with high and complex needs and such referrals are declined on this basis. There is no data available to be able to say where these survivors are then supported.
- There is little information available for child and adult victim-survivors of DA in relation to physical or mental health and learning disabilities both from local police data and

¹ Rounded to the nearest £5. The total figure may not sum because of this rounding.

accommodation service data. It is recognised that data is not routinely collected by service providers.

- Norfolk has an older population compared to England. National data from the crime survey only samples individuals up to the age of 75 so there is a potential that older age groups are under-reported in both local and national estimates.
- There is a lack of data and/or regular recording of the types and amount of support children receive because of DA, whether living in the community or within safe accommodation as often different services and/or providers can be involved. Data that is available is from ad hoc audits.
- There is a lack of data on support services offered to children that have had to enter refuge accommodation. Qualitatively, one provider reports the support needs of children can be varied and support provided can be limited and depends on the type of accommodation and its location.
- There is some understanding around the reason for repeat referrals to MARACs in Norfolk, but further research is required.
- Norfolk is a largely rural county. Current data is aggregated and varies in robustness; this being the case, it is not possible to determine if there is a high level of unmet need in terms of accommodation and support in rural areas compared to urban areas for example.
- It is recognised that many of the providers do not routinely collect some of the data that was requested as part of the Needs Assessment.
- Because data in relation to DA is not detailed enough, it is not possible to make any meaningful conclusions in relation to cost and evaluation either to the public purse and/or social return on investment.

It is also acknowledged in the Needs Assessment that the refuges are unlikely to meet the needs of all that may require safe accommodation including:

- Larger Families
- Males
- Families with several children (both male and female victim-survivors) including those with older male children
- Victim-survivors with specialist characteristics
- Victim-survivors with high complex needs e.g. mental health, drug and/or alcohol misuse
- Victim-survivors in recovery from addiction
- Not all the refuges can provide therapy or other forms of support for children (postcode lottery)
- Not all the refuges have self-contained units (some have shared facilities including bathrooms and kitchens for example).
- The cost of safe accommodation to a victim-survivor and whether this is a barrier in terms of accessibility.

Table 4: Key gaps in intelligence which will be improved in future:

Topic	Gap
Area	Parish/ward information is not available – if available it may show those where there is a prevalence and resources could be targeted. Such information would also provide urban/rural comparison Not enough is known about survivors seeking out of county refuge
Survivor info.	Improved data recording of LGBTQ+ as numbers are likely to be underrepresented Improved data recording of ethnically diverse communities as numbers are likely to be underrepresented Improved data recording of male victim-survivors Improved data recording of children as victim-survivors of DA Lack of data in relation to older people (75+) Lack of data in relation to MH/LD/PD (both adults and children) Lack of data in relation to outcomes for those unable to access a refuge place Lack of data in relation to those that have no recourse to public funds Consistent feedback on services from victim-survivors
Service Provision	Little is known about whether refuges are they fit for purpose (e.g. accessibility) Provision of services for older male children and children more generally Service provision is not just about those at high risk, we need to better understand how lower risk survivors are provided for (some people decide to stay with the perpetrator) Provision of support in refuge e.g., counselling, substance management support Provision of services for male victims – no specific refuges

In Summary:

- **Data around DA is limited and therefore the prevalence may be higher than that recorded.**
- **Because data is limited, we currently have little knowledge about:**
 - **Rural/urban divide or whether there is a postcode lottery where little support may be available**
 - **How accessible our support and accommodation are, including financial, those with protected characteristics, male victim-survivors and victim-survivors 75+**
 - **The pathway into support and/or safe accommodation including risk of homelessness and move-on accommodation**
 - **Perpetrator engagement and consideration of perpetrator housing options**
 - **The needs of children.**

The Needs Assessment highlighted several services available in Norfolk and Nationally that provide support in the community. However, data is not routinely collected or reported for all services to inform as to the quality of the services or how impactful. Support provided within safe accommodation is anecdotally well received by those that use it, but refuges are not audited and the level of data that is recorded is not in the detail that is sufficient to inform potential service improvements at the present time. The Needs Assessment has revealed what collectively we must do to improve the offer for victim-survivors and their families. It has also highlighted some inconsistencies in the way agencies collect and record demand for services and safe accommodation.

Voices of victim-survivors

As identified in the Needs Assessment, there is a gap in relation to hearing about what victim-survivors say about support in safe accommodation in Norfolk.

Although it is outlined in our delivery plan that we will be working on designing a future framework to improve our engagement with victim-survivors, we have undertaken a small survey to ensure that some voices are heard within this strategy.

A smart survey of 11 questions was made available on-line for a period of 3 weeks. 22 survey responses were received.

The survey questions and responses are included in Appendix 4.

Some victim-survivors said the following about their experiences:

"It helped me realise (sadly) that I wasn't alone and gave me that wider support network"

"I'd be lost without the help I've finally received. It's helped me manage life and realise that things are not my fault."

"just because the abuse wasn't physical it was still terrifying"

"You don't know who to trust, and sadly, you don't know if you will be believed due to the perpetrators gaslighting and abuse over the years. You're made to feel as if you are crazy and can't look after your children. I find lack of knowledge and education around domestic abuse from other professionals is a huge barrier in getting the support you need".

In relation to services in Norfolk some of the comments received highlight:

"I found it hard getting help because my life was in Norfolk and I didn't want to move to another area so stayed with my sister in Suffolk which then made it hard to get help and support. I also found it hard to get the help and support for my children, as when we did move back to Norfolk, we lived the wrong side to get them the help they needed."

"It would [have] been helpful for me to be accommodated in a local refuge rather than being advised this wasn't possible for safety reasons and that I needed to go out of county which I couldn't do because of the children's school."

This mirrors some of the findings in the Needs Assessment which shows there is an inconsistency in the services that are provided across Norfolk.

What will this Support in Safe Accommodation strategy achieve?

2



2.1 What services are there in Norfolk (including those from out of the County) for victim-survivors of DA?

22% of all crime reported to Norfolk Constabulary is DA related and reports have been increasing annually, including through the pandemic. During the pandemic DA support services experienced an increase in demand during the lockdown and that victim-survivors faced difficulties in safely seeking support under these conditions. A significant amount of DA remains unreported, with estimates suggesting 5.5% of adults in England and Wales aged 16 to 74 years experienced DA in the last year².

Norfolk has 7 refuges, one in each district. These refuges combined have 54 bed spaces but can only accommodate female victim-survivors. The accommodation is a mix of self-contained and communal accommodation and is available to all residents within Norfolk and out of the county. The refuges are owned by 4 housing associations/Registered Providers (RPs).

Norfolk County Council has funded support in the refuges for many years and these are commissioned with 2 providers, Leeway and Orwell. These contracts are in the process of being extended until March 2023 (and as part of the ongoing improvement plan outlined in this strategy, any renewal will be based on our Needs Assessment at that time). Support can include:

- DA Advocacy
- Practical and emotional advice and support
- Housing options advice, re-settlement support including advice on how to live safely and independently (move-on)
- Counselling and therapy for adult and child victim-survivors (in some refuges)
- Dedicated specialist support for children (in some refuges).

Further details of the refuges including wheelchair accessibility is included in Appendix 5.

In addition to the seven refuges there are two safe houses (Norwich and North Norfolk) and one safe house due to be leased shortly in King's Lynn. These safe houses are leased by Leeway and rely on rental income, sometimes provided through the benefit system. The King's Lynn safe house has also received some funding for an additional support worker. Further information in relation to the safe houses can be found in Appendix 6.

Covid funding provided temporary spot accommodation provided by Leeway, but this funding ended in November 2021. The funding enabled 49 victim-survivors (including 1 male victim-survivor) and 54 children to be accommodated (July 2020 - August 2021). The type of accommodation being provided through this route are hotels, bed and breakfast accommodation, or self-contained or shared houses acquired by Leeway. Leeway can also provide short term emergency accommodation for victim-survivors with no recourse to public funds but the funding of this ends in February 2022.

DA support in the community is available to those not living in DA accommodation and can be accessed through several organisations across Norfolk. These are:

- **Leeway DA & Violence Service** – For women and children. Support includes refuges, community services, outreach services, power to change programmes, IDVAs.
- **The Pandora Project** – a women's centre (King's Lynn), children's services, group programmes, LGBTQ support.
- **South Norfolk Early Help/Orwell** – includes housing support, debt advice, mental health and support plans.

² [Domestic abuse in England and Wales overview - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domesticabuse/articles/articles/2021-07-27-domestic-abuse-in-england-and-wales-overview)

- **Daisy Programme** – support men and women in the Breckland area with courses and counselling.
- **One Voice Traveller** – support Gypsy Traveller and Roma Communities across East Anglia.
- **Restitute** – specialist support service for those who care for survivors of sexual or violent crime.
- **Sue Lambert Trust** – support for victim-survivors of sexual and/or DA
- **Norfolk Community Law Services** – legal advice for victim-survivors.

The organisations listed above provide different services but can include:

- Support for females only, female, and male and some 3rd party (e.g., parents, grandparents) and child on parent violent programmes.
- Advice lines (some 24-hr support) and some are for Male advice lines staffed by specialist male workers.
- Women's outreach service
- Face to face support and counselling
- Residential services including emergency accommodation for females only, short term emergency accommodation for people with no recourse to public funds.
- Therapeutic support, peer mentoring, recovery groups and courses such as the Freedom Programme and My Confidence.

The DA Act classifies any child who “sees or hears, or experiences the effects of the abuse” as a victim of DA. Although specific support for children is not available in all safe accommodation currently, support can be sought for any child or young person in Norfolk through a dedicated emotional health pathway where they can receive low-level emotional health need support of around 6-8 sessions of resilience- based work; if needed the Team are able to refer on to more appropriate onward support. All referrals to the Emotional Health Pathway are made through [Just One Norfolk](#). There is also a plan to develop a one-single referral route for children and young people with mental health needs, but this is unlikely to begin until Autumn 2022.

Norfolk County Council also provides the Community, Information and Learning Service which offers the following within local communities:

- Help for both short- and long-term help in relation to financial support, rent support and referral to wider support services. The digital inclusion offer specifically references those fleeing DA to ensure victim-survivors are digitally included.
- The Digital Team in Customer Services provide web offer comprising information, advice and signposting online for those affected by or wanting to know more about DA.
- All staff in library settings are trained in safeguarding and part of the Early Help Hubs offer is to local refuges to promote family activities and ensure digital inclusion. Staff can identify need through open conversations and can refer to the Norfolk Community Advice Network (NCAN).

In addition to this there are national DA support services such as Mankind, GALOP, Age UK and many more.

If you need help in relation to DA please refer to Appendix 7.

In terms of DA training in Norfolk there is the DA Change Champions training (“The Champion Training”) that is currently administered by Norfolk County Council. The Champion Training is available to any organisation that wants to improve their response to DA, this course is in line with level 3 the Social Care learning pathway. There is also the opportunity to top this up with additional training such as DA, Stalking and Harassment (“DASH”) Refresher’ and a new course ‘Understanding the Domestic Abuse Act 2021’.

The Champion network aims to enhance knowledge in frontline organisation, therefore reducing risk of serious harm in the belief that such training will decrease the human and organisational cost

if risk is identified and managed early. Champions are supported by DA change coordinators who provide opportunities for Champions to network, increase good practice knowledge, be kept up to date with information to take back to their organisations and provide specialist advice to Champions. The Champion Training Network will shortly transfer to the new Norfolk Integrated Domestic Abuse Service (NIDAS).

Social workers have a critical role to play in not only identifying signs of DA but being confident in their response to it. Within Norfolk County Council practitioners have access to various training opportunities such as DASH Risk Assessment training, Safeguarding Courses and Safeguarding Development Sessions such as 'Domestic Abuse and Older People'.

There is also a shorter 'Understanding DA' course for organisations (including for internal staff), this is level 2 on the pathway. In development for all County Council staff is a level 1 course that will be available online.

Some DA support providers such as Leeway do offer training for a fee. Currently there are no districts or housing providers with DA Housing Alliance's accreditation (DAHA).

Since August 2021 two provider events have been held and another will be held in February 2022. These events highlight the work being undertaken to ensure providers of DA accommodation and support could assist in the shaping and onward delivery of this strategy as well as helping us to continue to engage with victim-survivors to help shape this strategy. An overview of the findings of the engagement is included in Appendix 8. But the following key points were made:

- A priority for providers was an increase in flexible accommodation
- It was generally agreed that the Needs Assessment was a good start, but there were significant gaps in relation to those with protected characteristics. It was noted there appeared to be a lack of emotional/psychological understanding and represented factual (quantitative) data – it was missing the voice of the victim-survivor.
- Most providers wished for further events to be held (perhaps quarterly)
- Greater consideration of victim-survivors with more complex needs and those that wished to remain at home close to support networks.
- More needed to be considered in relation to those who do not progress beyond a referral.
- The Needs Assessment does not capture what longer term support is required (outreach).
- Solutions to some points included:
 - A Norfolk wide pledge in relation to DA
 - Robust staff training
 - Raising awareness of DA in the community
 - DAHA accreditation
 - Satellite accommodation service
 - Mentor programme
 - Additional services for children in terms of specific therapeutic support
 - More bespoke services for victim-survivors with complex mental health needs.
 - Transitional support when moving on from safe accommodation
 - Different methods for victim-survivors to participate in engagement.

In terms of what can be accessed and used by residents of Norfolk in neighbouring authorities such as Cambridgeshire, Suffolk and Lincolnshire these are as follows:

- Cambridge (with Peterborough) has 4 refuges all of which are for women and children
- Suffolk commission 3 separate refuge accommodation providers offering communal living in locations across the county (31 spaces in total). Suffolk also commissions several satellite units which provides flexible accommodation for victim-survivors who are male and/or those with mental health and/or substance dependency needs – where communal refuge is not always suitable.

- Lincolnshire – At this time it has not been possible to establish the level of safe accommodation provision in the Lincoln County Council's area.

2.2 Service achievements in Norfolk

Norfolk now has a Single Point of Contact – NIDAS, so that those who need to can be offered advice and guidance in relation to their options – **Any victim-survivor or professional can call NIDAS to seek advice and support in Norfolk.**

The new service is commissioned by the Office of the Police and Crime Commissioner Norfolk ("OPCCN") and is partly funded by Norfolk County Council (Adults and Children's Services), Norwich City Council, Broadland District Council and South Norfolk District Council. means the following assistance is provided:

A range of support to all victim-survivors over the age of 16, at all levels of risk. NIDAS can support people living within their own home through:

- A helpline / single point of contact for anyone requiring advice and support
- Multi-agency partnership working
- Digital support
- Signposting to other community support networks
- Contact with trauma informed person centered, trained and skilled staff
- Specialist support around stalking
- Sanctuary support for high-risk victims
- Support to access safe accommodation including refuge and satellite accommodation
- Improved community response through dedicated coordinator.

NIDAS ensures that the referral pathway for victim-survivors of DA is improved as previously there have been many different routes to seek advice; Norfolk will now have a single point of access for all needs. NIDAS will also be able to provide a Norfolk-wide service for medium and high-risk victims, direct support for children (parent supported by IDVA), a dedicated IDVA resource in help hubs for districts who are funding partners, management and development of the Norfolk DA Champion network and enable direct access to recovery Adolescent to Parent Violence and Abuse ("APVA") programme for funding partner districts only. NIDAS will also need to engage with Mental Health Social work and other Adult Social Service teams. NIDAS will ensure an improved service to male victim-survivors and those with protected characteristics. Through a single referral pathway, it will provide help and support that is more widely accessible across Norfolk ending the postcode lottery.

97% of Norfolk schools and colleges are currently signed up to the Operation Encompass scheme. Norwich has the highest proportion of notifications across the county. To find out more about Operation Encompass please click on this link: [Operation Encompass](#)

To ensure victim-survivors can move on from safe accommodation and have their housing needs highlighted as a priority, the districts have been drafting an Accommodation Protocol which will mean that all councils will be able to offer victim-survivors a homeless priority that is consistent across Norfolk and providing the ability for people to move-on from safe accommodation into permanent homes.

Multi Agency Delivery and Partnership Approach

Norfolk has strong partnership arrangements in place to share information and develop joint plans – For example the MARAC is an integral part of the Coordinated Community Response model to DA in Norfolk. It is linked to the Independent Domestic Violence Advocacy (IDVA) service and the Specialist Domestic Violence Court (SDVC).

The main aim of the MARAC is to reduce the risk of serious harm or homicide for a victim and their families and to increase the safety, health, and wellbeing of victims. In a MARAC local agency will discuss the highest risk victims of DA in their area. Information about the risks faced by those victims and the actions needed to ensure safety. The resources available locally are shared and used to create a risk management plan involving all agencies.

Norfolk County Councils' Children's Services provide a range of support to families to recognise and respond to the early signs of DA and provide support to families in need. This includes support by the Early Help team to facilitate and respond to disclosures of DA. There is also the expansion of the DA Team in Children's Services and the development of multi-disciplinary teams (DA Social Workers, Mental Health and Drug and Alcohol services) to better support families where DA is occurring. These teams will need to draw on/in with Adult Mental Health Social work and other Adult services.

Norfolk County Council Adult Social Services – As part of the Homelessness and Capital Housing Team, the Service has a commitment to ensuring that alongside Children's Services there is a commitment to ensuring that victim-survivors of DA have the right accommodation and level of support that is needed. The Team has commissioned the Needs Assessment and recently appointed a DA Commissioning Manager to oversee the implementation of the Support in Safe Accommodation Strategy for Norfolk and the Tier 1 duties under the Act. The Team works closely with all partners of the DASVG and leads on the NDAPB.

Domestic Abuse Perpetrator Partnership Approach ("DAPPA") - is a new approach in Norfolk, led by Norfolk Constabulary and supported by OPCCN. DAPPA is a multi-agency approach to addressing DA within Norfolk, managing perpetrators of DA and thereby protecting the most vulnerable victims. DAPPA will identify perpetrators who present the most serious or repeated risk of harm and these cases are discussed at monthly partnership meetings for ongoing management. DAPPA will seek to develop robust multi-agency risk management plans around perpetrators using a problem-solving approach with a full menu of tactical options. It will feature two pathways – those that are adopted onto the diversion pathway, including intensive targeted support, and those that are adopted onto the pursue pathway.

Key agencies in Norfolk use existing duties and powers to hold perpetrators to account - Norfolk Police and other criminal justice agencies deploy a range of tools and powers, which includes but is not limited to DA Protection Orders and Notices, Non-Molestation Orders, Integrated Offender Management, and promotion of Clare's Law (DA Disclosure Scheme). By deploying these duties, victim- survivors can be supported to remain in their own homes.

Norfolk Safeguarding Adult Board and Norfolk Safeguarding Children Partnership are the formal arrangements which bring together statutory agencies such as Norfolk County Council, Police and Health and non-statutory organisations to actively promote effective working relationships between different organisations and professional groups to address the issues of abuse and harm.

Norfolk has strong partnership arrangements in place to share information and develop joint plans to protect victim-survivors and to manage and monitor perpetrators – MARACs are held regularly in Norfolk, to reduce the risk of serious harm or homicide for a victim and to increase safety, health and wellbeing of victims, both adults and children. In MARAC local agencies will meet to discuss the highest risk victims of DA in their area. Information about the risks faced by those victims, the actions needed to maximise safety, and the resources available locally are shared and used to create a risk management plan involving all agencies. Agreed actions can include a range of measures such as police surveillance, alarms/CCTV being fitted, Clare's Law disclosure, Children's services referral, child contact/care plans provision, management of perpetrator and joint visits to engage with victim. Agencies will report to the MARAC Co-ordinator when these are completed.

Department of Work and Pensions (DWP) - The DWP continues to work with local partnerships (such as NDAPB) and organisations across Norfolk to ensure vulnerable people are supported. The DWP can help victim-survivors of DA by providing safe spaces in Jobcentres, signpost to local experts and support networks. DWP can suspend any work-related requirements for 13 weeks and can extend this period if required. DWP can also support victim-survivors by helping them to open a new Universal Credit claim and provide guidance on eligibility for a DWP Universal Credit Advance for a new claim, benefit transfer or a change of circumstance.

2.3 What commissioning intentions will Norfolk make to meet the gaps identified and improve DA services?

Reflecting the outcome of the Needs Assessment the following key areas will address the gaps identified:

- 1. Increase the amount and flexibility of safe accommodation:** As identified by the Needs Assessment there is an unmet need for safe accommodation of 38 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of all victim-survivors, those with children (including older male children) and those with protected characteristics and victim-survivors with more complex needs.
- 2. Improve engagement with victim-survivors of DA:** The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. **Improve the quality of support and safe accommodation:** Ensure that accommodation and support in safe accommodation is of the same quality and standard across Norfolk and the monitoring and engagement with victim-survivors encourages quality improvement.

4. **Support children in safe accommodation:** The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation currently, and this needs to be levelled up across Norfolk. Any new safe accommodation will provide such support to children in the future.

5. **Improved intelligence:** The Needs Assessment identifies that the data used is often aggregated and there is risk of duplication. Data needs to be improved to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their demands met outside of the County, and who may wish to return to Norfolk, and those seeking refuge from outside of the County. Other gaps include our understanding of affordability and whether this is a barrier to safe accommodation.

Our commissioning intentions to implement the above improvements are considered in the delivery plan on page 28.

The Needs Assessment identified and made recommendations that are not covered within this Support in Safe Accommodation Strategy for Norfolk as this is a specific response to Part 4 of the Act. It is the intention of Norfolk County Council to ensure that the DASVG Strategy encompasses the approach to:

- Prevention and Reduction of DA
- Responding to perpetrators
- Sanctuary accommodation
- Homelessness in relation to DA
- Use of temporary accommodation
- Move-on accommodation (permanent as a priority and step-down temporary accommodation if that is the best option for the victim-survivor).
- Increase referral rates from partner organisations to MARAC.

2.4 Delivery Plan – We Will

Action No.	What we will do	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
Increase the amount of safe flexible accommodation with appropriate support						
1	Continue to support the provision of support in refuge accommodation and safe accommodation in Norfolk.	Extend existing contracts to align with priorities identified in this strategy.	Existing and improved KPIs.	£590,000	ongoing	
2	Work with RPs, Districts and Homes England to investigate opportunities to deliver more (flexible) accommodation and involving support providers. This could be through re-purposing of existing buildings, leases for spot-purchase or new-build refuges.	Work with partners to set up a strategic housing partnership group to consider DA accommodation and establish how that will be delivered.	38 ³ additional bedspaces required - ideas that result in more flexible approaches to DA accommodation to meet data demand led intelligence.	New Burden's funding cannot be used for capital. Work with RPs and Homes England and work with NCC. Estimate Support per unit c. £11k p.a. – this will increase as needs of young people and children are considered. Total approximately £418,000 (once 38 units + increase once inflation is known).	Year 1	Instigate Development group
					Year 2	16+ additional bedspaces
					Year 3	22+ additional bedspaces
3	Pilot a satellite accommodation offer.	Explore safe satellite accommodation in areas of demand and limited supply.	Flexible accommodation to meet all needs especially those of males and those with protected characteristics including older people	Leases to be paid by rental income –support through New Burdens funding, Considered £110,000 p.a.(once an additional 10 units achieved (+ this may increase once inflation is known)	Year 1	4 units
					Year 2	3
					Year 3	3
4	Approach the 4 RPs who own existing refuge a/c to look at whether modifications can be made to increase PD accessibility.	Support and champion the need for accessible accommodation.	Additional units accessible to those with a physical disability – meetings to be held quarterly with RPS	Work with districts and RPs in terms of a joint approach to funding adaptations that cannot be funded as DFGs.	It is envisaged 1-2 units of existing accommodation could be adapted to meet wheelchair compliance.	

³ Please note that in the draft copy of this strategy it cited 26-36 bedspaces, but the Needs Assessment was updated to reflect new data which identified a more accurate and slightly higher number – 38 bedspaces.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
5	Accommodation and support for those who have no recourse to public fund.	Continue to work with Norfolk's People from Abroad Team, Childrens Services and Central Government to ensure that victims of DA can access and receive advice and support.	Implement monitoring of numbers approaching existing services including the People from Abroad Team.	N/A	Year 3 – Ambition To identify adequate funding for refuge/specialist accommodation provision to enable people with no recourse to public funds who are fleeing DA can access a place of safety where they can be supported to access legal advice and establish a sustainable outcome to their situation of destitution.	
6	Ensure that accommodation can meet needs that may arise from out of County.	Improve our engagement with bordering Tier 1 authorities through existing regional networks.	Out of county recording will be improved so that any requirement is demand driven.	Administrative in terms of engagement. Any additional capacity needing to be funded will be sought as part of a forward strategy or refresh of delivery plan.	Year 1	Networking/engage
					Year 2	Improved data
					Year 3	Strategic direction on need/response included in future strategy.
7	Employment of additional support workers to assist in linking move-on from refuge or other temporary accommodation with target hardening measures installed (Sanctuary schemes).	Fund specific posts across existing safe accommodation network to link with NIDAS service – through LHAs or DA providers.	Increase in throughput of victims in safe accommodation moving to secure, permanent accommodation.	£100,000	Year 2	
8	Where new provision is about to be provided enable the necessary support to be provided (e.g. new safe accommodation in King's Lynn).	Work with providers that are involved at a local level providing level of funding required is within procurement guidelines.	We will set-up as part of the contractual requirements and with input from NODA a data intelligence gathering framework with KPIs that clearly identify the impact of any pilot for example.	Planned £50,000 (Year 1 and 2) and further £25,000 for Year 3) currently for King's Lynn and West Norfolk if agreed.	Asap	Year 1

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
9	Increase in refuge capacity by improving access to permanent accommodation.	Accommodation protocol that prioritises the need for move-on accommodation for victim-survivors of DA.	Endorsement by all districts and housing providers..	Resource intensive but unlikely to impact on funding as such.	Year 1	Draft protocol
					Year 2	Endorsement and implementation
					Year 3	Monitoring: <ul style="list-style-type: none">• decrease in length of stay• increase move-on specifically to social housing.
Improve engagement with victim-survivors of DA						
10	Raise awareness of DA across the county through sustained and consistent DA messaging.	Develop a comprehensive, targeted, rolling communications and marketing plan as part of the DASVG strategy.	Our community is aware of DA, its impact and where to seek help and rejects social acceptance of DA.	Zero cost – linkage and join up with OPCC, LHAs, Community providers and NCC.	Years 1-3.	
11	Better understand people’s experience (inc. those with protected characteristics, NRPF, male & children as victim-survivors) of accessing/using DA support services & safe accommodation in Norfolk.	Develop a victim-survivor engagement framework that can help shape and co-produce new services, improve existing services and such engagement is sustained.	Commission an investigative piece of work that focused on hearing the voices of victim-survivors (Experts by Experience Group).	£30,000 New Burden’s Funding.	Initial scoping exercise by 5.1.22 and Year 1. Framework designed and co-produced Year 2.	
Improve the quality of support and safe accommodation						
12	Housing providers and district housing teams to gain DAHA accreditation status.	Positive engagement and commitment to a grant agreement that supports partners to achieve affiliation/accreditation.	The Domestic Abuse Housing Alliance who undertakes the process monitoring improvements made.	New Burden’s Funding approximately £91,000 to fund up to March 2024.	We are already working with Standing Together and ensuring that partners have the staff resourcing to commit to the process of working towards affiliation/accreditation.	

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
13	Work with NCC Integrated Quality Service to develop a QA framework for Safe Accommodation.	NCC Integrated Quality lead developing QA Programme for Safe accommodation.	Quality indicators collated and reported to NDAPB – areas of concern acted upon (including any reference to children Action 17).	£43,800 (Year 1 – 2) approximation only and may be required for Year 3.	Year 1 design Year 2 – 3 – projection for a p/t post required.
14	Develop a set of measures that will be able to monitor the impact of this and the DASVG strategy.	Victim voice membership on the NDAPB – development of a countywide approach to victim-survivor feedback.	Annual survey and victim/survivor feedback – annual conference.	Existing staff resource.	Year 1 – on going.
15	There is a question as to whether refuge staff also require therapeutic support services.	Reinforce existing support measures in place in employment contracts.	Feedback from safe accommodation staff through QAF process.	Potential to include survey of providers to seek evidence of whether sufficient support to staff is currently being met. If not this may increase current funding of commissioned services within safe accommodation in the future.	Year 1 ongoing.
Improve support for children in safe accommodation					
16	Provide therapeutic play support in all refuges and the ability to access such support from other forms of safe accommodation. What may be needed is psychological trained mental health practitioners.	Build on support available to children and young people in existing, safe accommodation Develop specification with providers and victim/survivors and implement in all new safe accommodation.	Standard KPIs and QAF.	Number of young people/children in safe accommodation varies so commissioning model will need to be flexible – current estimates £130,000 p.a. (based on £5,000). Year 1 (January-March) = £34,000.	Year 1 ongoing – please note that the amount is for existing accommodation, however we are looking to increase our safe accommodation by 38 units and the number of children may vary of children than the current average may need be supported = a maximum of £95,000 pa additional to £130,000 pa = £225,000 approximation.
17	Improved understanding of those with children that have no recourse to public funds.	As part of the overarching work on NRPF (Action 5 above).	Refer to Action 5.	Refer to Action 5.	Refer to Action 5.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
18	Ensure that as part of the involvement of NCC Integrated Quality Service auditing that children as part of safeguarding are included within the PAMMs approach or any other method used.	As part of the overarching piece on quality assurance in safe accommodation (refer to Action 13).	Refer to Action 13..	Refer to Action 13	Refer to Action 13.
19	Bespoke support for young people aged 16+ fleeing DA in their own right.	Ensure safe accommodation specification encompasses those who are 16+.	Increase in intelligence as part of the ongoing requirement for NODA to refresh Needs Assessment.	Part of existing specification no additional cost.	Y1 – Y2 refresh
20	Legal assistance for those going through the court process.	Future ambition that may be identified as a requirement following engagement with victim-survivors.	To be evidenced.	Not known currently.	Not known currently.
Improved intelligence					
21	NODA to implement improvements to data capture and recording of the Accommodation Needs Assessment	Commission NODA to accomplish.	Evidence available	£4,000 p.a.	Y2 – Y3 (refresh and renewal of Needs Assessment)
22	NODA to work with Healthwatch to improve access to health data.	Commission NODA to accomplish.	Evidence available.	As above.	Y2 – Y3 (refresh and renewal of Needs Assessment).
Health					
23	Support the development of a contemporary dual diagnosis strategy.	Ensure involvement of Domestic Abuse Commissioning Manager	Overview only	Part of work under separate directorate	Planned but no fixed timescale as far as is currently known.
24	Links to homelessness.	Norfolk Strategic Housing Partnership is already established. LHAs are part of the NDAPB.	Ensure DA is included as part of Homelessness Action Planning.	Currently no implications, but Action Plan work may identify need for a gap to be met in this area.	May result in future priority.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
25	Drugs and Alcohol	Work with Public Health to ensure that service commissioning factors in the additional vulnerability and risk that accompanies DA	This will be part of the NODA refresh of Needs Analysis	Included in Action 20	Included in Action 20
26	Therapeutic support for those with MH illness (more bespoke service) for Adults (children included in Action 16)	Continued work with CCG and health colleagues to ensure synergy and join up with health provided services	Included in Action 16	Included in Action 16	Included in Action 16
27	Improved understanding of those with protected characteristics (e.g. Learning Difficulties, MH) and also older people	Improved intelligence of work being undertaken by NODA and engagement work being undertaken by NESTA	This will be part of the NODA refresh of Needs Analysis and improved engagement through framework design and co-production by NESTA.	Included in Action 11 and 20	Included in Action 11 and Action 20

2.5 Our ambition

Our future ambition will be determined by engagement with DA support and accommodation providers as well as engagement under our emerging framework with victim-survivors.

Norfolk develops a model of satellite refuge / safe accommodation across Norfolk to address current gaps which can be sustained and increased if needed over time. The accommodation will be:

- **Open to male and female, LGBTQ+ victim-survivors over the age of 16 and their children. Ensure accessibility to ethnically diverse communities.**
- **Open to Norfolk and non-Norfolk residents as per requirements of the Act**
- **Self-contained**
- **Single gender accommodation**
- **Of varying sizes to accommodate families with multiple children**
- **Accessible for individuals with a disability and/or for older victim-survivors**
- **Include pet friendly accommodation (a proportion of units will welcome pets)**
- **Compliant with minimum standards (include white goods, curtains, beds etc.)**
- **Accessible to amenities and public transport**
- **Accessible due to affordability**

Sanctuary Scheme provision is widened and victim-survivors where they wish can remain safely in their own home. At present we understand that adaptations are usually carried out by workmen and we would like to find a way to train victim-survivors of DA to become handy people that can assist in the Sanctuary Scheme but also provide paid help as handy person service in the future.

Victim-survivors of DA routinely present as homeless to district and borough housing teams and are housed in temporary accommodation. Victim-survivors of DA are considered a priority for accommodation and their need for temporary and / or permanent accommodation. The temporary accommodation provided would not meet the Act's definition of "Safe Accommodation". It is not dedicated to DA victim-survivors however, victim-survivors would be able to access DA support from NIDAS.

Norfolk residents can access refuge provision including out of county preferably via a single point of access. By doing so there is the ability to record data which is currently missing from our Assessment.

Norfolk will look to enhance the DA support available to victim-survivors with complex needs including high dependency on alcohol/substance misuse and those with complex mental health needs (both adult and children).

Norfolk will ensure that responsive and effective DA Support is delivered alongside safe accommodation, which will include:

Provision of specialist support to address specific needs, this includes but is not limited to:

- Male victim-survivors
- Female Genital Mutilation and/or modern-day slavery
- Victim-survivors who have No Recourse to Public Funds
- Victim-survivors who are older (over the age of 65)
- Victim-survivors with a disability
- Victim-survivors from the Gypsy and Traveller communities
- Victim-survivors who identify themselves as LGBTQ+
- Victim-survivors with LD (including children)
- Victim-survivors who are younger (16-21)
- Victim-survivors who have experienced honour-based violence, faith-based abuse, modern day slavery and exploitation, Forced Marriage and / or harmful practices.
- Victim-survivors who have drug and / or alcohol dependencies
- Victim-survivors with Mental Health needs
- Victim-survivors with experience of homelessness and rough sleeping
- Victim-survivors who are carers or the cared for
- Victim-survivors of child to parent DA.

Norfolk will ensure that all victim-survivors of DA in social housing - are provided with a secure lifetime tenancy as required under the Act (where tenancy has been granted). We will work close with RPs and Tier 2 authorities through the progression of the Accommodation Protocol.

Update/reinstate the Dual Diagnosis policy and strategy – Support the development of a Dual Diagnosis strategy and of more accessible Dual Diagnosis services. The lack of a contemporary strategy and services to support people who have serious mental health acuity and who may also be struggling with alcohol / substance dependency, is reported as a gap by several providers for people experiencing or perpetrating DA, plus wider needs cohorts including rough sleepers.

Specialist advice is gained to support victim-survivors in relation to No Recourse to Public Funds (NRFP), honour-based violence, FGM, modern slavery, forced marriage and faith- based abuse.

Norfolk will work with neighbouring local authorities to consider options to jointly commission safe accommodation and support Services where appropriate.

How will the Support in Safe Accommodation strategy be delivered?

3



3.1 Successful delivery of the Support in Safe Accommodation Strategy for Norfolk

The NDAPB will develop further a set of measures that will be able to monitor the impact of the strategy, and this is included as an action in the delivery plan. The Needs Assessment is refreshed annually, and any changes will be reflected in the strategy which will be reviewed quarterly by the Norfolk DASVG Board as the overseer of progress. By doing this Norfolk will be able to make changes based on the needs that have been identified and from the involvement and coproduction of victim-survivors of DA under the new engagement framework. This will ensure that our short-term and longer-term goals are reviewed and where still applicable, implemented.

A joint financial plan will be developed and agreed via the DASVG Board in relation to the New Burdens Funding across the County. This will be spent on “safe accommodation” and accompanying DA support. This will be annually refreshed and may include options to pool resources.

Norfolk will continue to raise awareness of DA and communicate the safe accommodation and the broader DA offer to residents of Norfolk. This will be published as part of the new communications plan that is included in the delivery plan objectives.

Norfolk will monitor progress of the delivery plan so that the strategy intentions can be report to DASVG on a quarterly basis and a more formalised set of measures will be agreed by the Board to measure the impact of the strategy.

3.2 Norfolk will know the strategy has made an impact when:

The following points would indicate that the commissioning intentions are achieving their objectives:

- Additional bedspaces are available, and capacity has increased
- Fewer victim-survivors are refused refuge
- There is more diversity and flexibility in the type of safe accommodation
- The safe accommodation is provided in areas of greatest need
- The length of stay in a refuge has decreased because there is greater access to social housing
- The ‘revolving door’ of DA reduces because the support provided to adults ensures victim-survivors recover and can live independently
- There is the right support available to children, so they are not exposed to witnessing violence which can impact their development and understanding of healthy relationships into adulthood⁴.
- The voices of victim-survivors are heard, and they know what they say will help improve DA services through actions
- Those that wish to stay in their own home are safe to do so

We do however acknowledge that along the way there could be barriers to our success such as:

- Lack of funding where Providers & victim-survivors believe priority should be made
- COVID-19 impacts
- Lack of support staff
- There are barriers to implementing the type of system changes required in relation to Data collation – perhaps because of GDPR for example.
- Government Policy changes.

⁴ Domestic violence and abuse – the impact on children and adolescents: Royal College of Psychiatrists [link to article](#)

ACKNOWLEDGEMENTS

4



Acknowledgements

We would like to thank our partners, specifically the OPCCN, and our Tier 2 authorities: Breckland District Council; Broadland District Council; Great Yarmouth Borough Council; the Borough Council of King's Lynn and West Norfolk; North Norfolk District Council; Norwich City Council and South Norfolk District Council. We are also most grateful for the advice and involvement of DA accommodation and support providers alongside the victim-survivors of DA across Norfolk who gave their time to add their voice to help shape the direction and content of this strategy. We also acknowledge the helpful advice from other Tier 1 authorities and also the Local Government Association.

We know Norfolk has more to do in hearing the voices of victim-survivors and their families – it is not just about them telling us their story, we must also act to improve their lives. We want to involve those who have lived experience of DA so that if there are areas of service delivery that fell short, we can start making those improvements.

We know that through improving our services, we can ensure that all sectors of our communities are reassured of the support available and where needed, there is accommodation that is safe and able to meet their needs.

We would like to thank members of the NDAPB and DASVG for their commitment and work to assist in the development of this strategy and to wider stakeholders within our Community Safety Partnership who provided their knowledge and expertise to help inform its objectives.

We would also like to thank both local and national advocate for victim-survivors of DA who took part in the Provider Engagement event and who will continue to be involved in the further implementation of this strategy.

List of acronyms

CYP	Children and Young People
DA	Domestic Abuse
DAHA	Domestic Abuse Housing Alliance (and Accreditation)
DAPPA	Domestic Abuse Perpetrator Partnership Approach
DASH	Domestic Abuse Stalking and Harassment
DASVG	Domestic Abuse and Sexual Violence Group
DLUHC	Department of Levelling Up Housing and Communities
FGM	Female Genital Mutilation
FM	Forced Marriage
H-CLIC	Homelessness Case Level Collection
IDVA	Independent Domestic Violence Advisor
LGBTQT+	Lesbian, Gay, Bi-Sexual, Transgender, Questioning and any other sexuality
MARAC	Multi-agency Risk Assessment Conferences
MASH	Multi-Agency safeguarding hubs
MCHLG	ministry of Housing, Communities and Local Government
NCAN	Norfolk Community Advice Network
NDAPB	Norfolk Domestic Abuse Partnership Board
NIDAS	Norfolk Integrated Domestic Abuse Service
NODA	Norfolk Office of Data and Analytics
NRPF	No Recourse to Public Funds
ONS	Office of National Statistics
OPCCN	The Office of the Police & Crime Commissioner for Norfolk
SV	Sexual Violence
VAWG	Violence against women and girls

Appendix 1 – NDAPB Terms of Reference



NDAPB TOR revised
October 2021.docx

Appendix 2 – Community Safety Partnership membership

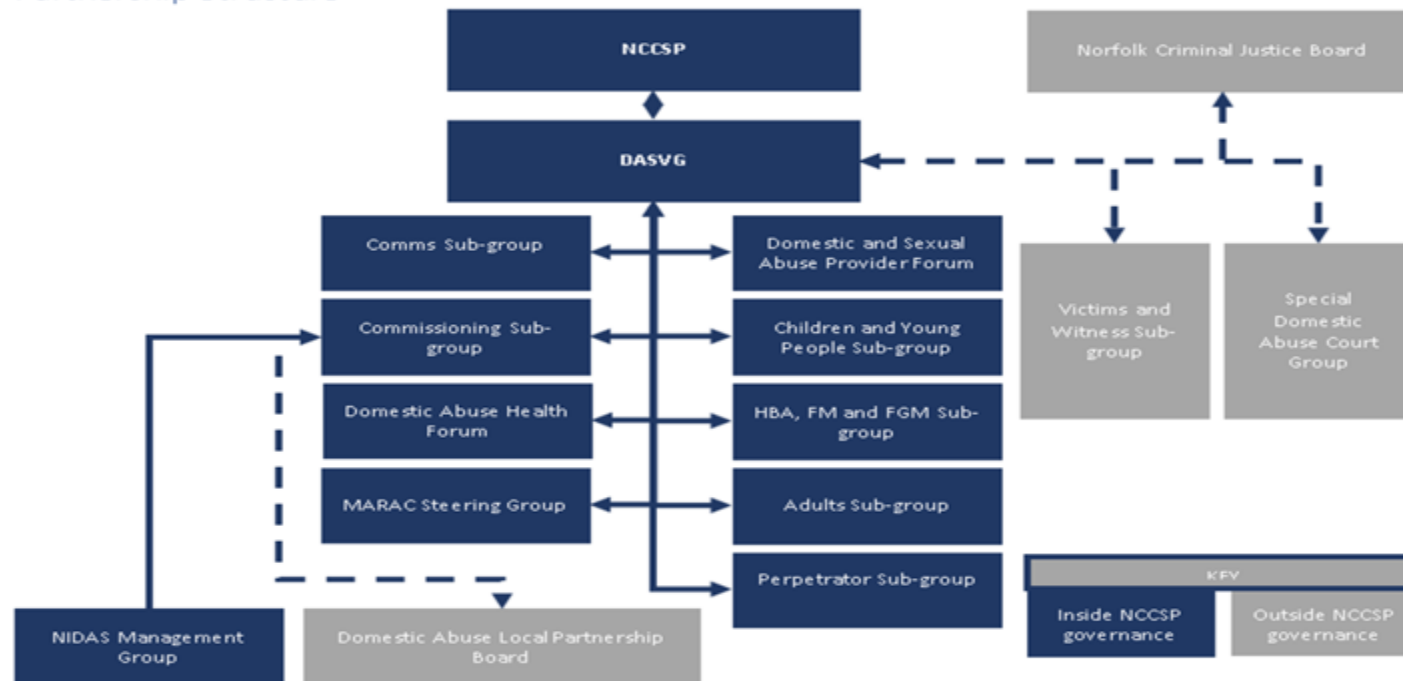
- ☐ Norfolk County Council
- ☐ Norfolk Fire and Rescue Service
- ☐ Norfolk Police
- ☐ The Office of the Police & Crime Commissioner
- ☐ Breckland District Council
- ☐ Broadland District Council
- ☐ Great Yarmouth Borough Council
- ☐ King's Lynn and West Norfolk Borough Council
- ☐ North Norfolk District Council
- ☐ Norwich City Council
- ☐ South Norfolk Council
- ☐ NHS Norfolk and Waveney Clinical Commissioning Group
- ☐ Norfolk Probation Service
- ☐ Norfolk Youth Offending Team
- ☐ Victim Support
- ☐ Norfolk Safeguarding Adults Board
- ☐ Norfolk Children Safeguarding Board
- ☐ Registered Housing providers.

Appendix 3 – Norfolk DASVG Partnership Structure

Norfolk Domestic Abuse and Sexual Violence Group (DASVG) Partnership Structure



Partnership Structure



Appendix 5 - Refuge information

Unit details	Target Groups	Disability Access?	Child facilities?	Child support offered
5 rooms in a shared house	Women and Children	-	Spaces for up to 4 children	-
5 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 8 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
6 rooms in a shared house	Women and Children	-	Spaces for up to 8 children	-
12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
8 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 14 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
6 units	Women and Children	Would not be able to support a wheelchair	Space for up to 8 children	

Appendix 6 – Safehouse information

Target Groups	Disability Access?	Max Capacity	Lease details	Other notes	Numbers supported (March 2020-Sept 2021)
Current provision					
Women and children	No wheelchair access	4 women 3 children	6 year lease	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	15 women 7 children
Women and children	No wheelchair access	3 women 2 children	3 year lease from Victory Housing Association	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	20 women 12 children
Provision being commissioned					
Women & children	Disabled access	5 women 3 children	5 year lease from Freebridge	1 staff member funded for one year to support complex needs	N/A

Get help now

If you, or anyone else, is at immediate risk of harm, phone the police on 999.

The silent solution: If you can't speak or make a sound when calling 999, listen to the operator's questions, then tap the handset. If prompted, press 55. Your call will be transferred to police who will know it's an emergency.

There is support available to help you whether you are currently experiencing domestic abuse or have recently left an abusive relationship. (See also the section [Help to move on](#) for help with the longer term impact)

Local organisations

Norfolk Integrated Domestic Abuse Service (NIDAS)

Contract awarded – further details to follow in relation to contact information.

Leeway Domestic Abuse and Violence Services

Website: www.leewayssupport.org

Email: referrals@leewaynwa.org.uk

Telephone: 0300 561 0077

web chat service – Monday 10:00 – 12:00, Tuesday 14:00 – 16:00, Wednesday 10:00 – 12:00, Thursday 14:00 – 16:00, Friday 10:00 – 12:00

- Refuge and safe house accommodation
- 24 hour telephone support
- Residential services including short term emergency accommodation for people with no recourse to public funds (this funding ends 28th February 2022)
- Specialist DA Support Worker for vulnerable adults
- Male advice line staffed by specialist male workers 10am-12pm every Wednesday
- One-to-one support and group work for children and young people
- Volunteer and training services.
- Multi-lingual support across Norfolk and free immigration advice

Orwell Housing Association Ltd

Telephone: 0845 467 4876

Email: havenproject@orwell-housing.co.uk

Area covered: South Norfolk

- Refuge accommodation in South Norfolk
- Telephone support line 10am-4pm Monday-Friday
- Emergency accommodation for females only
- Community support for men and women
- Orwell has a specialist domestic abuse worker in the South Norfolk Early Help Hub. Requests for support into this service can be made on 01508 533933 or via the [South Norfolk Help Hub](#) website

Norfolk & Suffolk Victim Care Service (facilitated by Victim Support)

Local Number: 0300 303 3706 (8am-5pm Monday-Friday)

Local Email: nsvictimcare@victimsupport.org.uk.

Live Chat at any time 24/7: [Live chat | Victim Support](#) www.nsvictimcare.org/referral

Outside office hours 24/7 Support line: [0808 1689111](tel:08081689111)

Telephone and face to face support for male and female victims.

Pandora Project

Website: www.pandoraproject.org.uk

Email: referrals@pandoraproject.org.uk

Area covered: King's Lynn and West Norfolk

- Advice Line: 07526 257857 (10am-3pm Friday only)
- Telephone and face to face support
- Drop-in sessions
- Support for female victims and survivors and child on parent violent programmes.

Daisy Programme

Facebook site: daisyprogramme.org.uk

Email: help@daisyprogramme.org.uk

Support for male and female victims

- Face to face support and counselling
- Survivor courses such as the Freedom Programme and My Confidence
- Drop-in support groups and choir
- Children and Young Peoples Domestic Abuse Worker (Breckland Only)
- Vulnerable Adults Domestic Abuse Worker.

Dawns New Horizon

Website: [Dawn's New Horizon | Domestic Violence Support Group \(dawnsnewhorizon.org.uk\)](http://Dawn's%20New%20Horizon%20-%20Domestic%20Violence%20Support%20Group%20(dawnsnewhorizon.org.uk))

Shop Phone: 01603 927717 (Opening hours only)

Mobile: 07854 044680 (9am-5pm 7 days a week)

Email: dawnsnewhorizon@yahoo.com

Social Media: [Twitter](#) / [Facebook](#)

Dawn's New Horizon supports male and female victims of Domestic Violence, providing a 'one stop shop' information and support service over the phone, online and face to face. We service the Broadland district of Norwich and there is always someone available to talk to in the shop. The support we offer enables, among other things, people to take back control of their lives.

Restitute

Restitute

www.restitute.org

support@restitute.org

<https://twitter.com/RestituteUK>

<https://www.facebook.com/RestituteUK>

<https://www.instagram.com/restituteuk/>

Area covered: all of Norfolk and Suffolk

- providing support for people who care for survivors of sexual or violent crime (including domestic abuse)
- 1 to 1 support worker, practical support, therapeutic support
- Support men, women, and children.

Sue Lambert Trust

Website: [Sue Lambert Trust – Support for survivors of sexual abuse](https://www.suelamberttrust.org/)

Phone: 01603 622406

Email: info@suelamberttrust.org

The Sue Lambert Trust offer a range of services including one to one counselling, support, and group work. These services are available to anybody aged 11+, in most cases for up to 12 months.

National organisations:

National Domestic Abuse Helpline

[Freephone National Domestic Abuse Helpline - 0808 2000 247 \(refuge.org.uk\)](https://www.refuge.org.uk/)

Provide Live Chat as well Mon-Fri 3pm-10pm

Website [Refuge Against Domestic Violence - Help for women & children.](https://www.refuge.org.uk/)

- 24 hour domestic violence helpline (chat, web form, telephone)
- Protection from all types of abuse including tech abuse
- Referral to emergency safe accommodation and information about refuges
- Information about legal rights, housing and welfare rights and protection of children. Referral to the relevant services
- Advice and information for victims, professionals, friends or family

Galop

Website: www.galop.org.uk

Telephone: 0800 999 5428

Email: info@galop.org.uk

- Support with lesbian, gay, bisexual and transgender domestic abuse
- Telephone support line open 10am-5pm Monday, Tuesday and Friday, 10am-8pm Wednesday and Thursday
- Transgender specific support line 1pm-5pm Tuesday
- Online chat support available 5pm-8pm Wednesday and Thursday

Women's Aid

Email: helpline@womensaid.org.uk

Live Chat – Instant Messaging Service

Forum (women 18+)

Respect Men's Advice Line

Website: www.mensadviceline.org.uk

Telephone: 0808 801 0327

Email: info@mensadviceline.org.uk

- Advice and support for men experiencing domestic violence and abuse
- Telephone support line 9am-8pm Monday and Wednesday, 9am-5pm Tuesday, Thursday and Friday.
- If you are unable to call you can also receive support from the Helpline Advisors by emailing info@mensadviceline.org.uk and they will aim to reply within two working days
- Online chat support available 10am-4pm Tuesday and Wednesday.

Rights of Women

Rights of Women aims to increase women's understanding of their legal rights and improve their access to justice enabling them to live free from violence and make informed, safe, choices about their own and their families' lives by offering a range of services including specialist telephone legal advice lines, legal information and training for professionals.

T: **020 7251 6577** (family law helpline – other numbers are available on the website)

W: <https://rightsofwomen.org.uk>.

ManKind Initiative

Website: www.mankind.org.uk

Telephone: 01823 334244

- Telephone support line for male victims of domestic abuse 10am-4pm Monday-Friday
- Information about reporting incidents, planning an escape and police procedures
- Signposting to support for emergency housing and specialist legal help

National Stalking Helpline (delivered by Suzy Lamplugh Trust)

Website: www.suzylamplugh.org/refer-someone-to-us

Telephone: 0808 802 0300

- Telephone support line available 9.30am-4pm Monday, Tuesday, Thursday, Friday and 1pm-4pm Wednesday
- Advisors can provide information about the law in relation to stalking and harassment in the UK, reporting stalking or harassment, effective gathering of evidence, ensuring your personal safety and that of your friends and family, and practical steps to reduce the risk

Paladin: National Stalking Advocacy Service

Website: www.paladinservice.co.uk

Telephone: 020 3866 4107

Email: info@paladinservice.co.uk

- Provide trauma informed support, advice and advocacy to high risk victims
- Raise awareness of dangers and risks of stalking
- Provide university accredited ISAC training and CPD accredited training to professionals
- Analyse the application of the stalking law
- Campaign on behalf of victims of stalking
- Develop a "Knowledge Hub"— a single port of call for any victim seeking the best support and safety advice, for a professional seeking information about how to respond to stalking and principles of an effective advocacy service.

Appendix 8 - Provider Event feedback



Domestic Abuse
Provider Event 30.9.2

Provider event feedback:

List of Organisations represented:

Norfolk County Council (Adult and Children's Services) & NODA
District Councils
OPCCN
Norfolk Constabulary
Daisy Programme
Leeway Domestic Abuse and Violence Services
Action for Children
Orwell Housing
Saffron Housing Trust
Places for People
Spurgeons Children's Charity
MAP Young People
Ormiston Families
Flagship Group
ManKind initiative
Clarion Housing Group
Broadland Housing Group
Birmingham City Council
Sue Lambert Trust
Places for People
Magdalene Group
Restitute
Saffron Housing

Surveys currently being undertaken with victim-survivors and further engagement planned.

CONFIDENTIALITY

The contents of the appendix to this report qualifies as exempt information under section 100(A)(4) and paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 as it is *“information relating to the financial or business affairs of any particular person (including the authority holding that information)”*

and

2) In relation to the “exempt” information, it has been determined that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because disclosure would adversely affect the authority’s ability to manage its commercial financial and business affairs.

Accordingly, it is proposed that the appendix shall remain exempt.

URN:

Subject: Rough Sleeper Accommodation Programme Bid - Transitional Housing Scheme

Report to: ELT 4 May 2022

Housing and Neighbourhoods Committee 19 May 2022

Council 23 June 2022

Report by: Nicola Turner, Housing Director

SUBJECT MATTER

This report provides an update on the Council’s delivery of a Transitional Housing Scheme and the bid for funding via the Rough Sleeping Accommodation Programme which has been submitted for capital and revenue funding to deliver the scheme. The Transitional Housing Scheme will provide a self-contained home and support for up to two years for rough sleepers and those at risk of rough sleeping who have low or medium support needs to enable them to transition to settled accommodation.

Recommendations:

That Housing and Neighbourhoods:

1. Approve, subject to a successful grant application, the purchase of six properties and the procurement of six modular homes, or if required an alternative option to deliver the Transitional Housing Scheme.
2. Recommend to Full Council the approval, subject to a successful application for grant funding, the expenditure and the borrowing set out at paragraph 4.4 of the Confidential Appendix to deliver the Transitional Housing Scheme
3. Delegate decisions in relation to the delivery of the Transitional Housing Scheme through acquisition of properties in accordance with the Property Acquisitions and Disposals Policy and delivery of the remaining homes within the scheme to a Strategic Director and the Section 151 Officer
4. Approve the procurement of a third-party support provider to deliver the support and manage the twelve homes.
5. Acknowledge the previous acceptance of the Rough Sleeping Accommodation Programme grant funding and conditions.

1. INTRODUCTION

- 1.1 On 30 July 2020, Council approved the Rough Sleeping Strategy and Action Plan 2020. The action plan included an action in relation to the provision of additional supported housing for rough sleepers with low support needs or those at risk of rough sleeping who have never held a tenancy. This form of supported housing is referred to within this report as the Transitional Housing Scheme which will also meet the needs of rough sleepers with medium support needs. It forms an important part of the pathways approach ensuring there is a range of supported accommodation available to meet a range of needs. As part of this pathway approach, the Council secured capital and revenue funding via Homes England and the Department of Levelling Up, Housing and Communities (DLUHC) Rough Sleeping Accommodation Programme (RSAP) to deliver a Housing First scheme of five homes to meet the needs of rough sleepers with high/complex needs.
- 1.2 Subsequently to the approval of the strategy, the Council submitted a bid for capital and revenue from the RSAP to deliver the Transitional Housing Scheme by acquiring 17 properties from a Registered Provider. As a result of the completion of a number of additional surveys of the properties, it became clear that the scheme could not be delivered within the timescales or grant funding available. Whilst the Council sought to find a suitable alternative option to deliver the scheme, looking at three other options, none were deliverable.
- 1.3 As the need for the scheme remains, the Council continued to identify options to deliver the Transitional Housing Scheme. On 13 April 2022, a bid for capital and revenue was submitted for twelve homes across two sites. This report provides details of the Transitional Housing Scheme and seeks the necessary approvals to deliver the scheme, should the bid be successful.

2. CURRENT POSITION

- 2.1. The most recent RSAP funding round provides for longer timescales for delivering the properties with revenue funding available to 31 March 2024, with the option, subject to a review, of revenue funding being extended to 31 March 2025. Several options were considered to deliver the Transitional Housing Scheme, but the option of a dispersed scheme providing accommodation of different sizes and types was considered the most suitable, whilst also providing for a location within Great Yarmouth which is near to services.
- 2.2. The bid submitted seeks capital and revenue funding to deliver twelve homes. Six homes will be acquired from a private developer who is currently undertaking conversion works of a former House in Multiple Occupation into two buildings each providing:

- 2 x 1 Bedroom Flats – approximately 45m²
- 1 x 2 Bedroom House – 79m²

The ground floor flat and house being provided in each building will share a rear courtyard. The scheme has full planning permission and the developer has accepted the Council's conditional offer to purchase all properties, to an agreed price and specification once complete, subject to member approval of this report and grant funding being secured.

As the properties sit within two buildings, there will be a phased handover of the two buildings. Inclusion of two x two-bedroom homes allows the scheme to meet the needs of rough sleepers who want to share or who are an adult family reflecting the needs of the rough

sleeping cohort. When not required by a two-person household, these properties will be used as a one-bedroom property for one person.

The seller is open to working with the Council in relation to the finishing of the properties so there will be an element of control with regards to the end specification that will allow for consideration of ongoing maintenance and the needs of the intended occupiers. The appraisal includes a cost for a surveyor to inspect the properties during the works.

The Confidential Appendix provides pictures of the properties along with floor plans for the completed homes.

- 2.3 The remaining six homes will be provided as a new build option, utilising a modular form of construction to provide speed of delivery. In considering the options, the Council has had initial discussions with a modular company which has specialised in delivering modular homes which meet the needs of single homeless people as they are compact, cleverly designed space that whilst small at 24m², provide a safe and practical home considered acceptable to Homes England and utilised elsewhere in the country by other Local Authorities. The homes are delivered to site fully complete with fixtures, fittings and furniture. The homes would all be single storey. See Confidential Appendix for photo of completed homes and floor plan for this modular provider. Alternative modular options will also be considered.
- 2.4 Suitable sites for the modular homes are being considered – including areas of underused car parks within the General Fund. Following member approval of this report, the location of the site will be finalised and site investigations will commence to inform a full planning application.
- 2.5 To meet grant funding deadlines if successful, the planning application will need to be approved and groundworks to prepare the site for installation of the homes commenced by 31st March 2023.
- 2.6 The Council will seek to procure an external provider to deliver the support which is integral to the Transitional Housing Scheme. The external provider will provide the required expertise as well as provide resilience and allow for cover of absence.

3 FINANCIAL IMPLICATIONS

- 3.1 The Confidential Appendix provides full information on the capital and revenue costs of the scheme and the breakdown of grant and borrowing required to deliver the scheme.
- 3.2 The cost of borrowing will be met from rent, which will be at an Affordable Rent capped at the Local Housing Allowance rate of £92.00 per week. The appraisal shows the cost of borrowing and ongoing repairs and maintenance can be sustained from the rental income, although there is no allowance for supervision and management costs reflecting the provision of a dedicated support worker who will support the residents.
- 3.3 The revenue funding sought will fund a dedicated support worker at both locations with the bid seeking funding for in 2022/23 and 2023/24. There is no ongoing revenue funding for the scheme after 31 March 2024, but subject to a review, this funding may be extended by DLUHC and Homes England for a further year. However, the grant conditions require that in relation to the six homes which will be acquired from the private developer, they are available to meet their intended purpose of meeting the needs of rough sleepers for 30 years. The applicable timescale for the new build homes is 60 years. There are a number of mitigations for this risk:
 - Identification of additional funding streams for support from April of financial year in which RSAP funding ends – such as the Rough Sleepers Initiative Fund (subject to a

further bidding round opening in 2025) or use of the Council's Homelessness Prevention Grant. Conversion to a social rent would allow an Enhanced Housing Management charge to fund the required support but this would create a call on the General Fund to subsidise the scheme as a lower rent will meet less of the debt servicing costs and repairs and maintenance expenditure.

- Sale of the homes to the 4 x 1 one-bedroom flats and 2 x 2 bedroom to the Housing Revenue Account to become general needs homes.
- Retention of the six modular homes within the General Fund as temporary accommodation – the grant would then be ring fenced and used to deliver other affordable housing through a Replacement Agreement subject to agreement with Homes England.

4 RISK IMPLICATIONS

- 4.1 The RSAP grant funding requirements are based on milestones for completing the acquisition of the homes, starting works on the modular homes (Start on Site) and all works being complete allowing occupation (Practical Completion). If the submitted dates are missed and an extension cannot be agreed there is a risk that the Council will not be able to claim some or all of any approved grant funding. To mitigate this the delivery programme for the acquisitions and new build parts of the scheme will be carefully monitored to ensure remedial action can be taken to address any actual or expected programme slippages.
- 4.2 The acquisition of the six properties from the developer is, currently, more deliverable than the modular homes due to the requirement to secure planning permission. As the bid contains one part which is delivered through acquisition of homes and part which is new build, Homes England and DLUHC will consider the deliverability, strategic fit and value for money of each of these options separately, although they form part of one scheme. Should only one scheme be successful the revenue grant award will be prorated accordingly.
- 4.3 The delivery of the modular homes as stated above is subject to the submission of a planning application that may or may not be approved. The Council will determine the planning application as the Local Planning Authority in accordance with the requirements of the Local Plan and national planning guidance only. Prior to submitting the bid, informal advice was sought as to the suitability, subject to planning, of the site. If planning is not successful, there will be an element of abortive costs associated with preparing the plans, other professional fees such as architects and carrying out necessary site surveys and investigations.
- 4.3 This report seeks approval to deliver the six new build homes as modular or in an alternative way if it is not possible to deliver the homes using a modular option. Whilst it is not expected that this will be required, if the bid is successful, the Council will need to deliver those parts of the scheme which are grant funded via RSAP or return the funding allocation. This approval allows the Council to explore other delivery options if this will ensure the delivery timescales (and financial parameters) of the grant funding can be met.
- 4.4 The grant funding, if successful, requires the new build (modular) homes to start on site by 31st March 2023 which is ambitious. It would be at the discretion of Homes England and DLUHC whether to grant an extension which allows the start to slip into the following year. If an extension was not agreed, the funding would not be able to be claimed for start on site or practical completion. In this instance there would again be abortive costs. All twelve homes will need to be complete by the timescales set out in the bid, if the practical completion dates are missed, and extensions are not agreed, the final grant payment may be unpaid. The project costs include a project manager to ensure that the progress of delivery of the scheme is carefully monitored to allow earlier identification of issues which will impact achievement of

bid timescales and appropriate mitigating action to be taken. This risk, cannot, however be fully mitigated against.

- 4.5 There is the possibility that the Council will be awarded grant funding however, one or both of the identified schemes, for any number of reasons, will be unable to proceed. As before, work to remain aware of other options which could be a potential alternative to one of the two which form part of the bid will continue and alternatives will be considered if necessary.
- 4.6 Should only one scheme of six proceed, a smaller Transitional Housing Scheme will still provide a meaningful addition to the provision of housing on offer to rough sleepers and those at risk of rough sleeping and provide a critical element of the pathway approach that is being implemented.
- 4.7 Should the Council be unable to secure a suitable external organisation to deliver the support service and manage the homes, the Council will deliver the service itself, utilising the revenue grant funding to meet the costs of this service.

5 LEGAL IMPLICATIONS

- 5.1 The Council is able to provide homes and hold them within the General Fund. The Council will use the homes to discharge its homelessness duties under Part VII of the Housing Act 1996. The six properties to be purchased will be acquired in accordance with the requirements of the Property Acquisitions and Disposal Policy.
- 5.2 The Council can enter into a management agreement with a third party to manage the homes, but the Council retains legal management responsibility. The Council will issue non-secure tenancies to residents to occupy the homes within the Transitional Housing scheme.
- 5.3 The recent Housing First Scheme that is currently being delivered required grant funding and acceptance of the Homes England Rough Sleeper Accommodation Programme terms and conditions. This already signed agreement will also apply and extend to any funding awarded for the Transitional Housing Scheme.

6 CONCLUSIONS

- 6.1 A Transitional Housing Scheme is required to meet the needs of rough sleepers, those in hostel accommodation and those at risk of rough sleeping who have lower support needs to access stable, self-contained housing with support. The Transitional Housing Scheme will provide the occupiers with a period of up to two years where they will be supported to gain the skills to sustain a tenancy allowing an effective move on to settled independent living. The homes detailed within this report are necessary and suitable in the implementation of the scheme.

7 BACKGROUND PAPERS

- Rough Sleeping Strategy and Action Plan 2020 – Policy and Resources Committee 28 July 2020
- Acquisition of Property for Transitional Housing - Policy and Resources Committee 22 September 2020 and Council 29 September 2020
- Acquisitions and Disposals Policy – Council 23 February 2021
- Acquisition of Property for Transitional Housing Scheme – Housing and Neighbourhoods Committee 8 November 2021 (confidential report)

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Through ELT
Section 151 Officer Consultation:	Through ELT
Existing Council Policies:	N/A
Financial Implications (including VAT and tax):	At section 3 and in the Confidential Appendix
Legal Implications (including human rights):	Included in section 5
Risk Implications:	Included in section 4
Equality Issues/EQIA assessment:	The Transitional Housing Scheme will meet a particular need for supported accommodation for rough sleepers and those at risk of rough sleeping. Residence within the scheme will have a positive impact on their physical and mental health – both of which are none to be adversely impacted by rough sleeping.
Crime & Disorder:	The new homes will be designed and built to minimise properties vulnerability to crime.
Every Child Matters:	Not applicable

URN:

Subject: Housing Green Deal Update

Report to: ELT

4 May 2022

Housing and Neighbourhoods Committee

19 May 2022

Report by: Nicola Turner, Housing Director

SUBJECT MATTER/RECOMMENDATIONS

This report provides information on the Council's work to establish and agree with Homes England a Treasury Green Book compliant Housing Deal in order to support its interventions in the Great Yarmouth housing market to address market failure and issues of poor-quality housing.

Recommendations:

That Housing and Neighbourhoods Committee:

- 1. Note the report**

1. Introduction

- 1.1 This report provides information on the Council's work to develop a Treasury compliant Green Book Housing Deal in order to attract grant funding to support its interventions in the Great Yarmouth housing market addressing market failure and issues of poor-quality housing. This work reflects the differences in the Great Yarmouth housing market to other parts of the borough and the condition of housing stock across the town. Overall, the housing deal aims to ensure that Great Yarmouth has the right types of quality housing to meet housing needs and support the economic prosperity of the town and its residents whilst also improving the built environment and the attractiveness of the town. The Council's interventions will support

increases in land values and house prices making development of sites and particularly brownfield sites, more viable, increasing overall housing delivery in the town.

2. Great Yarmouth Housing Deal

2.1 Members previously received a report in 2018 setting out the Council's intention to develop a Treasury Green Book compliant bid to Homes England for funding to address a number of areas of market failure. A Treasury Green Book compliant bid requires five business cases to be completed:

- Strategic Case
- Economic Case
- Financial Case
- Commercial Case
- Management Case

Work continued throughout 2019 and 2020 to undertake the required financial appraisals of a number of interventions (see 2.2 below) with work on the Strategic Case, Economic Case and Financial Case completed in January 2021. In August 2021 an update document was completed which provided a commentary on market and other changes since the original financial work for these business case had been completed. These documents are combined in the document attached at Appendix 1.

2.2 The work completed presents a compelling and evidenced business case for Homes England grant funding to support the Council to intervene and improve housing conditions across Great Yarmouth across the following workstreams:

- Purchase and repair/conversion of redundant or vacant guest houses into new homes
- Redevelopment of The Conge creating new homes
- Redevelopment of Beach Coach Station to create new homes
- Acquisition of empty homes bringing them back into use
- Repurposing empty retail units
- Regeneration of the Middlegate Estate.

2.3 The business cases completed evidences a clear strategic need for the Council to intervene directly in the housing market as they demonstrate market failure. The document identifies the need for funding of at least £40m to deliver the full scale of interventions required. It should be noted that building costs have increased since 2021 and whilst there have also been some increases in sales values across Great Yarmouth, the identified funding gap will only have increased.

3. Current Position

3.1 As there is currently no appropriate Homes England funding available to provide for a Housing Deal which would, subject to approval, provide funding across all six interventions, it has not been possible to complete the commercial and management cases. The work done to date,

however, provides an evidenced and strategic case for funding which can and is being used to support bids for other funding.

3.2 Whilst there is currently no Housing Deal, the Council has continued to take action to deliver, as far as possible, the interventions set out at 2.2 by bidding for suitable funding. For example, successful bids to the Future High Streets Fund and the Town Deal have resulted in funding to:

- Meet facilitation costs associated with the redevelopment of the south side of The Conge
- Convert empty space above shops into new homes
- Support land assembly at North Quay.

This funding, whilst welcomed, does not address the full viability issues of the Conge or North Quay or provide funding of the scale required to address vacant space above shops. There remains a need for more funding.

3.2 To support the Council's ability to intervene in the housing market and especially to bring forward stalled brownfield sites in Great Yarmouth, in July 2020, Policy and Resources approved the procurement of a master developer to be the Council's Strategic Partner and for The Conge to be the first site developed by the Strategic Partner. The procurement of the Strategic Partner remains ongoing and is expected to conclude in June 2022. This enabling piece of work, will subject to resolution of remaining funding issues allow the site to be developed quickly, reflecting its importance in delivering a place making scheme which will support the redevelopment of North Quay by providing an attractive link between North Quay and the marketplace.

3.4 The Government has released the UK Shared Prosperity Fund which is an integral part of the Levelling Up White Paper published earlier this year. The Council has an opportunity to submit bids through Levelling Up Fund Round 2 for funding which address the strategic priorities of the fund. The Council is developing its proposals to bid for funding which will include The Conge – regenerating this area with new high-quality homes as well as North Quay. Final bids must be submitted by noon on 6 July 2022. The work on the Green Deal completed to date will support the business case for funding.

3.5 Whilst the business cases provide information on the gap funding required to redevelop the Middlegate estate this reflects initial modelling work which is now being reviewed. Currently, the Council is working with ARK who have updated the master plan and are undertaking a viability appraisal of the new masterplan to understand the costs and affordability of regenerating the estate to building regulation standards as well as a Net Zero Carbon scheme. Once this work is complete the Council will be able to update the financial case to reflect current costs.

4. Financial Implications

4.1 The work completed so far identifies a need for gap funding of at least £40m reflecting the level of grant funding required to deliver the identified scale of interventions across the six priority areas. This is in addition to the borrowing the Council will incur. Individual business cases and approvals will be required to approve any expenditure in relation to the individual interventions and projects.

- 4.2 Norfolk County Council provided revenue funding to support the work completed to date on the first three business cases. Once appropriate funding from Homes England has been identified there will be an additional cost to complete the final two business cases, should this be required or to produce the required funding specific business cases to access such funding. The cost of this additional work will need to be met from existing revenue budgets/reserves.

5. Risk Implications

- 5.1 There are no risk implications associated with this report. In progressing each of the interventions, risks will be fully considered and addressed as part of further approvals required or delivery programmes.

6. Legal Implications

- 6.1 There are no legal implications associated with this report. In progressing each of the interventions, the legal implications will be considered and the Council will use its powers to undertake the direct interventions identified in this report.

7. Background Papers

A Housing Deal for Great Yarmouth – Housing and Neighbourhoods Committee 26 July 2018

Procurement of Strategic Development Partner – Policy & Resources Committee 28 July 2020

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	Acquisitions and Disposal Policy Corporate Plan Housing Strategy
Financial Implications (including VAT and tax):	Discussed in report
Legal Implications (including human rights):	Discussed in report
Risk Implications:	Discussed in report
Equality Issues/EQIA assessment:	Not applicable
Crime & Disorder:	Not applicable
Every Child Matters:	Not applicable



**AFTER
INTERVENTION**

**BEFORE
INTERVENTION**

GREAT YARMOUTH HOUSING DEAL

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2021

GREAT YARMOUTH HOUSING DEAL

DATE	April 2021
SUBJECT	Great Yarmouth Housing Deal Position Paper

Introduction

Great Yarmouth Borough Council (GYBC) recognises the critical importance of the local housing market to the socio-economic well-being of Great Yarmouth and its residents. Currently, the area is experiencing a decline in its housing market, coupled with a low appetite for investment in delivering quality homes particularly in the urban areas. The borough performs well below the national average in employment and education attainment, has some of the highest levels of deprivation in England. Local residents are not accessing the existing high value jobs in the area and conversely highly paid employees in the borough do not live in the borough.

To address the housing market challenges and realise the benefits of the opportunities for Great Yarmouth, GYBC has developed the Great Yarmouth Housing Deal. This sets out a range of housing interventions across six 'opportunities' that will stimulate growth in the housing market. Given the need for government funding to realise GYBC's housing growth ambitions, an Initial Business Case, consistent with HMT Green Book guidance, has been produced. This presents the Strategic, Economic and Financial Cases setting out the need for intervention, identified options and their economic and financial impacts.

Recent government policy announcements made since the work on the Initial Business Case was undertaken have emphasised the government's priorities for spending. GYBC's proposals strongly align with them given their focus on levelling up for communities who have been 'left behind' and are economically deprived and on meeting decarbonisation targets through increasing the energy efficiency of existing housing stock and new build homes.

GYBC is seeking to engage with Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) to gain support for the strategic rationale for publicly funded intervention to meet the housing needs in Great Yarmouth and to agree the delivery approach, required governance structures and funding requirement.

Initial Business Case

The Initial Business Case sets out the strategic rationale for central government funding and the initially identified quantum of gap funding sought. It is intended to provide the basis for engagement with Homes England and MHCLG to establish a housing deal to realise the opportunities identified.

The current housing market in Great Yarmouth faces three key issues: the type and quality of housing stock, low land values leading to a low appetite for investment, and an overall lack of housing provision. There is a negative perception of the housing market in Great Yarmouth due to a quality deficit in the existing stock, characterised by high levels of disrepair and vacant properties. As a result, house price growth is lower than the regional and national averages.

This discourages private sector investment and further threatens the provision of high-quality housing to meet the needs of current and future residents. Low residential values in Great Yarmouth deter the private sector from bringing larger properties into high value use, which is leading to the conversion of many properties into Houses in Multiple Occupation. This affects the attractiveness of streets to other residents and so further depresses property values.

Viability assessments and discussions between GYBC and landowners/developers have evidenced local areas with very low or even negative post-development land values. This has contributed to a lack of development in these areas, significantly less than the needs of local residents and the targets set. Empty high street units have also negatively impacted streetscape in Great Yarmouth and its attractiveness as a place to reside.

These failures in the housing market negatively impact on the quality of life for residents and the economic growth for the area. Great Yarmouth performs poorly in terms of socio-economic indicators such as life expectancy, economic activity, skill levels and average wages, with the borough ranked in the 10% most deprived local authorities in England. Without addressing the market challenges, the housing market will continue to fail the needs of Great Yarmouth residents and not support the potential for the area.

The ambition for housing growth is related to a number of opportunities for investment in new jobs, homes and transport, as well as cultural facilities, which together have the potential to regenerate and revitalise Great Yarmouth. The area is attracting large scale investment as a key supply base for offshore renewable energy. The economic growth associated with this sector offers higher skilled and paid jobs for the area. To capitalise on this, Great Yarmouth needs to not only attract the investment and the jobs, but also offer an attractive place to live for those employed in the sector so that the local economy fully benefits. The provision of the right type of housing, delivered by a successful housing market, along with Great Yarmouth's heritage assets and coastal environment could achieve this.

GYBC's ambition is articulated in their overarching mission statement for local development and growth:

"By 2030, Great Yarmouth becomes a place of choice for people to live. It can sustain a commuter market and compete with Norwich for quality of life. Renewal of the housing stock creates an environment in which people choose to visit, stay, spend and invest, driving town centre regeneration and life chances for all"

Aligned with the mission statement are the aims of local, regional and national policies and strategies for housing. Each recognises the housing crisis that exists in terms of providing enough homes of the right type, affordable to those who need them reflecting the need for homes of all tenure. Additionally, there is recognition of the role that quality housing, or the lack of it, has on the quality of life and the economic growth of an area.

The proposed options developed for the Great Yarmouth Housing Deal are:

Opportunity	Description
Existing property purchase and repair scheme	Acquisition and conversion of 80 redundant or vacant guesthouses into c.160 new homes.
The Conge Redevelopment	Improvement of The Conge (including 89 new homes) – a key connection from Great Yarmouth's railway station to the marketplace.
Beach Coach Station	Redevelopment of car and coach park to provide 50-80 new homes.
Empty Homes	60 properties (96 homes) to be made available under the Shared Ownership and Affordable Homes Programme.
Town Centre Vacant Premises	Solutions for redevelopment / repurposing empty retail units.
Estate Regeneration	Improvement of the quality of Middlegate Estate

Initial assessment of the estimated construction costs and revenue or receipts indicates that there is a large funding gap for the project and that public funding will be required. GYBC does not have the resources to deliver the project without funding support from the government. GYBC has successfully applied for Future High Streets and Stronger Towns/Towns Deal funding to help address some housing issues, however the level of investment required is too large for these funding sources to fill reflecting also the wider focus of these funds. Significant additional Homes England or MHCLG investment will be required to help meet the funding gap.

Developments since the Initial Business Case

DEVELOPMENT OF HOUSING DEAL OPPORTUNITIES

Further work has been undertaken on the opportunities identified in the Initial Business Case to ensure they best meet the identified needs and are deliverable.

The proposals for the redevelopment of The Conge (see artist's impression to the right – source GYBC) have now received outline planning permission and funding to meet the viability gap was sought through the Future High Streets Fund (FHSF).

Following MHCLG's provisional FHSF award of £13.8m, out of a bid for £19.9m, GYBC has now allocated an element of funding to deliver this gateway redevelopment while ensuring the revitalisation of the historic covered market and transformation of the Market Place. The level of funding available will support the delivery of only part of the site. The



investment in the social, economic, cultural and urban fabric of the town centre facilitated by the FHSF funding is a critical enabler for the realisation of the vision for the town centre, which the Housing Deal proposals will build upon.

Further master planning work has also been undertaken for the proposals for the redevelopment of the Middlegate Estate. This has led to an evolution of the plans with the concept of densification replaced by a focus on quality of life and meeting the needs of residents by recognising the importance of providing open space and private gardens for all the houses. The implications on the viability of the revised proposals will need to be revisited along with the costs of regeneration of the estate delivering Net Zero Carbon homes.

5 YEAR HOUSING SUPPLY

In December 2020, GYBC published the Council's Five-Year Housing Land Supply Position Statement, which confirms 6.51 years supply of deliverable land for housing. This addresses the position in recent years of a lack of five-year supply. Historically, there has been a high non-implementation rate for consented planning permissions, leading to a gap between housing permissions and housing completions in the borough, and the targets for housing completions not being met for some years.

The latest position reflects a revision to the housing target, which is now based on the national standard method for local housing need, and an apparent increased appetite from developers to build-out their sites over the next five years. This is a positive development for the housing market in Great Yarmouth, but is based on new greenfield site homes. The private sector is still not taking a lead in investing in brownfield sites in the urban centres to deliver homes meeting modern needs and high levels of environmental sustainability. Public sector intervention is required to tackle the current poor quality and variety of housing stock, halt the decline of the town centres and establish an attractive environment for private sector investment in housing and jobs.

HM TREASURY GREEN BOOK UPDATE

Following the Spending Review in November 2020, the government published an updated Green Book, setting out the guidance applied by Her Majesty's Treasury for the appraisal of policies, programmes and projects. The updated guidance emphasises the considerations for assessing the merits of public sector intervention and aligns strongly with the strategic rationale for Great Yarmouth's proposed Housing Deal in terms of contribution to government policies for Levelling Up and Carbon Net Zero.

Central to the proposed Housing Deal is addressing housing issues which negatively impact on the quality of life for residents and the economic growth for the area. The borough ranks in the 10% most deprived local authorities in England and performs poorly in terms of a range of socio-economic indicators. GYBC's proposals also support decarbonisation directly through delivering energy efficient homes and indirectly by supporting the UK's offshore renewables sector by providing an attractive location for businesses to invest and employees to live.

The Ask

GYBC has carefully considered the challenges of its local housing market and the impacts of these on the socio-economic wellbeing of the area, exacerbated by the current COVID-19 pandemic which is disproportionately affecting those who are most deprived. Opportunities to address the current housing market failures and leverage the assets of the local area have been identified. These challenges and opportunities are articulated in the Initial Business Case and the proposals for the Great Yarmouth Housing Deal.

Recent government policy and guidance announcements, FHSF and Town Deal funding confirm the merit of the case for investing in Great Yarmouth. However, the level of investment required in the housing market is too great for GYBC to fund themselves and currently there are no suitable funding streams through which the council could seek funding for the Housing Deal.

GYBC is therefore seeking to engage with Homes England and the MHCLG to gain support for the case for intervention and for gap funding from Homes England and to agree the delivery approach, required governance structures and funding requirement in order to address the issues identified within the business cases completed to date transforming the housing market and delivering high quality mixed tenure homes.



Great Yarmouth Borough Council

GREAT YARMOUTH HOUSING DEAL

Initial Business Case





Great Yarmouth Borough Council

GREAT YARMOUTH HOUSING DEAL

Initial Business Case

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EXECUTIVE SUMMARY

GREAT YARMOUTH HOUSING DEAL

Great Yarmouth Borough Council (GYBC) is seeking funding support to develop and deliver its housing proposals. This document is an initial Business Case, which has been developed on behalf of GYBC to provide the basis for engagement with Homes England to establish a housing deal to realise the opportunities identified.

SCHEME DESCRIPTION

Great Yarmouth, on the Norfolk coast, is experiencing a decline in its housing market, coupled with a low appetite for investment. These pressures are impacting the local economy and causing the area to perform well below the national average in employment and education attainment. The Great Yarmouth Housing Deal has been developed to address the challenges by proposing a range of housing interventions across six 'opportunities' that will stimulate growth in the housing market.

Much of Great Yarmouth's housing stock is of poor quality, with a disproportionate number of Houses in Multiple Occupation (HMOs) and a high level of vacant properties. The area's relative unattractiveness is impacting the demographics of its residents; it has an ageing population and an increasing number of its higher earners are commuting into town from neighbouring areas.

The Housing Deal proposes to implement a series of interventions to target these issues, such as the refurbishment of existing housing stock and the conversion of empty homes. Collectively, the opportunities aim to improve the mix of housing available in Great Yarmouth, more suited to the needs of current and future residents. The table below provides a description of the six identified opportunities and the associated costs and maximum funding required.

The delivery of these opportunities will provide attractive residential units, achieving Land Value Uplift. However, due to the effects of market failure, this benefit in isolation is unlikely to justify the scheme's implementation. It is therefore important to recognise the wider socio-economic benefits which will be delivered (though are challenging to quantify) and will support economic growth in Great Yarmouth and encourage greater investment in the area.

Elements of the scheme will improve the area's townscape, encouraging a greater number of people to visit, stay and spend money. This will boost key sectors such as tourism and offshore energy. By renewing the stock of housing, GYBC also hopes to reverse the area's ageing population, encouraging not just a greater number of visitors, but also a greater number of residents.



Opportunity	Description	Costs	Funding required
Existing property purchase and repair scheme	Acquisition and conversion of 80 redundant or vacant guesthouses into c.160 new homes.	£29.0m	£14.7m
The Conge Redevelopment	Improvement of The Conge (including 89 new homes)– a key connection from Great Yarmouth's railway station to the marketplace – is a significant part of GY's Town Centre Masterplan.	£12.9m	£4.9m
Beach Coach Station	Redevelopment of car and coach park to provide 50-80 new homes.	£10.9m	£3.7m
Empty Homes	60 properties (96 homes) to be made available under the Shared Ownership and Affordable Homes Programme	£23.5m	£13.5m
Town Centre Vacant Premises	Solutions for redevelopment / repurposing empty retail units.	£23.8m	£14.8m
Estate Regeneration	Improvement of the quality of Middlegate Estate comprising 623 units, which includes 88 new homes.	£83.6m	£17.3m
Total		£183.7m	£68.9m

As there are currently no designated funds that the Council can bid for, and GYBC does not have the resources to deliver the project without support, funding from Homes England is sought to cover the funding gap in full.

KEY ISSUES

The current housing market in Great Yarmouth faces three key issues: the type and quality of housing stock, low land values leading to a low appetite for investment, and an overall lack of housing provision.

There is a negative perception of the housing market in Great Yarmouth due to a quality deficit in the existing stock, characterised by high levels of disrepair and vacant properties. As a result, house price growth is lower than the regional and national averages. This discourages private sector investment and further threatens the provision of high-quality housing. Low residential values in Great Yarmouth deter the private sector from bringing larger properties into high value use, which is leading to the conversion of many properties into HMOs. This affects the attractiveness of streets to other residents and so depresses property values.

Viability assessments and discussions between GYBC and landowners/developers have evidenced parts of town with very low or even negative post-development land values. This has contributed to a lack of sub-market, mixed tenure homes in the area, significantly less than the needs of local residents and the targets set. Empty high street units have negatively impacted streetscape in Great Yarmouth and its attractiveness as a place to reside. This discourages investment from the private sector as there is a low return on investment – further dampening surrounding land values. By returning properties to productive use the scheme will alleviate depressed land and property values.

Great Yarmouth's poor development landscape has resulted in a lack of the quantity, quality and mix of housing required to meet the needs of residents. It is recognised by the Council that economic growth and a

better quality of life for locals is dependent on these issues being addressed. The Great Yarmouth Local Plan Core Strategy has identified a target of 504 new homes per year between 2020-2030, which in part has been designed to make up for the housing shortfall in recent years. A central reason for the local housing market failure in recent years is a high non-implementation rate for consented planning permissions, and this can be attributed to landowners having unrealistic hoped-for values of land, among other things. These housing targets are unlikely to be met on time without public sector intervention.

SUMMARY OF THE STRATEGIC CASE

The Strategic Case describes why the proposed scheme is required and how it fits within the wider vision for Great Yarmouth. As detailed within the Case, socio-economic indicators such as skill levels and average wages show that Great Yarmouth performs badly compared to national averages. These measurements rank Great Yarmouth as the 25th most deprived of 354 local authority areas¹, which provides an indication of the quality of life in Great Yarmouth. In addition to this, Great Yarmouth displays high levels of unemployment and a low proportion of people with full-time jobs. The borough is one of the UK's most popular seaside resorts and consequently a large proportion of local employment is in the tourism sector (>30%). It also boasts several heritage assets. Therefore, there is a great opportunity for housing and regeneration schemes such as this to capitalise on the attractive assets that the area has to offer – this can boost the local economy and stimulate investment.

There are a number of local housing market issues, ranging from the poor quality of housing stock, to a disproportionate number of HMOs and the continued failure to meet housing delivery targets. The six opportunities developed by GYBC to target the various shortcomings of the local housing market align with the overarching objectives of the Council – these include the provision of a wide range of mixed tenure sub-market housing, the acceleration of housing delivery and the revitalisation of the town centre. The success of the scheme will be measured by its ability to deliver the opportunities against the wider objectives and in line with policy at a local, regional and national level.

In the absence of the proposed scheme, the current situation will likely worsen: a large proportion of properties will be vacant, HMOs will continue to be widely used, and the quality of housing stock will continue to be sub-optimal. By encouraging the high-quality development of these sites, the public sector can provide leadership over these developments and maximise their benefits, encouraging more private sector investment in the future.

SUMMARY OF THE ECONOMIC CASE

The Economic Case presents the impacts of the scheme and assesses its Value for Money (VfM). This involves the assessment of both qualitative and quantitative impacts, as well as the cost of the scheme's delivery. The Economic Case has been developed in line with HM Treasury's Green Book and the relevant guidance from MHCLG Appraisal Guide. A large proportion of the scheme centres around the provision of a greater number and mix of residential units, so Land Value Uplift – the change in land value as a result of change in land use type – captures much of the scheme's benefits.

The scheme as a whole however, is expected to generate a variety of socio-economic benefits. A summary of the anticipated qualitative benefits and sub-group impact are set out in the table below:

¹ The English Indices of Deprivation 2015, Department for Communities and Local Government (2015)

Additional Benefit	Qualitative Outcomes
Jobs creation	<ul style="list-style-type: none"> — Improvement in local economy — Improved skills levels — Reduced benefit dependency
Private residential units	<ul style="list-style-type: none"> — Improved housing conditions — Reduction of housing turnover — Satisfaction with accommodation and likelihood to remain in the area — Major contribution to the target for new housing locally — Helping to meet housing demand for current and future population — Increased attractiveness to higher income and more highly qualified residents — Encouraging greater private sector investment etc.
Sub-market mixed tenure residential units	<ul style="list-style-type: none"> — Improved housing conditions — Reduction of housing turnover — Satisfaction with accommodation — Major contribution to the target for new social housing locally — Helping to meet housing demand for current and future population
Healthcare facilities	<ul style="list-style-type: none"> — Improving local health outcomes
Open Space & Public Realm	<ul style="list-style-type: none"> — Green space growth — Environmental improvement — Improvement in visitor economy
Remediated land	<ul style="list-style-type: none"> — Enhanced quality of life — Not leaving land with planning permission under-utilised — Improved value of units — Environmental improvement

SUMMARY OF THE FINANCIAL CASE

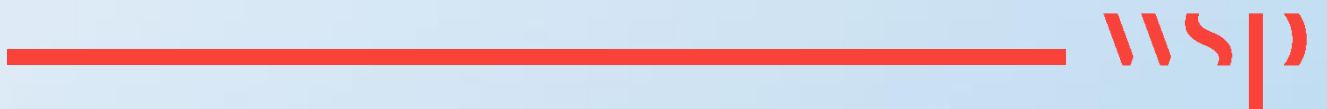
The Financial Case outlines the costs and revenues associated with each opportunity. The costs of each opportunity have been estimated using Building Cost Information Service (BCIS) cost data. For each opportunity two cost estimates have been produced; based on BCIS minimum cost data and BCIS average cost data. Expected revenues generated for each opportunity have been estimated based on whether the homes are to be sold or rented (sub-market and market value).

The resulting funding gaps vary depending on the scenario. The level of total funding shortage would be very significant if all properties (excluding opportunity 6 – estate regeneration where this is not an option) were sold on the market, ranging from £40.2m in the minimum cost rate scenario to £51.4m in the average cost scenario. Conversely, if the homes are rented out privately then a funding shortfall of £11.7m in the minimum cost scenario is estimated, with a shortfall of £23.1m in the average cost scenario (there is currently no private rented sector market interest in Great Yarmouth). If all the properties are affordably rented the funding requirement is £23.9m or £35.2m in the respective scenarios.

In reality, the configuration of how these properties will be presented to the market will combine a mix of tenure including market sale, market rent, affordable rent and formula rent homes. The assessment demonstrates that there is a funding gap for the project as a whole and that public funding will be required for the project.

1

INTRODUCTION



1 INTRODUCTION

1.1 BACKGROUND TO THIS BUSINESS CASE

- 1.1.1. This document is an initial Business Case for the proposed Great Yarmouth housing deal. It has been developed on behalf of Great Yarmouth Borough Council (GYBC) to provide the basis for engagement with Homes England. As there are currently no designated funds that the Council can bid for, and GYBC does not have the resources to deliver the project without support, GYBC is seeking funding support to develop and deliver the proposed opportunities.
- 1.1.2. This business case aligns with HM Treasury's 5-Case Model:
- The Strategic Case presents the robust 'case for change', closely aligned to wider strategic and public policy objectives
 - The Economic Case sets out the value for money assessment of the scheme when the benefits, quantified and unquantified, and costs are considered in the round
 - The Financial Case identifies how much the scheme will cost and how it could be funded
- 1.1.3. In advance of engaging with Homes England and agreeing appropriate delivery and management arrangements for the proposed housing deal, the Commercial and Management Cases have not been produced at this stage.

1.2 OVERVIEW

LOCATION OF THE SCHEME

- 1.2.1. Great Yarmouth is a seaside town in Norfolk in East Anglia. It is located 20 miles east of Norwich. The town is in the Borough of Great Yarmouth, at the mouth of the River Yare and has a resident population of nearly 30,000. The borough covers 17,000 hectares with 24 kilometres of coastline.
- 1.2.2. Great Yarmouth is connected to Norwich and Lowestoft by rail and by the A47, and to Bury St. Edmunds by the A143. There is a desire in the area to improve east/west connectivity to areas such as Cambridge and London, and the council is an active participant in the campaign to dual the A47. Great Yarmouth's outer harbour is also a freight route to European ports.
- 1.2.3. The borough of Great Yarmouth is a diverse coastal area, focused around two urban centres – Great Yarmouth and Gorleston – and surrounded by a rural hinterland of small villages on the edge of the Norfolk Broads. Great Yarmouth is the principle centre in the borough for retail, services and employment, including port related activities.



Figure 1-1 - Great Yarmouth Borough

THE NEED FOR A GREAT YARMOUTH HOUSING DEAL

- 1.2.4. The Great Yarmouth housing market faces a number of problems and these are having a negative effect on the local economy. The area performs below the English average for several key indicators such as unemployment and education qualifications amongst residents. The effects of the housing issues can also be seen in deprivation terms, with the town ranked the 25th most deprived of 354 local authority areas in the Index for Multiple Deprivation in 2019². The deprivation is highly concentrated in central wards such as Nelson and Central and Northgate, which stand in sharp contrast to more affluent areas such as Fleggburgh and Bradwell.
- 1.2.5. The housing issues identified are:
- Housing stock not meeting current and future needs of the local population; there is an ageing population and a high demand for one-bedroom flats
 - The conversion of larger properties into Houses in Multiple Occupation (HMOs)
 - Poor quality of the housing stock

² The English Indices of Deprivation 2019, Department for Communities and Local Government

- The failure to deliver new housing to meet the agreed targets
- The Council approving a number of unallocated/ 'outside settlement boundary' sites, as a result of the housing targets not being met
- Too many vacant properties (including empty homes and vacant businesses)
- Recent increase in homelessness
- High earners leaving the area

DESCRIPTION OF THE SCHEME

- 1.2.6. The scheme has been developed in response to these issues. The scheme involves a wide range of interventions to improve the housing situation in Great Yarmouth, this includes refurbishment of homes, conversion of empty homes and redevelopment of brownfield sites.
- 1.2.7. Six opportunities, each covering a different area, have been identified as potential solutions to address the local housing issues. Collectively the opportunities will help address the identified problems in the housing market.
- 1.2.8. The opportunities were considered against several criteria and an initial assessment of each opportunity was undertaken to show how they compare to each other. The assessment demonstrated that all the identified opportunities scored strongly against the criteria.
- 1.2.9. It should also be noted that all the opportunities identified are complementary, supporting the ambition that investment in all should be taken forward, rather than focused on just one or two of the identified opportunities.
- 1.2.10. The opportunities are:
- **Opportunity 1: Existing property purchase and repair scheme**
GYBC acquires redundant or vacant guesthouses and converts them into new homes.
 - **Opportunity 2: The Conge Redevelopment**
Mixed development on The Conge.
 - **Opportunity 3: Beach Coach Station**
Develop homes across undeveloped coach station site.
 - **Opportunity 4: Empty Homes**
Renovation of empty properties to create additional properties.
 - **Opportunity 5: Town Centre Vacant Premises**
Refurbishing empty retail space into flats.
 - **Opportunity 6: Estate Regeneration**
Rebuild and refurbishment of town centre housing estate to tackle deprivation and regenerate the area.



Figure 1-2 - Example of Great Yarmouth HMO

Benefits of the Great Yarmouth Housing Deal

- 1.2.11. The housing deal will create better quality homes that are financially accessible to current and future generations living in Great Yarmouth. This renewal of housing stock will create an environment in which people are more likely to visit, stay, spend and invest in the area. This will drive regeneration as it becomes a more attractive place for investment, and so increase the quality of life in Great Yarmouth.
- 1.2.12. The housing deal will have a positive effect on the local economy as it will assist key sectors such as tourism and offshore energy. Improved housing stock will encourage higher income earners to stay and spend in the town. Improvement of streetscape will encourage more tourism, as well as improve the perception of the area, encouraging more people to live and invest in the area.
- 1.2.13. A better quality housing stock will also drive growth in other areas of the economy. Better quality homes, less overcrowding and less homelessness has been proven to lead to better health, longer life expectancy and lower unemployment.
- 1.2.14. An illustration of the potential implementation of the opportunities is presented in Table 1-1 below.

Table 1-1 - Illustrative Delivery Timeline for each Opportunity

Opportunity	2021	2022	2024	2030
Existing Property Repair	Fund tranche 1 (including HE grant)	Sell to private operator & fund tranche 2	Sell to private operator & fund tranche 3	Sell to private operator - programme complete
The Conge Redevelopment	Fund studies and gain planning	Enter DP arrangement with developer	Phase 1 delivered	Project competed
Beach Coach Station	Fund studies and gain planning. Enter DP arrangement with developer	Project completed	-	-
Empty Homes	Fund tranche 1 (including HE grant)	Sell to private operator & fund tranche 2	Sell to private operator & fund tranche 3	Sell to private operator - programme complete
Town Centre Vacant Properties	Fund tranche 1 (including HE grant)	Sell to private operator & fund tranche 2	Sell to private operator & fund tranche 3	Sell to private operator - programme complete
Estate Regeneration	Gain planning and GYBC approvals to construct	Begin construction	Construction	Project completed

- 1.2.15. The above shows that the delivery of a significant number of new, high quality homes can be completed as part of a planned and coordinated programme to regenerate Great Yarmouth.



2

STRATEGIC CASE



2 STRATEGIC CASE

2.1 INTRODUCTION

- 2.1.1. The Strategic Case sets out the case for change, identifying the need for the Great Yarmouth Housing Deal (the scheme) to provide the 'right' solution to meet the rationale for intervention. This Strategic Case has been developed in line with HM Treasury's Green Book and relevant guidance from the Ministry of Housing, Communities and Local Government (MHCLG).
- 2.1.2. GYBC currently faces a range of challenges covering social to economic problems such as poor employment outcomes and low life expectancy. These challenges can be partly attributed to issues in the housing market, with poor quality, empty and overcrowded homes being identified as problems. Investing in the housing market will help to improve the current situation creating a better environment for residents to live in and support development by the private sector.
- 2.1.3. GYBC has set out a vision by 2030 that the area will become a place of choice for people to live and to sustain a commuter market whilst competing with Norwich. By improving the housing stock this can create an environment in which people will choose to visit, stay, spend and invest, this will drive town centre regeneration and improve quality of life.
- 2.1.4. The strategic case has the following structure:
- Local context
 - Problem identified
 - Development of objectives
 - Impact of not changing
 - Measures of success
 - Business strategy
 - Stakeholder engagement

2.2 LOCAL CONTEXT

- 2.2.1. This section addresses the area's socio-economic profile, the structure of its local economy, and opportunities to encourage growth with the implementation of the Housing Deal. With this housing intervention Great Yarmouth could be revitalised: becoming a place people choose to live, businesses choose to invest and tourists want to visit.

SOCIO-ECONOMIC INDICATORS

- 2.2.2. Great Yarmouth, like many other seaside towns, faces a changing socio-economic climate. Once the fifth richest town in the country, the town is now ranked the 25th most deprived of 354 local authority areas in the IMD as of 2019³. This measure aggregates performance of residents' skill levels, average wages, household income, education and other key measures of quality of life. As

³ The English Indices of Deprivation 2019, Department for Communities and Local Government

the area is scoring poorly across a range of indicators this demonstrates that the town has significant issues to address.

- 2.2.3. The ranking of Great Yarmouth is based on the amount of lower layer super output areas (LSOAs) in the Borough included in the most deprived 10%. The position to 25th most deprived local authority is an improvement on the 2015 position of 20th⁴. This shows that whilst the area is still deprived there is potential for improvements in the area which with the right intervention could revitalise Great Yarmouth.

Population and Deprivation

- 2.2.4. Great Yarmouth has a population of 99,370, it has been experiencing low population growth and has an increasing proportion of the population being over 65⁵. Furthermore, the current median age in Great Yarmouth is 45.3, this is higher than the national median age of 39.8. Population projections indicate this trend is set to continue with an increasing proportion of the local population being over 65.⁶
- 2.2.5. Within the borough there are pockets of significant deprivation, as identified by the IMD, which uses deprivation indices to rank Great Yarmouth's performance in certain areas against other local authority area. The sevens 'domains of deprivation' and their weighting are:
- Income Deprivation (22.5%)
 - Employment Deprivation (22.5%)
 - Education, Skills and Training Deprivation (13.5%)
 - Health Deprivation and Disability (13.5%)
 - Crime (9.3%)
 - Barriers to Housing and Services (9.3%)
 - Living Environment (9.3%)⁷
- 2.2.6. Figure 2-1 shows the performance of Great Yarmouth borough in each of the seven domains. Great Yarmouth ranks very poorly in Education, Skills & Training and Employment – being the 2nd and 9th poorest area respectively with regards to these indices. Combined, the two indices make-up 36% of the IMD's weighting, and so represent a large portion of the seven domains of deprivation.

⁴ The English Indices of Deprivation 2015, Department for Communities and Local Government

⁵ Great Yarmouth Borough Profile 2019

⁶ Ibid (2019)

⁷ Office for National Statistics,
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/579151/English_Indices_of_Deprivation_2015_-_Frequently_Asked_Questions_Dec_2016.pdf








Income Deprivation	Employment Deprivation	Education, Skills & Training	Health Deprivation & Disability	Crime	Barriers to Housing & Services	Living Environment Deprivation
						
35th	9th	2nd	45th	168th	172nd	74th

Figure 2-1 - Great Yarmouth's Performance against the Seven Domains of Deprivation

- 2.2.7. The areas of deprivation can be positively addressed by the proposed housing intervention. The scheme will make Great Yarmouth more attractive to current and prospective residents and employees, which in turn can encourage greater investment in the area's educational facilities and create jobs.
- 2.2.8. Figure 2-2 shows the wards in Great Yarmouth town, these are Central and Northgate, Nelson, Southtown and Cobholm and Yarmouth North.
- 2.2.9. Figure 2-3 illustrates the IMD at a more disaggregated level. It shows that within the urban core of Great Yarmouth several areas fall within the 10% most deprived in England⁸.

⁸ Great Yarmouth Borough Council (2018) Housing Strategy 2018 Final, page 3

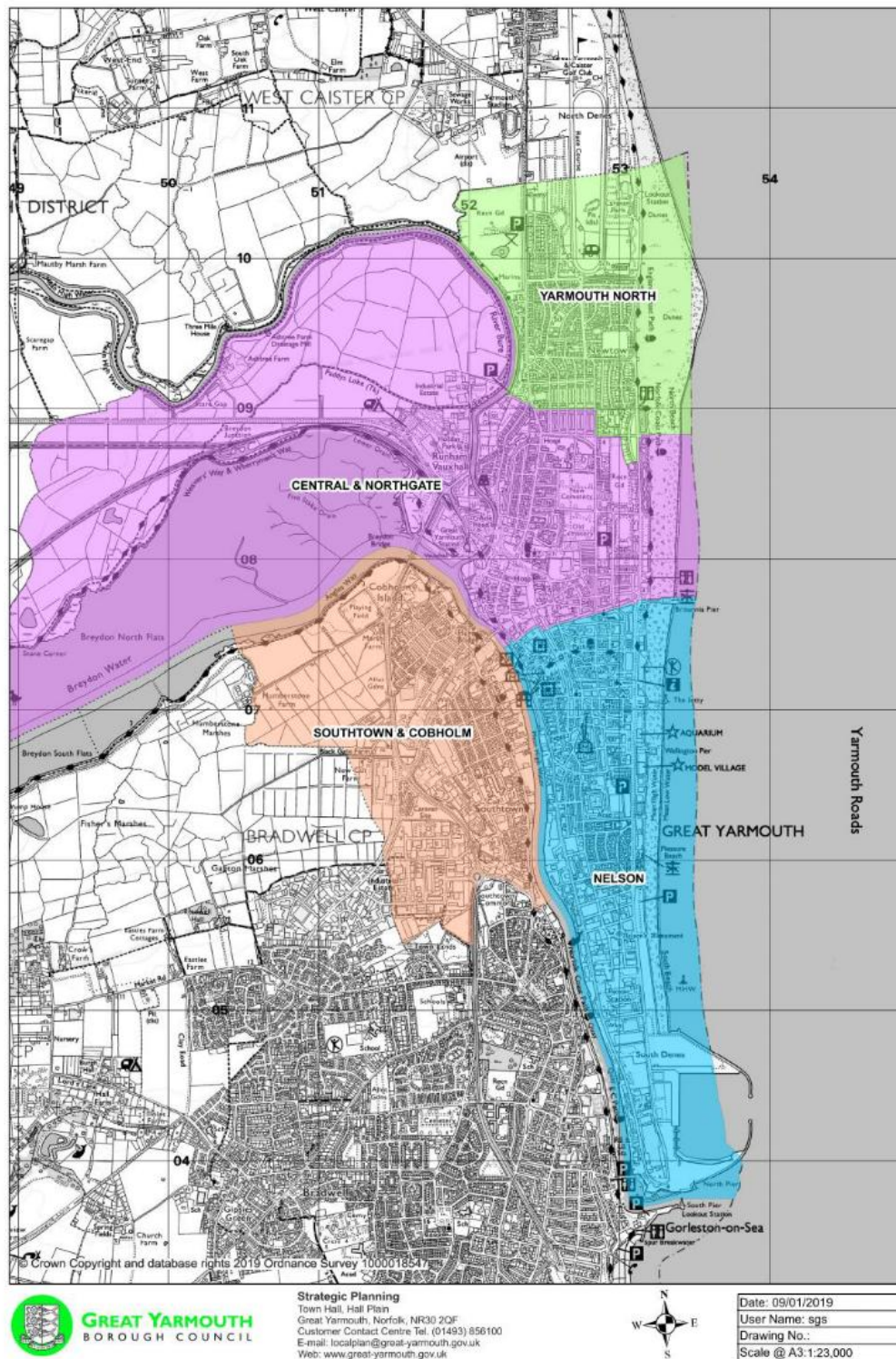


Figure 2-2 - Wards in Great Yarmouth Town

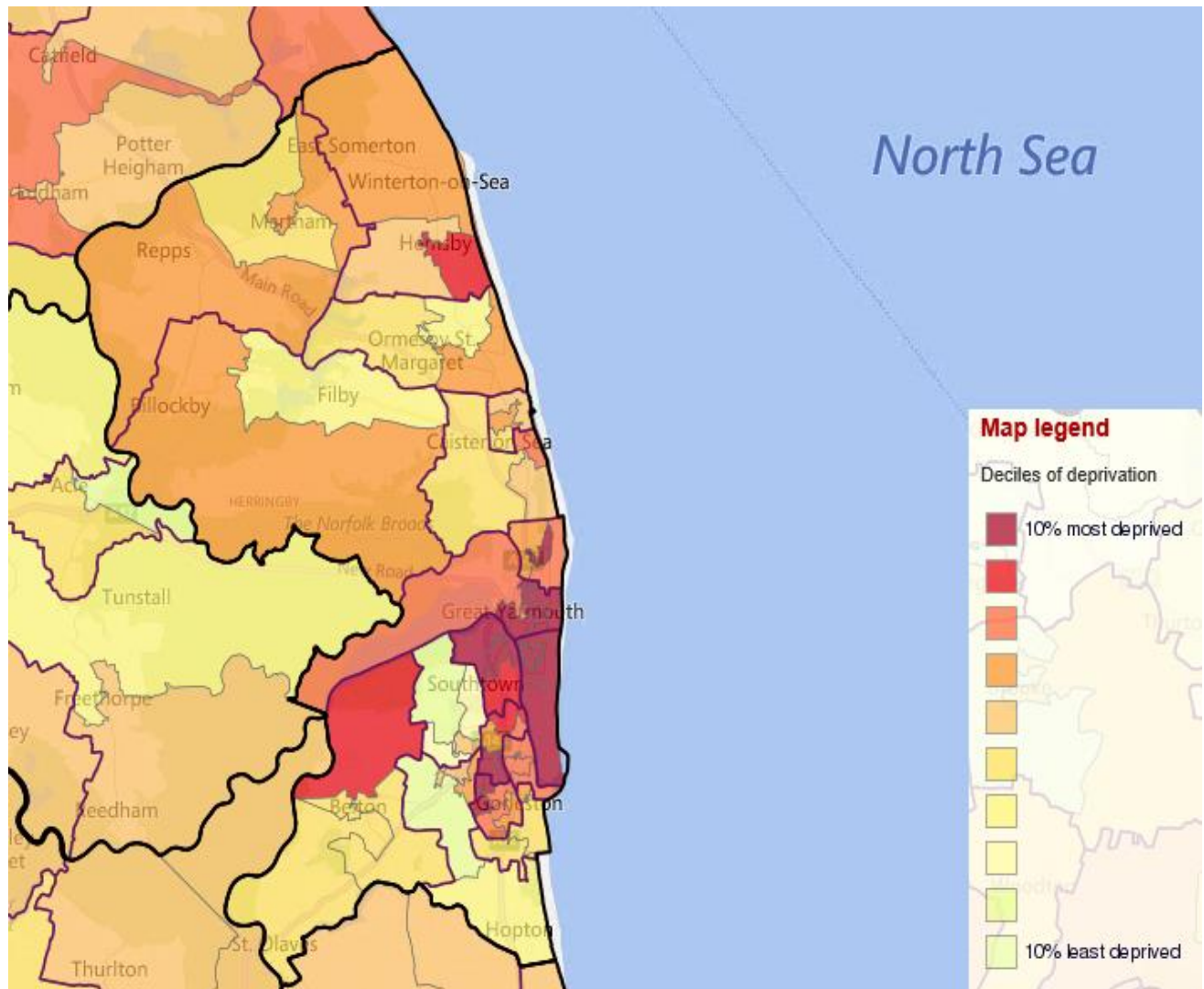


Figure 2-3 - IMD levels in Great Yarmouth Borough

- 2.2.10. The three most deprived wards in Great Yarmouth are Central and Northgate, Southdown and Cobholm and Nelson. The IMD considers both the physical and financial accessibility of housing and key local services and is broken down into two sub domains: 'geographical barriers' and 'wider barriers'.
- 2.2.11. Geographical barriers sub-domain consists of:
- Road distance to a post office
 - Road distance to a primary school
 - Road distance to a general store or supermarket
- 2.2.12. Wider barriers sub-domain consists of:
- Household overcrowding: The proportion of all households in a LSOA which are judged to have insufficient space to meet the households' needs
 - Homelessness: Local authority district level rate of acceptances for housing assistance under the homelessness provisions of the 1996 Housing Act

- Housing Affordability: Difficulty of access to owner-occupation or the private rental market, expressed as the inability to afford to enter owner occupation or the private rental market

2.2.13. The wider barriers are most directly relevant to the proposed housing intervention, though as described below, the affordability metric does not appropriately capture the challenges experienced by Great Yarmouth. These challenges are poor quality, overcrowded homes which are not suited to the needs of local people; these homes are often HMOs. Underpinning future levels of income deprivation will be future levels of educational attainment and employment. Achieving an improvement in these requires the housing infrastructure in Great Yarmouth town to be fit for purpose.

Education

- 2.2.14. Education is a leading driver of economic growth, employment and earnings. It is an important factor in driving higher earning jobs. All six of the borough's mainstream secondary schools are rated as 'good' or 'outstanding' in their latest Ofsted inspection. However, the borough's schools have consistently underperformed against Norfolk, the East of England region and England on GCSE pass rates for a number of years⁹. The GCSE achievement rate was 56.5% achieving 5 GCSEs graded A*-C in 2015. This is lower than the 63% and 61.4% for England and Norfolk respectively¹⁰.
- 2.2.15. Further education attainment is also lower compared to the region and England, with only 10.6% of residents having an NVQ Level 4 or higher (e.g. HND, Degree and Higher Degree level qualifications or equivalent)¹¹. In comparison, the figures are 35.2% for the East and 39.3% for Great Britain for having NVQ Level 4 or higher (January 2018-December 2018, ONS Nomis)¹².
- 2.2.16. Provisional results for 2019 show most of the schools in the borough have improved their pass rate in 2019. This means a provisional average for 2019 of 52.6%. However, overall the schools are failing to close the gap on the average national attainment level.

EMPLOYMENT/UNEMPLOYMENT

- 2.2.17. The lack of higher education attainment has implications for unemployment in an area. The unemployment rate for the borough in 2018 was 6%, significantly higher than the 3.5% and 4.2% for the East of England and Great Britain respectively¹³.
- 2.2.18. Figure 2-4 compares the unemployment rate for Great Yarmouth borough with East England and Great Britain. It shows the clear trend that unemployment has been higher in Great Yarmouth when compared both regionally and nationally. Moreover, the borough's unemployment rate has been increasing over recent years and the gap between it and the national level peaked in June 2018 at a 4.2% difference.

⁹ Ofsted, (www.compare-school-performance.service.gov.uk)

¹⁰ Great Yarmouth Borough Council (2017) Great Yarmouth Borough Profile, page 4

¹¹ ONS, <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx#tabqualls>

¹² ONS, <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

¹³ ONS, https://www.nomisweb.co.uk/reports/lmp/la/1946157234/subreports/ea_time_series/report.aspx?

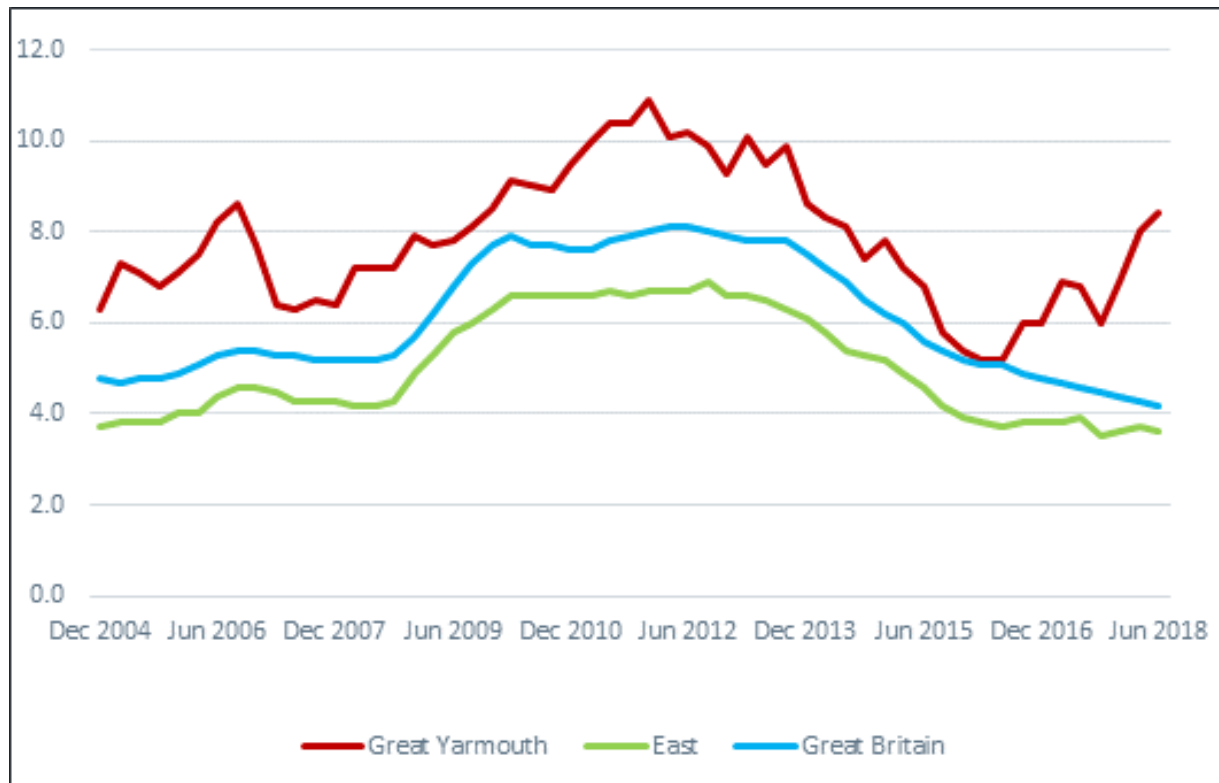


Figure 2-4 - Monthly unemployment rate (%) with previous year

- 2.2.19. Within this high level of unemployment, the level of young people claiming Universal Credit in Great Yarmouth has consistently been above that of East of England and Great Britain. As of 2016, the proportion of resident population (16-64) claiming Universal Credit was 3.2% in Great Yarmouth, compared to 1.2% for the East of England and 1.9% for the United Kingdom. Great Yarmouth ranks 14th for national local authority areas with the highest proportion of resident claimants¹⁴.

Full Time Employment and Earnings

- 2.2.20. The lack of employment opportunities is also highlighted by the low proportion of people with full-time jobs in the Borough. In 2017, the full-time employment rate was 59.5% and 40.5% for part-time jobs¹⁵. Full-time employment is significantly lower than the East of England and Great Britain, which average 65.2% and 67.5% respectively¹⁶.
- 2.2.21. Additionally, for those in work, the levels of gross weekly pay are low compared to the region and nationally. In the borough 43% of households have an income under £20,000 per year¹⁷. Comparing gross weekly wages in the period 2002-2018, Great Yarmouth has consistently been behind both

¹⁴ Unemployment Briefing. GYBC, October 2016 <https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1964&p=0>

¹⁵ <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

¹⁶ <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

¹⁷ Great Yarmouth Borough Council (2018) Appendix B Evidence Appendix, page 1

the East of England and Great Britain average for gross weekly pay. The difference was £83.20 and £60.00 in 2002 and this has increased by 2018 to £107.70 and £88.50 respectively¹⁸.

- 2.2.22. Consideration of the difference between residential and workplace wages in Great Yarmouth highlights the clear difference between the average weekly wage for those who live in the borough and those who work there, but do not live there. This is illustrated in Figure 2-5. This is significant, as the implication is that those working in the better paid jobs choose to live elsewhere and therefore will be likely to spend elsewhere and not support the Great Yarmouth economy.

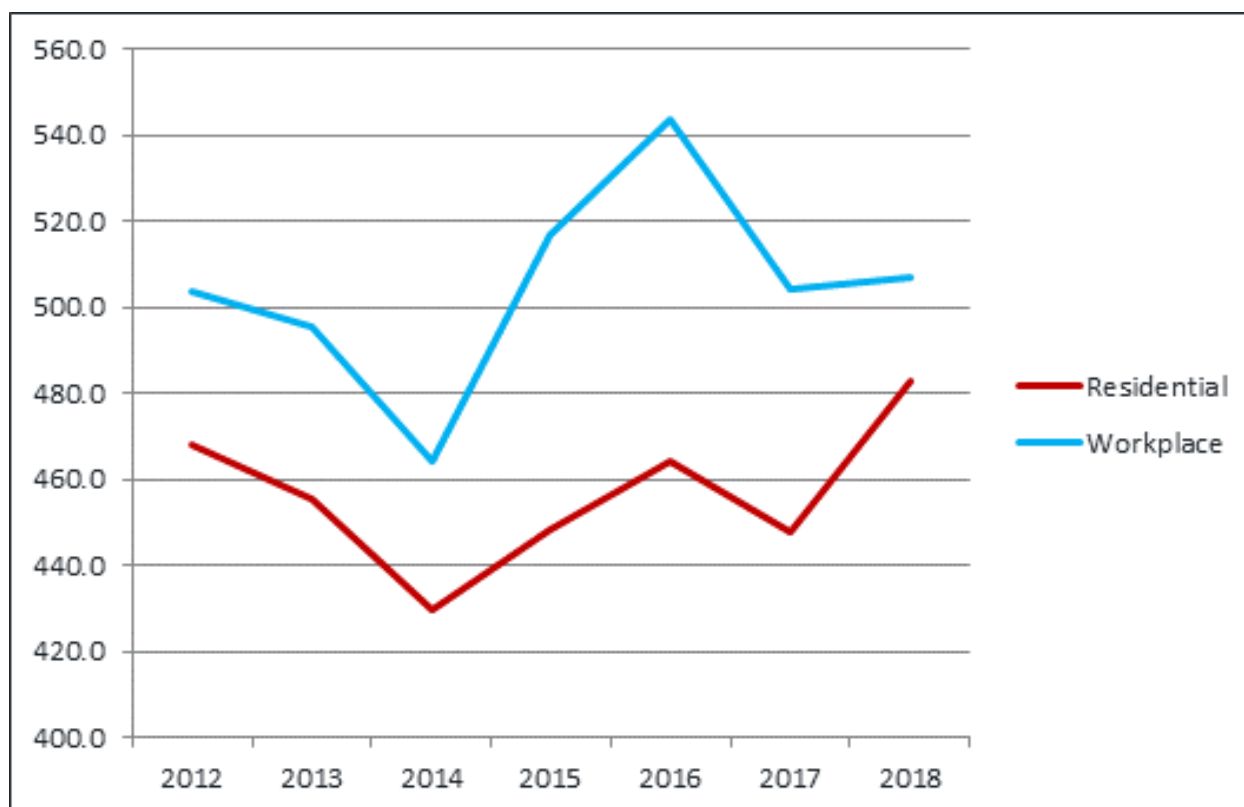


Figure 2-5 - Residential vs Working Weekly Wage £, 2012-2018

- 2.2.23. The difference between the workplace and residential wages in Great Yarmouth was £35.20 in 2012, but this has narrowed to £24.20, which is a positive trend¹⁹. With investment that encourages high earners to remain in Great Yarmouth the residential wage in the area will increase causing the gap between the two sets of wages to shrink. This will have a positive effect on the wider economy as these higher earners will live in Great Yarmouth and spend money in Great Yarmouth boosting the economy.

¹⁸ <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

¹⁹ ONS, <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

Health

- 2.2.24. Alongside the evident economic deprivation in the area, the population also suffers from poor health outcomes. On average men have four years lower life expectancy than the national average and females have 3.7 years lower than the national average.
- 2.2.25. In the most deprived areas of Great Yarmouth borough life expectancy is 10.8 years lower for men and 6.7 years lower for women than in the least deprived areas in the borough²⁰. This highlights the stark differences between different areas of Great Yarmouth.

LOCAL ECONOMY

- 2.2.26. Great Yarmouth is one of the UK's most popular seaside resorts, with visitors contributing £591m to the local economy annually (a 2.4% increase since 2014). Due to its large presence in the local economy a large proportion of local employment is made up by tourism, with over 30% of the area's employment coming from this sector.
- 2.2.27. Great Yarmouth is seen as an enterprising town, with small businesses (10-49 employees) better represented in Great Yarmouth than they are regionally.
- 2.2.28. The area is also attracting large scale investment. It is a key supply base for offshore renewable energy, gas and oil. Peel Ports, Siemens and the Gardline Group all have a significant presence in the area. This is developing the region's capacity to construct and maintain offshore windfarms, with the potential to become a nationally significant hub for these activities.
- 2.2.29. Great Yarmouth has several heritage assets important to the area, these are:
- A town centre layout unique in the UK and traced back to Scandinavian town plans which date back a thousand years
 - The largest medieval marketplace in Britain
 - A wide variety of statutory listed buildings, for commercial and residential use
 - One of the most complete town walls in England
- 2.2.30. Over the past decade, GYBC has facilitated major investment in regenerating these heritage assets, drawing on public and private sector contributions. This is demonstrated by the recent restoration and reopening of the Venetian Waterways, using a £2.7m Heritage Lottery grant to bring this key asset back into active use, sending a message that the town is 'on the up'.
- 2.2.31. There are planned investments to infrastructure in Great Yarmouth. £120 million is being invested in a third river crossing over the River Yare to reduce congestion around Haven Bridge and Breydon Bridge. Works are scheduled to commence in January 2021 and the scheme will open key employment sites for investment.²¹ Great Yarmouth is connected to Norwich by the A47 with over

²⁰ Public Health England – Great Yarmouth Health Profile 2018

²¹ Great Yarmouth Borough Profile 2019

21,000 vehicles using this route every day²². The government has recently committed to upgrade the A47 as well as railway infrastructure improvements²³.

- 2.2.32. Improved infrastructure will support the regeneration in the area by enabling easier access to and around Great Yarmouth. If the housing interventions proposed as part of this business case were paired with the investment in transport infrastructure, this could lead to significant improvements in land values in Great Yarmouth and help to encourage more private sector development.
- 2.2.33. Public realm improvements throughout the town have also been prioritised by GYBC. Through this focus, St George's Park has been entirely refurbished, achieving Green Flag status (the highest standard available for publicly accessible parks and green spaces in the United Kingdom).
- 2.2.34. A town centre masterplan is being delivered, which aims to maximise the quality of the street environment. This provides a long-term framework for improvements to the quality of the urban realm. The implementation of the masterplan is dependent on additional funding, therefore encouraging wide-ranging private and public-sector investment, over the long term, is crucial to maintaining the town's current regeneration trajectory.

INVESTMENT OPPORTUNITIES

- 2.2.35. The vision for growth is not just aspirational; it is related to a number of opportunities for investment in new jobs, homes and transport, as well as cultural facilities, which together have the potential to regenerate and revitalise Great Yarmouth.
- 2.2.36. The investment opportunities that can be realised through the development and delivery of the appropriate housing intervention, include:
 - Economic growth associated with the offshore renewables sector bringing investment to the area and higher skilled and paid jobs
 - Broadening the tourism, leisure and retail offer of the town to boost the tourism economy of the town and stimulate investment
 - Capitalising on the unique heritage assets and coastal environment of the area as attractions for both tourists and potential residents
 - Developing the available under-utilised land for housing
 - Delivering benefits from the council's extensive ownership of housing and infrastructure assets
 - Increasing the current relatively low residual value of land
 - Revitalising existing housing stock to restore low quality multiple-occupancy dwellings into single occupier housing
 - Ensuring the wider benefits from new major transport infrastructure projects are realised for Great Yarmouth
 - Meeting the needs of the ageing population with appropriate housing and wider support services
 - Building on the track record of the council to successfully bring empty homes back into use

²² Ibid (2019)

²³ Sustainable Coastal Community: A Housing deal for Great Yarmouth (2018)

2.2.37. The following sections will discuss how the proposed GY Housing Deal will specifically enhance many of these opportunities.

2.3 PROBLEM IDENTIFIED

HOUSING MARKET

- 2.3.1. As outlined in the previous section, there is significant potential for Great Yarmouth to grow and improve its attractiveness and performance, becoming a more significant regional centre. However, there are issues in the local housing market preventing the region from growing to its full potential.
- 2.3.2. The town suffers significant challenges in terms of market perception exacerbated by a quality deficit in some existing stock, with disrepair and vacancy a common problem. These factors lead to lower house prices and therefore make developments less viable for private sector developers. This leads to less provision of high-quality new housing and contributes to more properties becoming HMOs, further worsening the town's housing market perception. The current issues in the Great Yarmouth housing market are discussed below, as well as resulting social and economic outcomes.
- 2.3.3. The housing issues include:
- Poor quality of the housing stock
 - Housing stock does not meet current and future needs of the local population (overcrowding, ageing population, need for social rented accommodation)
 - The conversion of larger properties into HMOs
 - Failure to deliver new housing to meet the agreed targets
 - The council approving a number of unallocated/'outside settlement boundary' sites, as a result of the housing targets not being met
 - Rise in homelessness
 - Lack of sub-market housing for local residents
- 2.3.4. These housing issues have contributed to the following outcomes:
- A lower proportion of the population being economically active than in the rest of the region
 - A concentration of deprivation in Great Yarmouth town centre
 - High income earners leaving the area to live in places such as Norwich
 - Poor economic performance (high unemployment, low pay, low stock of skilled workers)
 - The decline of the high street economy
- Quality of homes and meeting the needs of local population**
- 2.3.5. The greatest housing need in the area is for more social rented accommodation. The borough owns 5,766 rented homes²⁴ located primarily in the urban areas of Great Yarmouth and Gorleston. Flats and maisonettes make up the largest proportion of borough owned housing followed by terraced housing²⁵.

²⁴ As of April 2020, Great Yarmouth Borough Council

²⁵ GYN (2017) Stock Condition Survey

- 2.3.6. There is a need for more flats in the town, the most common household composition is 'one person: other' in urban Yarmouth followed by 'married couple: no children' across the borough. In 2013 an examination of the local housing market found there was a need for one-bedroom dwellings to meet demand, at the time this accounted for 68% of the shortfall in dwellings in Great Yarmouth²⁶.
- 2.3.7. In 2017 a full review of each borough-owned dwelling was undertaken. This review highlighted the problem in the quality of homes in Great Yarmouth. The findings showed that 16% of all the housing (representing 865 properties) did not meet the Government's 'decent homes standard'²⁷. In some cases, dwellings exhibited multiple components which were classified as 'non-decent'²⁸. As a result of this survey, the Council has increased its capital investment in its stock and the current level of non-decency is 7%, is in line with the 5-7% national average.
- 2.3.8. The local housing market is currently failing the needs of the local population and the proposed housing intervention aims to improve the quality of sub-market housing stock (affordable rent, social rent and affordable home ownership).

Empty Homes

- 2.3.9. There are over 511 empty homes in Great Yarmouth, this creates two problems. Firstly, there is a reduction in the number of high-quality homes to reside in, this may deter higher earners living in the area. Secondly, the view of empty homes has a negative impact on the streetscape, this puts people off from living in the area as empty homes make the area look undesirable.
- 2.3.10. Bringing back empty homes is seen as a key government objective to target housing affordability as they are seen as "wasted resource"²⁹. Information collected by MHCLG shows that in Great Yarmouth in 2014, 1,679 dwellings across all tenures were vacant and in 2016 this figure was estimated to be 1,621³⁰. This represented a vacancy rate of approximately 4% in the borough; this, however, includes very short-term emptiness (i.e. stock turnover). When looking at long-term vacancy (i.e. 6 months or more) the figure is 1% of dwellings.

Houses of multiple occupancy

- 2.3.11. Due to the current low residential values in the Great Yarmouth housing market, there is very limited private sector ability to bring these larger properties into high value use. This is leading to the continued decline in the quality of some larger properties, including the conversion of many to HMO, with there being currently in excess of 500 HMOs. This brings its own problems, as many local HMO landlords do not invest enough to cover necessary maintenance, exacerbating the decline of individual houses. This leads to people living in poor quality, overcrowded homes which can negatively affect the health and well-being of residents.

²⁶ Strategic Housing Market Assessment (2013)

²⁷ GYN (2017) Stock Condition Survey

²⁸ GYN (2107) Stock Condition Survey

²⁹ BRE Dwelling Level Housing Stock Modelling and Database for Great Yarmouth Borough Council, June 2017

³⁰ BRE Dwelling Level Housing Stock Modelling and Database for Great Yarmouth Borough Council, June 2017

2.3.12. In aggregate, the increasing proportion of HMO properties also affects the attractiveness of streets to other residents, which in turn lowers property values further, creating a downward cycle. Increasing the proportion of HMOs also increases the strain on public services to meet the (on average) more complex needs of their residents and higher resident density than family/private housing.

2.3.13. Other problems with HMOs are that they can attract anti-social behaviour, transient and vulnerable populations and poor environmental health issues that can bring down what were previously desirable locations.

Lack of delivery of new homes

2.3.14. There are also problems with the identification and delivery of homes. The Great Yarmouth Local Plan Core Strategy initially identified a need for 7,140 homes over the period 2013-2020. Given that this target is now a few years old and the Government has since changed its methodology, the emerging Local Plan Part 2 will seek to amend this to 5,297. However, GYBC is allocating sufficient sites in the Local Plan to provide for the delivery of 7,208 units.

2.3.15. In the period April 2013 to March 2019 a total of 1,800 new homes were expected to be completed, however 1,310 were completed meaning there was a shortfall of 490 new homes. To address this shortfall the 490 dwellings will be spread out over the next five-year period of 2019-2024. With the five-year housing supply target, making up for the housing shortfall between 2013-2019 and a 20% buffer of these two, the housing target for the period 2019-2024 is 3,367.

2.3.16. Work undertaken by GYBC to identify the basis for a persistent shortfall in new housing supply has demonstrated market failure in the local housing market. Consultants Urban Delivery also noted a high non-implementation rate for consented planning permissions, with 300 units the subject of unimplemented planning consents, and an additional 246 units unimplemented but allocated at Great Yarmouth Waterfront. The following reasons were identified:

- Unrealistic hoped-for values on the part of landowners
- Viability impacted by the need for site remediation (e.g. flood defence, archaeological and decontamination costs)
- An ongoing perception that Great Yarmouth Town Centre is not a desirable residential location

2.3.17. Without public-sector intervention, it is consequently unlikely that private sector development will accelerate in time to meet Great Yarmouth's housing targets. GYBC is seeking to intervene in the housing market to create a network of attractive, vibrant and well-connected neighbourhoods and to establish a new gateway into the town centre, thereby:

- Enhancing place-making
- Fostering a sense of community
- Prompting higher investment from the private sector, retaining funds locally and increasing Great Yarmouth's economic growth

2.3.18. Actively intervening to transform the broken local housing market is a priority for GYBC. The council is developing a plan and seeking support from Government to achieve this. It is seeking to facilitate and coordinate the significant public and private sector investment needed to create a local market that delivers quality homes and makes Great Yarmouth a better place to live for its residents.

Extant Planning Permissions

- 2.3.19. There is a growing gap between housing permissions and housing completions in Great Yarmouth borough, and targets for housing completions have not been met for some years, leading to a situation where there is not currently the required minimum five-year supply of housing land³¹.
- 2.3.20. Since 2000, the peak number of housing completions in Great Yarmouth was 376, achieved in 2009/10³². Apart from the period 2004/5 to 2009/10, delivery has been below the required level, and in recent years by a more significant amount. The council's published housing land supply figure fell below five years at the end of 2017/18. 47% of completions in 2017/18 were by small housebuilders and a national housebuilder, Persimmon, accounted for 39% of completions.
- 2.3.21. Table 2-1 shows that 55% of houses were built on 'smaller sites' in the same year. The rest of completions on larger sites were mainly built by Persimmon on a single site.

Table 2-1 - Completions in Great Yarmouth by site size, 2017/18

Site size	Completions in 2017/18	Percentage
Small (less than 1ha)	115	55%
Large	93	45%
Total	208	100%

- 2.3.22. There has been a steep increase in housing commitments in Great Yarmouth recently. These are mainly sites with planning permission or allocated in the Local Plan for housing. However, the council has approved a significant number of unallocated and 'outside settlement boundary' sites in recent years, and since the supply of houses fell below five years. Figure 2-6 shows that this increase has not been matched by a significant upturn in housing completions. It is expected that there is a degree of lag as sites with outline planning permission cannot be constructed until a reserved matters application has been submitted and approved, however it would have been hoped that the area experienced an increase in the rate of completions.

³¹ Great Yarmouth Borough 5 Year Housing Land Supply Position Statement (2019)

³² Great Yarmouth Borough 5 Year Housing Land Supply Position Statement (2019)

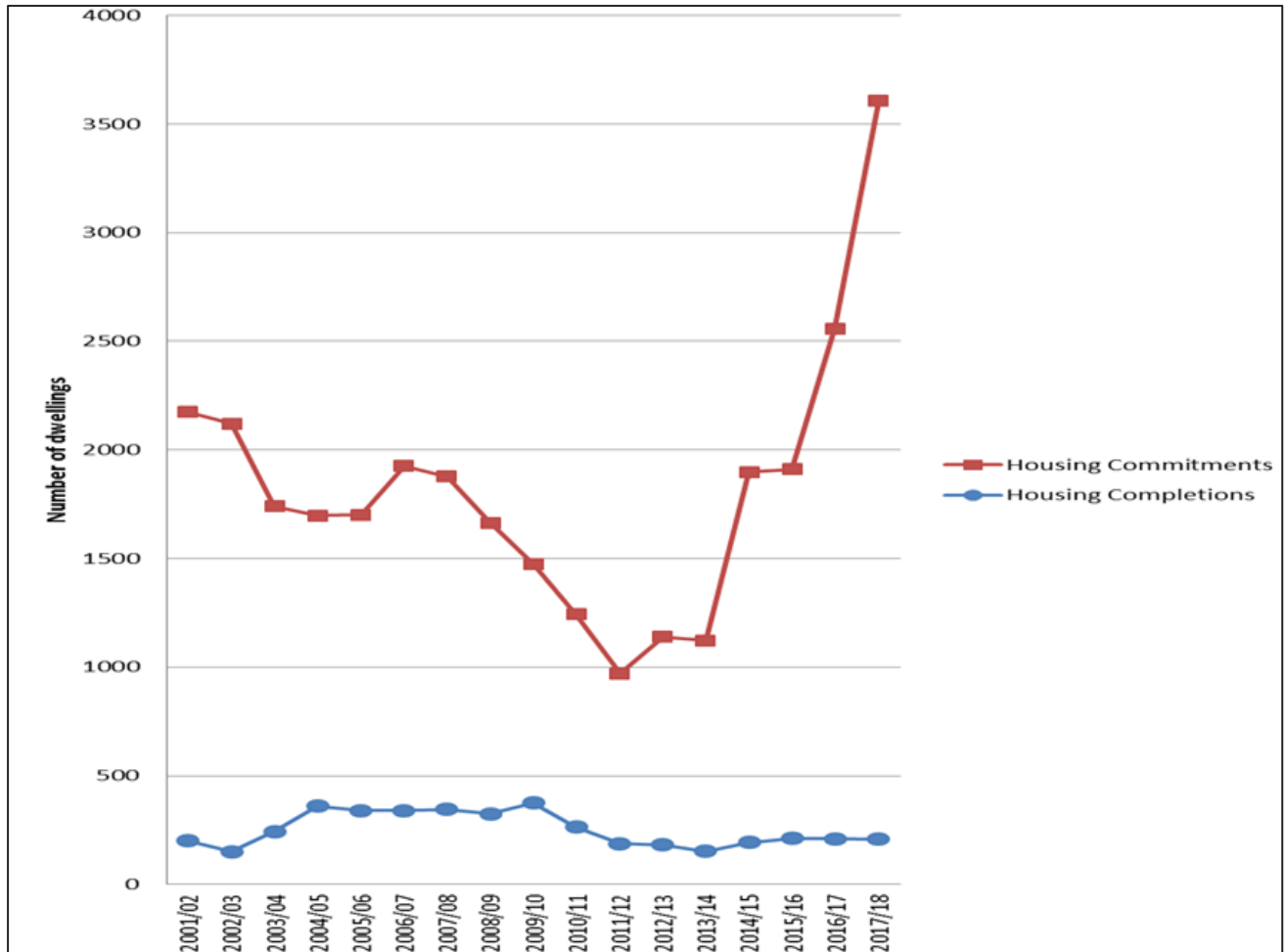


Figure 2-6 - Housing Completions and Permissions in Great Yarmouth

- 2.3.23. Overall, there are a total of 308 separate sites with planning permission for housing. The larger sites (50+ dwellings) constitute the majority of supply, at about two-thirds of the total (1,873 out of 2,878), but the smallest sites (1-9 dwellings) constitute the majority of total permitted sites (275 of 308).
- 2.3.24. A review of outline planning approvals in the Borough shows that for the period 2014 to 2018, 61% of homes that received planning permission did not submit Reserved Matters for approval following approval at outline stage. This value is skewed upwards by one development site in particular. The Halls site is a large site which makes up a high proportion of the properties which made Reserved Matters applications. The total number of homes that submitted Reserved Matters with the Halls site included is 228 compared to 124 without the Halls site, reflecting the large nature of this site. Removing the Hall site, the lapse rate falls to 27%, which shows a more common average of properties which submit Reserved Matters. This shows that despite the Borough's intent to accelerate housing delivery by approving outline permissions, a large proportion of these houses are not actually being built.

Housing Affordability

- 2.3.25. The lack of affordable home ownership and other sub-market housing options in Great Yarmouth present significant challenges for the area.

- 2.3.26. The affordability ratio of average house prices to average earnings across the borough is 6.2:1³³, which is below the national average. However, this overall metric masks significant issues within the borough and is skewed by high wage workers in the energy sector living outside of Great Yarmouth. In the most deprived wards, the affordability ratios are greater. For Nelson ward and Southtown & Cobholm ward the lower quartile income level to lower quartile house price level ratios are 7:1³⁴. For Central & Northgate ward and North Yarmouth ward they are 8:1 and 10:1 respectively. The affordability metric does not consider if the homes are poor quality, unattractive homes or conversion of single occupancy to multiple occupancy homes.
- 2.3.27. Affordability needs to be addressed in order to achieve the council's aspirations to improve the quality of life for local residents. The supply of housing has been far below the level of demand in recent years across affordable home ownership, affordable rent and social rent tenure types. Figure 2-7 shows the limited number of additional affordable homes (rent and affordable home ownership) including via s106 and use of Right to Buy receipts delivered over the past 5 years (period 2015/16-2019/20)³⁵.

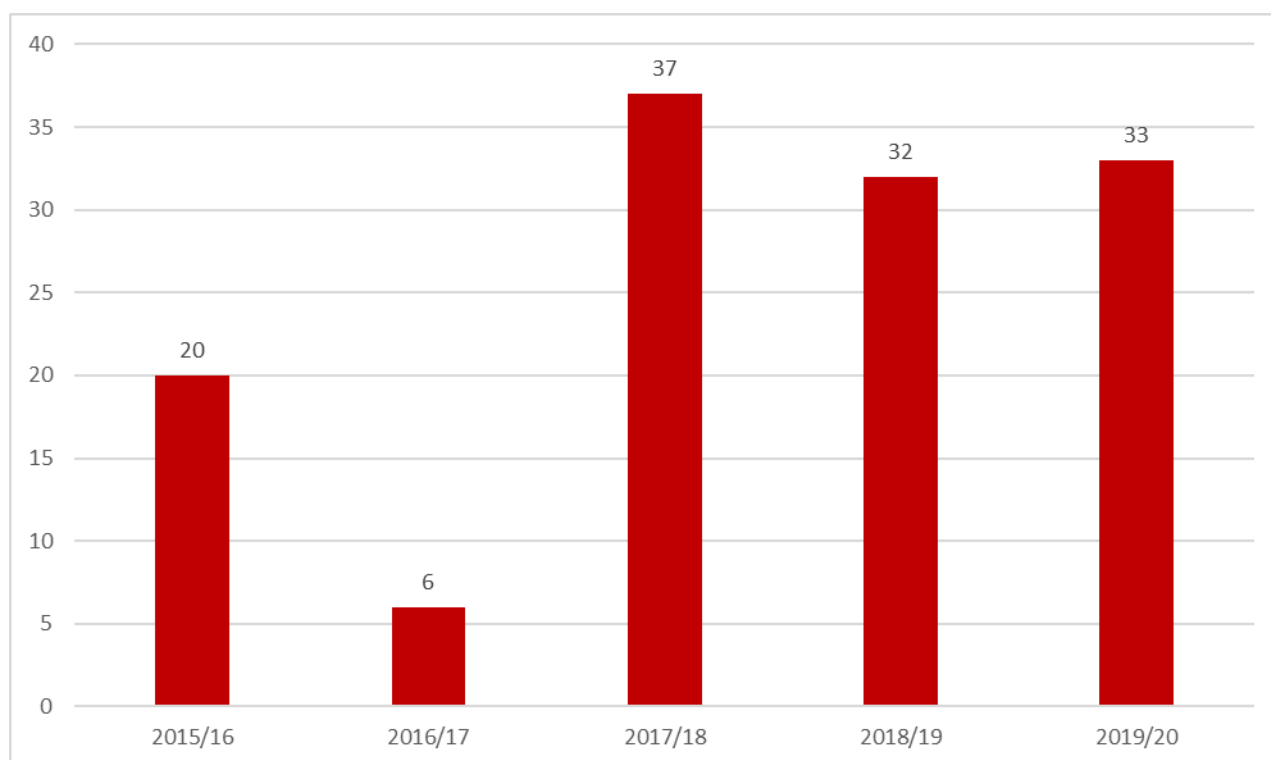


Figure 2-7 - Affordable Homes Completions in Great Yarmouth 2015/16 to 2019/20 (rent and affordable home ownership including s106 and use of Right to Buy receipts)

³³ Office for National Statistics, 2017

³⁴ Office for National Statistics, 2017

³⁵ Great Yarmouth Borough Council, Housing Services Directorate, February 2021

- 2.3.28. During the last five years only 128 affordable homes have been completed in the borough. This is significantly lower than both the needs of the local residents and the targets set for the number of affordable homes.
- 2.3.29. There is provision within the Core Strategy that housebuilders can use viability assessments to prove that building the required number of affordable homes in a development will negatively impact profits. Therefore they do not have to build affordable homes if they can show doing so will cause their profit margin to fall below 20% on the project. There is evidence from viability assessments and the council's discussions with landowners and developers that there are parts of the town with very low or even negative post-development land values. As a result, the council has had to help facilitate some development by reducing affordable housing requirements, where it is justifiable.
- 2.3.30. With the decrease in affordable housing provision, there has been an increase in homelessness in Great Yarmouth. Homelessness rose from 596 in 2014 to 843 in 2017. Therefore, one of the targets of the proposed intervention is to stop low income individuals being priced out of the market.
- 2.3.31. GYBC has regular update meetings with local Registered Providers (RP) at an operational level and has recently been undertaking soft market testing for a strategic partnership, along with procuring legal advice around this. This demonstrates a strong working relationship with RPs, however these providers struggle in terms of the viability of sites in Great Yarmouth.

IMPACT OF HOUSING PROBLEMS ON GREAT YARMOUTH

- 2.3.32. The impact of the housing problems is connected to the challenges set out in the local context section. The implications and effects of these problems is described below.

Low proportion of economically active residents

- 2.3.33. In Great Yarmouth the proportion of the workforce that is economically active lags behind East of England and Great Britain. In 2018, 69.3% of Great Yarmouth residents were economically active, this is lower than the British average of 78.5% and it lagged further behind the regional average of 80.8% for the East of England. The level of Job Seeker Allowance (JSA) claimants is higher than regional and national averages across all age groups, but in particular across 18-24 years olds. This shows some of the challenges facing young adults in Great Yarmouth.
- 2.3.34. Due to the poor quality and an unsuitable housing stock Great Yarmouth is unable to retain the higher earning workers who prefer to live outside Great Yarmouth and commute to work. With better quality homes higher earners will choose to live in Great Yarmouth and boost the local economy with their spending.

Poor economic performance

- 2.3.35. Gross Value Added (GVA) is a measure of the increase in the value of the economy due to the production of goods and services. Great Yarmouth's GVA performs poorly compared to East of England, England and United Kingdom, with its GVA 31%, 49% and 46% lower respectively.
- 2.3.36. The housing market in Great Yarmouth has had a detrimental effect on the local labour market. Overall, economic activity is lower than East of England, and as highlighted earlier the unemployment rate far exceeds the national (UK) and regional (East England) levels, with JSA

claimants higher across all age groups³⁶. Alongside this, full time employment has been significantly below the regional and national average whilst weekly wages have consistently lagged behind East of England and Great Britain. The difference was £60.00 and £83.20 in 2002 and has since increased to £107.70 and £88.50.

- 2.3.37. Human capital in Great Yarmouth lags behind the regional and UK averages with below East of England and Great Britain averages across all NVQ qualification grades (NVQ 1-4).³⁷
- 2.3.38. Without housing improvements, younger and more economically active people will continue to look to other areas to live and work. Additionally, private sector investment in the area will continue to be deterred.

Concentration of deprivation

- 2.3.39. The accumulation of the above problems is leading to greater rates of deprivation in Great Yarmouth. High unemployment and low rates of educational attainment lead to poor health of residents which lowers quality of life. In turn, worsening health can lead to unemployment and lower rates of education, perpetuating the situation.
- 2.3.40. High levels of deprivation indicate that people in Great Yarmouth, and especially in the most deprived boroughs (where deprivation is significantly worse), are experiencing a low quality of life. There is a particular concern with regards to Employment Deprivation and Education Skills & Training as Great Yarmouth performs very poorly in these categories in the IMD.
- 2.3.41. As identified earlier, there is a high proportion of homes that do not meet the Government's 'decent homes standard'. This has a negative impact on health, with issues such as safety problems and excess cold. This has contributed to the life expectancy in the area being lower than UK average.

Town Centre Deprivation and High Street Decline

- 2.3.42. Great Yarmouth is the 25th most deprived of 354 local authority areas in the Index for Multiple Deprivation in 2019³⁸. These deprivation factors include barriers to housing and services, crime, living environment, income, employment, education, health deprivation.
- 2.3.43. The effect of the social and economic challenges in Great Yarmouth are clearly evident in the town centre, as low footfall levels and limited spending power have resulted in its decline. Around 15-20% of retail units are vacant (as at December 2018) in the (LPP2) town centre area³⁹. Empty high street units contribute to a negative streetscape which makes the area less attractive for people to live in. This depresses surrounding land values, discouraging investment from the private sector as there is a low return on investment.

³⁶ ONS, <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

³⁷ Ibid

³⁸ Office for National Statistics, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/579151/English_Indices_of_Deprivation_2015_-_Frequently_Asked_Questions_Dec_2016.pdf

³⁹ Great Yarmouth Borough Council (2018) Vacant Retail Units 2018

THE VISION FOR A FUTURE GREAT YARMOUTH

2.3.44. Over the last decade, GYBC has worked hard to build a foundation for future placemaking. It has set out an overarching strategy not only for local development, but for the growth of the borough's cultural offering and economic future. Development must be holistic, and the improvements to housing and Great Yarmouth's town centre are both key to this.

2.3.45. The overarching mission statement adopted by GYBC is:

"By 2030, Great Yarmouth becomes a place of choice for people to live. It can sustain a commuter market and compete with Norwich for quality of life. Renewal of the housing stock creates an environment in which people choose to visit, stay, spend and invest, driving town centre regeneration and life chances for all"

OPPORTUNITIES

2.3.46. In response to the housing problems, six opportunities have been generated. A description of each opportunity is provided below, as well as how they relate to housing market problems in Great Yarmouth.

2.3.47. The opportunities are:

- Opportunity 1: Existing property purchase and repair scheme
- Opportunity 2: The Conge Redevelopment
- Opportunity 3: Beach Coach Station
- Opportunity 4: Empty Homes
- Opportunity 5: Town Centre Vacant Premises
- Opportunity 6: Estate Regeneration

Opportunity 1: Existing purchase and repair scheme

2.3.48. Through a purchase and repair scheme, GYBC aims to acquire 80 redundant or vacant guesthouses used as HMOs and convert them into 160 good quality homes. The implementation of this scheme would bring a supply of sub-standard accommodation onto the market with potential conversion to family homes and good quality flats.

2.3.49. As mentioned previously, HMOs have a negative effect on local communities as they provide sub-standard accommodation and can lead to social and economic problems. These include high unemployment, low GVA and an unskilled workforce, as well as increasing barriers to housing and high crime rates.

Opportunity 2: The Conge Redevelopment

2.3.50. The Conge is a key connection from Great Yarmouth's railway station to the Market Place and is a key component of Great Yarmouth's Town Centre Masterplan. For many visitors, particularly those arriving by rail, it is their first impression of Great Yarmouth. The street contains a mixture of commercial, industrial premises and midrise local authority housing. It is currently unattractive, unwelcoming and an underutilisation of potentially good space.

2.3.51. By 2025, as part of the Great Yarmouth Town Centre Masterplan GYBC envisions The Conge as providing high-quality housing and commercial premises, delivering an attractive gateway into the town centre.

- 2.3.52. Supported by both adopted and emerging planning policy, the preferred option for The Conge redevelopment is an extended development, which includes The Conge and the area to the north of North Quay, leading to the railway station bridge (Figure 2-8, circa 4 hectares). The scheme involves the creation of 89 new dwellings aimed at meeting local needs. The council owns much of the land in The Conge and has properties let on leases ranging from very short term to 60 years.

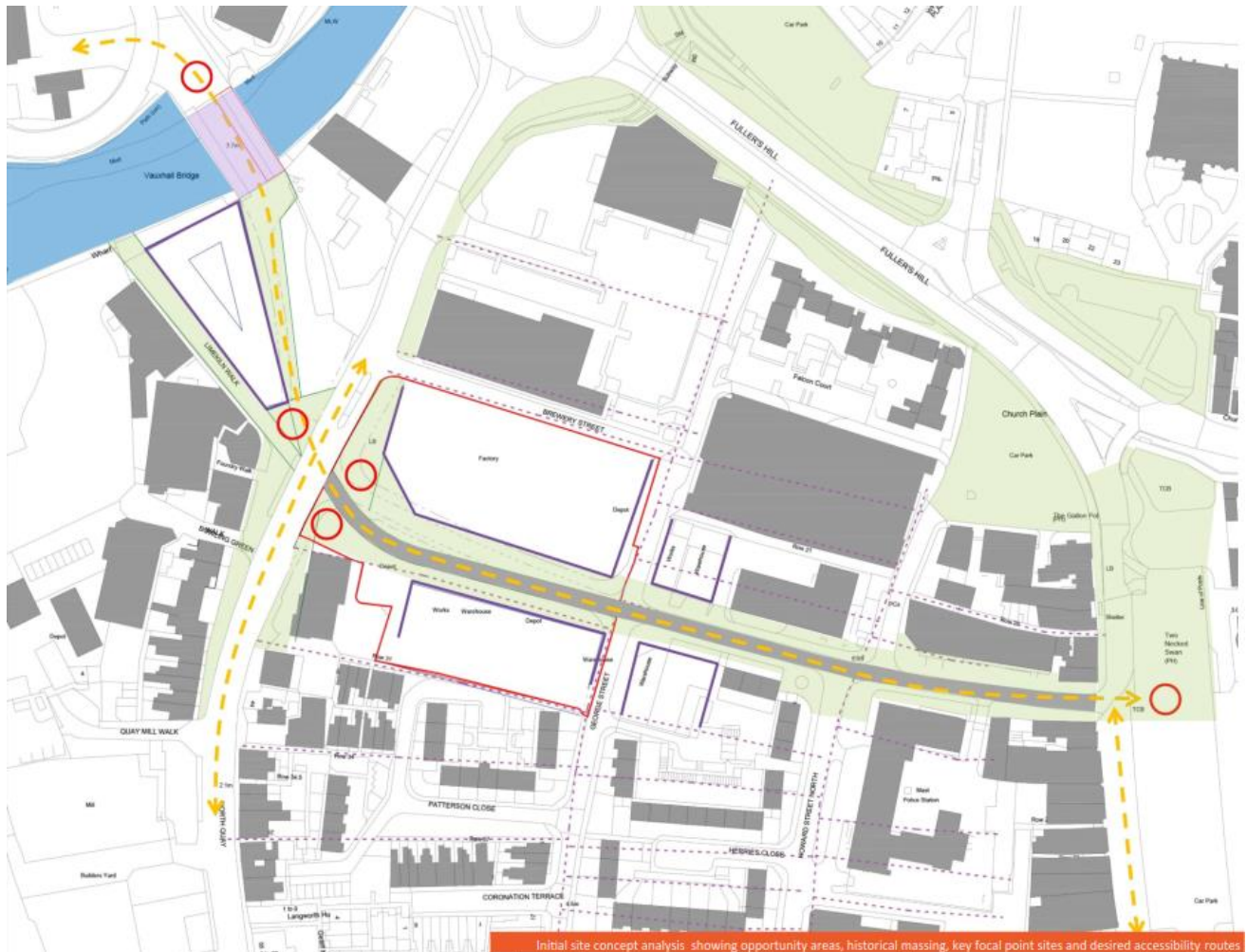


Figure 2-8 - The Conge – Indicative Redevelopment Area

Opportunity 3: Beach Coach Station

- 2.3.53. This site is currently used as a coach park and a car park. The site is bordered by Nelson Road North, Euston Road, Wellesley Road and Sandown Road. The car and coach park will be decommissioned, and other sites identified for car/coach parking.
- 2.3.54. Under a 2012 Special Purpose Vehicle, a crescent of new housing was delivered on the northern tip of the site. GYBC aims to build on this by redeveloping two-thirds of the remaining site, with a target of 50-80 new homes identified. The redevelopment of this area will build on placemaking efforts already underway at Wellesley Road recreation ground. The site also benefits from a location close to the regenerated Venetian Waterways and the seafront.

Opportunity 4: Empty Homes

- 2.3.55. There are currently estimated to be 511 empty homes in Great Yarmouth which could be brought back into use. GYBC is seeking a mechanism to intervene as quickly as possible and ensure empty homes are bought back into active use. GYBC previously undertook a grant funded process with HCA to bring empty properties back and has had success over the years assisting owners.
- 2.3.56. Under the Shared Ownership and Affordable Homes Programme, 60 additional properties (96 homes) across the borough could be made available.

Opportunity 5: Town Centre Vacant Premises

- 2.3.57. There are currently estimated to be 53 empty retail units within the area's Town Centre Masterplan. These empty units range in size from department store size to small businesses. Vacancy rates are 19% with a continued reduction in demand for retail floorspace. These retail units could be converted to 100 residential units.
- 2.3.58. The viability of retail use over the long term, due to changing shopping and leisure habits, means the opportunity for non-retail uses should be pursued. This could include community functions, leisure and education space, should the existing quantum of retail space be inappropriate for future needs.
- 2.3.59. Part of the solution to creating more vibrant town centres is to increase the number of homes in the town centre, both through converting entire buildings to residential use where appropriate and by placing homes on upper storeys above other ground floor uses. Over the past decade, the Great Yarmouth Preservation Trust has been working with the National Lottery Heritage Fund to bring historic shopfronts back into use. They have lifted eight buildings out of the at-risk register, creating new residential units and new office space above shops. It should be noted that the Great Yarmouth Community Land Trust is keen on helping deliver the conversion of properties above shops and to help facilitate these developments in Great Yarmouth.

Opportunity 6: Estate Regeneration

- 2.3.60. The Middlegate estate lies within one of the most deprived areas in the country. The estate is in the bottom 10% nationally across all of the indices of Multiple Deprivation and also in the bottom 10% for specific indicators of: income, employment, education, skills and training, health deprivation and disability and crime. The estate is 4th worst out of 32,844 LSOAs in England, regarding Education, Skills and Training.
- 2.3.61. The estate also suffers from poor thermal performance and many units have had lengthy void periods due to their undesirability. The estate is coming to the end of its life span and requires significant remodelling. Other issues are underused and inaccessible private garden space and the inward-looking nature of the estate.
- 2.3.62. In April 2017 the Ministry of Housing, Communities and Local Government approved Great Yarmouth's Housing and Neighbourhoods Committee request to undertake a £320k feasibility study to assess regeneration options. A team led by ARK Consultancy completed a final study in January 2020. It identified strategies that would bring additional private and council-owned stock to the estate and improve existing stock to increase their lifespan by a minimum of 30 years.
- 2.3.63. There are 535 homes on Middlegate Estate, 478 of which are existing council rented homes. The remaining 57 privately owned properties are to be purchased as part of this opportunity. 301 homes are to be demolished, 226 Council rented homes refurbished, and 284 new Council rented homes

built. Including leasehold (14) and 'other' homes (99), the total homes expected after regeneration of the estate will be 623, a net gain of 88 new homes. A further viability appraisal is now underway to reflect changes to the mix and types of homes to ensure the regenerated estate meets current and future housing needs.

2.4 DEVELOPMENT OF OBJECTIVES

THE VISION

- 2.4.1. In response to the identified housing and associated issues for Great Yarmouth and the case to intervene, a vision capturing the aspirations of the council has been developed. It is:

“Great Yarmouth becomes a place of choice for people to live, with a quality of life offer comparable to Norwich. It provides an urban environment in which people choose to work, visit, stay, spend and invest, driving life chances for all in a sustainable manner, through realising the value of its existing assets and targeted revitalisation of housing stock.”

OBJECTIVES

- 2.4.2. Aligned with this overarching vision, specific objectives for the proposed housing intervention have been identified. These are:

- Provide an affordable mix of housing (in terms of both type and tenure) to meet the current and future needs of the local population
- Accelerate the rate of delivering additional dwellings
- Reduce the number of vacant properties
- Improve the standard of the housing stock, both council and privately owned
- Support the revitalisation of the Great Yarmouth town centre to create an environment that attracts people to visit, stay and invest

- 2.4.3. How well the development of the opportunities addresses the specific objectives will determine how successful the housing intervention has been.

OPPORTUNITY LINKS TO OBJECTIVES

- 2.4.4. The table below shows how each opportunity fits in with the objectives of the housing intervention. Green indicates that the opportunity addresses the objective whereas red indicates it does not.

Table 2-2 - Opportunities and Objectives

Opportunities Objectives	Purchase & Repair	The Conge	Coach Station	Empty Homes	Town Centre	Estate Regen
Provide an affordable mix of housing to meet current and future needs						
Accelerate the rate of delivering additional dwellings						

Opportunities Objectives	Purchase & Repair	The Conge	Coach Station	Empty Homes	Town Centre	Estate Regen
Reduce the number of vacant properties						
Improve the standard of the housing stock (council and privately owned)						
Support the revitalisation of the Great Yarmouth town centre						

WIDER BENEFITS

Benefits of all opportunities

- 2.4.5. Combined, the opportunities will lead to less overcrowded, better quality homes which are suited to the needs of the local population. This will enable residents to better accumulate human capital as they will be in better health and perform better at school/work training activities, resulting in Great Yarmouth having a more skilled workforce. This would be a significant improvement as Great Yarmouth currently performs poorly in education attainment and GVA. A more skilled workforce will enable improved productivity for businesses which will also improve business performance and increase GVA. With improved performance from businesses it is also likely that unemployment rates could fall and full-time employment rates increase.
- 2.4.6. With additional high quality homes in the area, higher wage workers are more likely to remain in the area because there are more houses suited to them. Additionally, general streetscape improvements and commercial developments will make the area more attractive for them to visit, live and invest. This will address the current imbalance of the working wage exceeding the residential wage.
- 2.4.7. Tourism is a key industry to Great Yarmouth making up a large share of the local economy and providing lots of jobs and economic opportunities. Improvements to the streetscape and quality of housing will further boost tourism in the area, aiding the local economy. Tourism offers a wide range of benefits due to the money tourists spend. It also provides a large number of jobs for people working in the hospitality and transport industry, leading to an increase in employment rates in the area.

Social outcomes

- 2.4.8. Improvements in economic and social outcomes as a result of housing market interventions should reduce the deprivation in Great Yarmouth increasing the quality of life. The improvements above are directly related to improving deprivation issues because the IMD is calculated by considering: Income, employment, education/skills, health and barriers to housing/services.
- 2.4.9. The improvements will also address the deprivation in the town centre. High vacancy rates and a low footfall count indicate the high street is struggling. The improvements in employment rate,

business performance and tourism should encourage more spending improving the performance of the high street.

- 2.4.10. The interventions proposed in the housing deal have the ability to support inclusive growth, which is economic growth that enables the widest range of people and areas to both contribute to and benefit from growth. Addressing this is a key policy for decision-makers nationally: to provide opportunities for areas to address the social and economic challenges that have emerged around social exclusion, inequality and the failure to create and sustain inclusive economic growth.
- 2.4.11. With more affordable homes (across multiple tenure types) being delivered, barriers to lower income residents accessing high quality housing will reduce. This should reduce overcrowding and homelessness, supporting those on lower incomes in accessing more stable, higher quality sub-market housing.
- 2.4.12. The delivery of the housing interventions will provide momentum, attracting further investment from the private sector to create economic benefits in Great Yarmouth. By improving the quality of the housing stock and reducing the number of homes that are in disrepair and vacant, investment from the private sector which is currently constrained by low land values could increase significantly. More sites would become commercially viable and there would be a higher return on investment due to higher land values and a more positive perception of the area.

2.5 IMPACT OF NOT CHANGING

INTRODUCTION

- 2.5.1. This section identifies the likely consequences of central government funding not being provided to GYBC to progress the proposed housing interventions.

EXISTING HOUSING STOCK

- 2.5.2. Notable features of Great Yarmouth's housing market failure are the issues surrounding quality and use of existing housing stock. The main issues identified with the current housing stock can be summarised as:
- A large proportion of properties will continue to remain vacant (homes and businesses)
 - HMOs will continue to be used widely
 - The quality of estate housing will continue to decline, especially the Middlegate Estate
 - Private sector housing stock quality will remain in decline, demonstrating market failure
 - The diversity of housing offer will continue to be insufficient

Empty Homes

- 2.5.3. Without intervention the number of empty homes in the town will continue to be a blight on the area and numbers of vacant properties could even rise compounding the situation. Vacant properties will continue to lower land values of surrounding properties and the quality of the streetscape will discourage people to live in the town. It may also discourage the high-income earners that live in the town to leave due to the lack of high quality homes on the property ladder. Furthermore, as homes remain empty over a longer period it becomes more complex and costly to restore them to active use and to a decent standard.
- 2.5.4. GYBC is currently progressing projects to deal with empty homes. These have been producing positive results, but a lack of resources constrains the scale and pace of development. As no market

solution exists and it is anticipated that GYBC's funding will remain tight over the medium term, the baseline scenario is likely to see a continuation of the prevalence of empty homes, with their numbers only slowly reducing as GYBC initiatives allow.

- 2.5.5. Overall empty homes will continue to suppress house prices and have a negative impact on the desirability of the town's urban areas. The empty homes will continue to negatively impact the streetscape preventing significant social and economic development in Great Yarmouth.

Town Centre Vacant Premises

- 2.5.6. GYBC's 2018 Annual Planning Monitoring Report showed that the number of ground floor units in use in the town centre has remained relatively stable between 2013 (338) and 2018 (333). However, empty retail properties have largely remained vacant decreasing only slightly from 66 units in 2015 to 60 units in 2018.
- 2.5.7. There is an opportunity to utilise the upper floors of the town centre for new homes, in which there has been some market interest. There has also been interest from the Great Yarmouth Community Land Trust to support this. However, given the current slow build rates, there will only be a modest flow of new homes.
- 2.5.8. It is likely that without intervention, empty town centre premises will remain an issue, it also possible the amount of vacant properties will increase. This will depend on long term development plans in the town centre and the future retail/commercial market.

Larger Residential Properties being used as HMO

- 2.5.9. The rising number of HMOs will continue to lower surrounding property and land values by lowering the attractiveness of the street to other residents. They will continue to be a strain on public services as they seek to meet the needs of residents living in this accommodation.
- 2.5.10. GYBC is exploring options to remedy this situation, including implementing planning controls to discourage conversion into HMOs and actively intervening to develop individual properties. This progress by GYBC will continue, but the level of funding available means its impact is consequently limited and so the baseline scenario would at best see only a gradual improvement.

Middlegate Estate Housing Stock

- 2.5.11. The Middlegate Estate is comprised of 535 homes, predominantly under GYBC control, and has several issues, including anti-social behaviour problems. The need to renew the built fabric of homes and to address structural design issues which impact on thermal efficiency and comfort mean the overall quality of the stock is declining. Without improvements the situation will only get worse. The location of the estate next to the town centre means its performance has a significant effect on the perception of Great Yarmouth as a whole.
- 2.5.12. In September 2018, ambitious plans for the redevelopment of Middlegate Estate were presented by GYBC to its residents. The council received largely positive feedback to these proposals. GYBC is therefore progressing this work, however the pace of intervention is governed by available funding.
- 2.5.13. Without additional funding there will be a slow regeneration of the Middlegate Estate which will make the delivery of more strategic, large sites such as The Conge and Beach Coach Station more challenging. Attracting the larger scale, private sector interest desired for these sites will require clear evidence of wider, ambitious interventions to improve the quality of housing in the town. Without intervention this is unlikely to transpire on the scale required to have tangible impacts.

MISSED REGENERATION OPPORTUNITIES

- 2.5.14. There are important strategic sites that have the potential to increase the overall quality and viability of Great Yarmouth's housing market. By encouraging the high quality development of these sites, the public sector can provide leadership over these developments, maximising the benefits of them for the town and encouraging private sector investment. These strategic sites are identified below, along with the impacts of GYBC adopting a non or limited intervention approach to their development.

Beach Coach Station

- 2.5.15. The Beach Coach Station site is currently a car and coach park, but presents an opportunity for new homes. Without intervention the development is unlikely to come forward. The site has access to the seafront via a short walk, Wellesley Road recreation ground and the Venetian Waterways. Its positioning next to the Great Yarmouth Back of Seafront Improvement Area (GY8-dp) increases the site's potential. Despite this, the existence of a significant funding gap suggests that privately funded development would not be feasible here in the short term.
- 2.5.16. A do-nothing approach to this site would negate the potential creation of 50 homes to support Great Yarmouth's housing targets. It would also hamper the potential the site offers to change the town's reputation with property developers, which a high-quality redevelopment could achieve. GYBC is keen to support regeneration options for the site; with larger-scale investment it could prioritise the site's development and ensure the benefits of the site are achieved.

The Conge Redevelopment – Connecting the Station to the Town

- 2.5.17. This area has potential to be a key gateway to the town centre but is currently an uninviting environment that mixes low quality commercial and residential uses within a poor public realm. This fails to give visitors from the station a positive first impression of Great Yarmouth, which is a significant missed opportunity. Its position between the town centre and railway station also make it a strong strategic candidate for higher density development.
- 2.5.18. Regeneration plans exist for the area, which could deliver around 220 new homes. This development would provide residential and mixed-use frontage, sitting within high-quality public realm. It would provide a street connection from the station to the town centre. It has the potential to attract new, more skilled/affluent residents and provides the potential for an easy commute to Norwich without car ownership.
- 2.5.19. GYBC will explore options to help deliver this redevelopment, however without funding support, the level of intervention required to kick-start area-wide improvements is unlikely. A do-nothing scenario approach will therefore mean a slow pace of regeneration and consequently a failure to deliver the scale and quality of regeneration needed to contribute to the town's wider regeneration.

DEVELOPMENTS GRANTED PLANNING PERMISSION BUT NOT GOING AHEAD

- 2.5.20. As highlighted in 2.3, in recent years there has been a shortfall in the number of houses built. The last time new housing was at the required level was 2009/10. Every year since then housing delivery has fallen short of housing needs. On top of this there have been planning permission approvals but non-delivery of the houses. This has led to the council approving houses outside settlement boundaries in an effort to stimulate the market. In the absence of intervention, it is unlikely that housing completion rates will increase to meet the shortfall.

CUMULATIVE IMPACT OF NOT DELIVERING THE OPPORTUNITIES

- 2.5.21. The current trajectory for the failing housing market in Great Yarmouth is likely to lead to:
- A slow pace of improvement of existing housing stock
 - Continued failure to deliver new housing and meet agreed targets
 - The council approving unallocated/ 'outside settlement boundary' sites, as a result of the housing targets not being met
 - Vacancy rates continuing to be uncomfortably high
 - A continuation of too many larger properties being used as HMO
 - A slow pace of improvement of publicly owned housing estates
 - An increased maintenance liability for the local authority, as the housing stock ages
 - A continuation of the under-performance of the private sector housing market in Great Yarmouth
- 2.5.22. In combination, failure to fund investment to intervene in the Great Yarmouth housing market would also deliver increased strain on local public sector services. This would be caused by:
- Low levels of growth in Council Tax income, due to continuing high vacancy rates
 - Increased expenditure demands, due to the likelihood of a larger number of people with more complex needs
 - Likelihood of declining business rates due to a stagnation in town centre activity and a worsening retail/commercial market
- 2.5.23. In addition, the potential for higher quality, larger, new build sites being delivered, which would attract more affluent and skilled people into Great Yarmouth, would be less likely.
- 2.5.24. Housing Deal funding is therefore being sought to allow GYBC to move from a project focus of addressing each issue/opportunity as it arises, towards a consolidated, significant programme of broad intervention. This programme would be designed to effect the consistent, broad-spectrum change required over the long term to improve the town's prospects.
- 2.5.25. Without addressing the provision of quality housing for a range of tenures it is anticipated that:
- The council will not be able to deliver in full the housing targets set in Great Yarmouth's Local Plan and Housing Strategy and the shortfall in required dwellings could widen further
 - The council will continue to have to accept unallocated sites and potentially lose control of planned and sustainable development in the town
 - The council will have to accept lower levels of affordable housing for developments due to viability issues
 - The types and quality of housing available will remain unsuitable for local people's current and future needs
 - Younger and economically active people will continue to look to move to other areas to live and work
 - Private sector investment in housing and employment in the area will be deterred
 - The council will not be able to deliver the employment targets and its other economic objectives, with serious consequences for the local economy, including the town centre
 - Quality of life in the areas with the highest levels of deprivation (Central & Northgate, Nelson and Southtown & Cobholm) will not improve and could worsen

- 2.5.26. Without significant intervention only small improvements in the housing markets will be made and it will continue to perform poorly. Without public sector intervention in the form of the opportunity schemes and others that may follow, GYBC's housing targets will not be met.

2.6 MEASURES OF SUCCESS

OBJECTIVES MAPPING

- 2.6.1. The table below demonstrates how each opportunity ties in with the objectives of the scheme as well as how the success will be measured.

Table 2-3 - Mapping of 'SMART' Objectives

Inputs	Outputs	Outcomes	Impacts
Opportunity 1: Existing property purchase and repair scheme	80 HMO removed and 160 homes created by 2030	Provide an affordable mix of housing (in terms of both type and tenure) to meet the current and future needs of the local population Accelerate the rate of delivering additional dwellings Reduce the number of vacant properties Improve the standard of housing stock Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest	Reduced vacant properties Increased number of 1-bedroom flats Increased number of affordable homes Reduced number of homes that fail to meet decent homes standard
Opportunity 2: The Conge Redevelopment	89 homes created by 2030	Provide an affordable mix of housing (in terms of both type and tenure) to meet the current and future needs of the local population. Accelerate the rate of delivering additional dwellings Improve the standard of housing stock Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest	Reduced vacant properties Housing mix to meet identified housing need and demand Increased number of affordable homes
Opportunity 3: Beach Coach Station	80 new flats created by 2022	Provide an affordable mix of housing (in terms of both type and tenure) to meet the current and future needs of the local population Accelerate the rate of delivering additional dwellings	Reduced vacant properties Increased number of 1-bedroom flats Increased number of affordable homes

Inputs	Outputs	Outcomes	Impacts
		<p>Improve the standard of housing stock</p> <p>Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest</p>	
Opportunity 4: Empty Homes	64 flats and 32 houses created by 2030	<p>Provide an affordable mix of housing (in terms of both type and tenure) to meet the current and future needs of the local population.</p> <p>Accelerate the rate of delivering additional dwellings</p> <p>Reduce the number of vacant properties</p> <p>Improve the standard of housing stock</p> <p>Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest</p>	<p>Reduced number of empty homes</p> <p>Increased number of affordable homes</p>
Opportunity 5: Town Centre Vacant Premises	100 flats created by 2030	<p>Accelerate the rate of delivering additional dwellings</p> <p>Reduce the number of vacant properties</p> <p>Improve the standard of housing stock</p> <p>Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest</p>	<p>Reduced vacant properties</p> <p>Increased job numbers</p> <p>Increased town centre footfall</p> <p>Increased local expenditure</p> <p>Increased number of affordable homes</p>
Opportunity 6: Estate Regeneration	88 flats created by 2030	<p>Accelerate the rate of delivering additional dwellings</p> <p>Reduce the number of vacant properties</p> <p>Improve the standard of housing stock</p> <p>Support the revitalisation of Great Yarmouth Town Centre to create an environment that attracts people to visit, stay and invest</p>	<p>Reduced number of homes that fail to meet decent homes standard</p> <p>Removal of homes which are harder to let as do not meet current housing need</p> <p>Increased number of affordable homes</p>

ALL OPPORTUNITIES

- 2.6.2. Collectively, there are some benefits that are captured by all the opportunities and therefore can be measured in aggregate.

- 2.6.3. With the opportunities involving building new homes or refurbishing old ones, the success of improving the quality of homes can be measured against the number of homes that meet the government's 'decent homes standard'. A study in 2017 identified 17% of homes did not meet the Decent Homes Standard⁴⁰. Reducing this number will indicate the success of the opportunities. Similarly, through the opportunities delivering additional dwellings, they will help GYBC achieve the housing target of approximately 500 houses per year for 2020-2030 and 5,000 in total by 2030.
- 2.6.4. Each opportunity should also help to retain young economically active workers and attract high wage workers. The housing interventions will improve the quality of the houses making them more suitable for higher wage workers and a better mix of housing should keep young economically active workers in Great Yarmouth. They will also improve the streetscape which will improve the perception of the area, which will attract these people. Evidence of the success of the housing intervention in supporting this achievement will be if the proportion of the population aged 18-35 increases. In the case of attracting higher wage workers, an increase in residential wages will support the evidence that the scheme has been successful.
- 2.6.5. A combination of all of the opportunities should boost tourism in Great Yarmouth. Improvements to streetscape, better quality homes and a revitalised town centre will all act to draw increased tourism to Great Yarmouth. This will complement the increased tourist attraction of the opening of the Venetian Waterways with Opportunity 3: Beach Coach station being located near to this. Increased visitor numbers will therefore provide evidence of the scheme supporting wider initiatives.
- 2.6.6. The mix of housing needs to provide suitable accommodation to key market segments including an ageing population as well as people living on their own or as a couple with no children. The opportunities provide a mixed range of housing from social housing, 1-bedroom homes and family homes that will fit with the needs of the current and future local population.

2.7 BUSINESS STRATEGY

INTRODUCTION

- 2.7.1. In this section, the context in which the intervention must be delivered is set out, as established by national, regional and local policies, as well as published strategies. Their alignment with the proposed scheme is described.

LOCAL

Great Yarmouth Borough Council Housing Strategy - 2018-2023 (2018)

- 2.7.2. The strategy details the need for improvement in the housing market within the borough and how this could be achieved. It covers all types of housing in the area including rented and owned. Four key objectives are outlined to meet the demands of current and future residents:
- New homes: ensuring there are enough good quality new homes being built
 - Our homes: improving the quality and use of the council's housing stock

⁴⁰ GYN (2017) Stock Condition Survey

- Decent homes: providing a good mix of decent homes across all tenures
- Healthy homes: meeting the needs of vulnerable households

- 2.7.3. Lack of affordable housing (across tenure types) has become a problem in the area with rented housing accounting for 20% of total housing. As with other coastal locations, second home ownership contributes to the problem. Additionally, homelessness has been increasing over the last three years from 596 in 2014 to 843 in 2017.
- 2.7.4. Engaging with developers to ensure a variety of affordable housing is built (across tenure types) will be vital. The overall success of the strategy will be measured by the number of homes built per year by both the private and public (council) sector.

The Plan – 2015-2020 (2015)

- 2.7.5. Great Yarmouth Borough Council has been working with different stakeholders to support development in the area by focusing on six key priorities. These priorities are:
- Economic Growth
 - Housing
 - Neighbourhoods, Communities and the Environment
 - Tourism, Culture and Heritage
 - Great Yarmouth's Town Centre
 - Transport and Infrastructure
- 2.7.6. Economic growth in the area will be generated by investment in offshore energy and the development of the South Denes Enterprise Zone. This should attract resources from both the private and public sectors, benefitting the local economy and those who have the skills to work in the renewable energy sector. To ensure they live in the local area, and therefore the benefits of economic growth are experienced locally, the housing offer must be fit for purpose.
- 2.7.7. The Plan recognises the need to improve the general quality of living within Great Yarmouth by providing a range of different services to meet the needs of residents. A five-year programme has been implemented to address some of the key issues such as employment opportunities, sports and leisure, and recycling and waste disposal, ensuring a higher quality of life for residents.
- 2.7.8. To support the diversification of the local economy it is proposed to exploit the heritage of the town, with more events and attractions being developed. The borough is also a popular seaside destination and the council has worked with the tourism board amongst other partners to improve the borough's tourism opportunities and to deliver higher levels of economic growth. Improvements will also take place in the town centre to help create an economic hub accompanied with transport improvements to increase the town's accessibility to and from other regions. This includes the A47 (to improve connectivity through Peterborough) and the Third River Crossing Route (linking the A47 at Harfrey's Roundabout with South Denes Road).
- 2.7.9. The proposed housing intervention will work alongside '*The Plan*' in order to revitalise the area and support the Plan's priorities.

Great Yarmouth Draft Local Plan (Part 2) - 2013-2030 (2013)

- 2.7.10. The 2013-2030 Core Strategy document highlights the strategic plan for addressing the short-term and long-term needs of Great Yarmouth borough. 5,139 homes are needed to cater to the needs of

its residents with a large percentage of housing identified for Great Yarmouth town and Gorleston-on-sea.

- 2.7.11. The core housing aim is to provide “sufficient housing in a range of styles and tenure that meet the borough’s existing needs, including that of its ageing population, whilst taking into consideration future population growth”.
- 2.7.12. Against a backdrop of not meeting housing targets (between 2001 and 2013, 276 dwellings were completed per annum, 144 fewer per year than the target rate), a shorter and longer rate have been set for future years. Up to 2020 the target is 300 dwellings per year. For 2021 to 2030 the annual target is 540.
- 2.7.13. Policy UCS3-dp focuses on addressing the borough’s housing need and outlines seven ways that the council and its partners will aim to deliver the core strategy. These include:
 - Making plans so that a minimum of 5,139 new homes are delivered over the planned period with the focus on areas where large amounts of homes can be delivered. Central Great Yarmouth and Gorleston-on-sea are seen as the areas to focus development, including housing, employment, retailing and the borough’s services.
 - Promoting design-led housing developments that reflect the effective use of the land and the characteristics of the site.
- 2.7.14. Policy CS4 aims to deliver more affordable housing, addressing one of the key issues within the borough. There was on average only 25 affordable homes delivered per year between 2015/16 & 2019/20. Thresholds have been set at sub-market area for how much affordable housing should be provided at each site. The policy also seeks to ensure that the new affordable homes are well integrated into the developments in terms of design and layout.
- 2.7.15. The proposed housing intervention will align with the key goals outlined in the Core Strategy, both supporting the delivery of sub-market homes and ensuring well-planned design and integration with wider developments.

Great Yarmouth Town Centre Regeneration Framework & Masterplan (2017)

- 2.7.16. The Town Centre Regeneration masterplan sets out the framework for the development of Great Yarmouth town centre up to 2025. The masterplan outlines a long-term vision and the opportunities for better shopping, leisure, housing and commercial development and transport links in the town centre. Six objectives are identified.
 - Strengthening the heart of the town centre
 - Improving the markets and Market Place
 - Transforming the Conge
 - Creating a sense of arrival at the town centre
 - Unlocking the potential of Hall Quay
 - Linking it all together
- 2.7.17. The opportunities in the town centre make a compelling case for investment. These opportunities include the quality of Great Yarmouth town centre’s heritage and the extent of public ownership. A series of projects have been identified in the masterplan and the council has developed the approach to resource and implement these projects up to 2025. The masterplan will be delivered in three phases up to 2025 with the earlier phase focusing on ‘early wins’ and later phases for delivery

of the larger capital projects. The council aims to secure funding and inward investment for project development and delivery of the masterplan.

- 2.7.18. The proposed housing intervention will support the town centre masterplan vision, to rejuvenate the town centre and capitalise on the opportunities identified. This will ensure well-planned design and integration with the wider town centre developments and public realm improvements.

Strategic Housing Market Assessment (2013)

- 2.7.19. The SHMA examined the local housing market and outlined the housing need within the area to meet the present needs and in the future. The two key drivers for market changes over time are the resident population and the local labour market.
- 2.7.20. With respect to the household population in Great Yarmouth borough, this has increased at a slower rate than the regional and national populations. Similarly, the occupation structure for Great Yarmouth diverges from those for the region and nation (as evident in Table 2-4).

Table 2-4 - Occupation Structure, 2011

Occupation Groups	Great Yarmouth	East	England
Group 1-3: Senior, Professional or Technical	28.6%	40.9%	41.1%
Group 4-5: Administrative, skilled trades	24.5%	23.9%	22.8%
Group 6-7: Personal service, Customer service and Sales	22.2%	17.2%	17.7%
Group 8-9: Machine operatives, Elementary occupations	24.7%	18.0%	18.3%
Total	100.0%	100.0%	100.0%

- 2.7.21. Groups 1-3 are more likely to have a higher income than the other occupation groups and in Great Yarmouth borough the proportion of the occupation structure for these groups is markedly lower than for the region, and nationally. At the other end of the structure, nearly 47% of the occupations in the borough are categorised in Groups 6-9, the least skilled and paid occupations. For the region and England, the comparable figures are 35% and 36%.
- 2.7.22. Since the SHMA was produced the distribution of occupational groups has been exacerbated further for the borough. Great Yarmouth's share of Groups 1-3 has decreased to 24.5% (June 2018, ONS Nomis), a decrease of 4.1%. Groups 8-9 have increased by 3% to 27.7% (June 2018)⁴¹.
- 2.7.23. Another finding of the SHMA was the need for one-bedroom dwellings to meet demand, reflecting the characteristics of the population and affordability challenges. At that time, this accounted for 68% of the total shortfall in dwellings in Great Yarmouth.

⁴¹ ONS, <https://www.nomisweb.co.uk/reports/lmp/la/1946157234/report.aspx>

- 2.7.24. Addressing the shortfall, providing the right mix of dwellings and seeking to attract higher income job opportunities are all elements of the proposed housing intervention.

REGIONAL

Norfolk Strategic Planning Framework (2017)

- 2.7.25. This strategy document outlines how cross-boundary planning issues within Norfolk can be addressed together to achieve shared objectives. Four working groups were created to deliver a positive impact in the following areas: housing, employment, infrastructure and delivery issues. Each working group consisted of Local Authority staff along with New Anglia Local Enterprise Partnership and a variety of government agencies, including the Environmental Agency, Natural England, Anglian Water, UK Power Networks and the Homes and Communities Agency.
- 2.7.26. To address the housing needs in Norfolk, the following was proposed:
- Provide enough housing to support the economic potential of the county and address the needs consistent with the Economic Strategies of the New Anglia and Greater Cambridge Greater Peterborough⁴² Local Enterprise Partnerships (LEPs).
 - Ensure the housing types are meeting the needs of all groups in society including students, the elderly, and other groups which require specialist living accommodation.
 - Ensure that communities have adequate facilities and services to meet their needs including schools, libraries, fire service provision, play space and green infrastructure.
 - Contribute towards sustainable developments with regards to improving key day to day services, jobs and homes.
 - Deliver high quality, energy efficient homes in desirable communities.
 - Ensure that homes are delivered at the right time to address identified needs.
- 2.7.27. The proposed housing intervention will share common themes with those highlighted in the Framework. Providing quality housing that is affordable for residents is a key priority in the Norfolk Strategic Planning Framework, as it is for Great Yarmouth. The overall success of the intervention will be based on providing desirable communities, which in turn provide the standards of living needed to meet the needs of the entire local population.

Norfolk Infrastructure Delivery Plan - 2017-2027 (2017)

- 2.7.28. The Norfolk IDP collates information from the Norfolk borough councils, Norfolk County Council and the LEP to deliver economic growth in Norfolk. The plan helps the key stakeholders co-ordinate the implementation of different policies and respond to funding opportunities.

⁴² The GCGP LEP has been replaced by the Business Board of the Cambridgeshire and Peterborough Combined Authority



Figure 2-9 - Key Housing Growth Sites in Norfolk

- 2.7.29. Figure 2-9 illustrates the key housing sites targeted to deliver a greater number of homes in the future in Norfolk. In Great Yarmouth borough between 2,501-6,000 homes are identified for construction over the 10-year period, but collectively, 84,000 homes (equivalent to 4,000 per annum) will need be delivered by 2036 according to the Norfolk Strategic Framework. The proposed housing intervention for Great Yarmouth will contribute to delivering these targets and therefore supporting economic growth in the area, which in turn will improve social indicators.

Homes Truths – East of England 2016/17 (2017)

- 2.7.30. The National Housing Federation published a report in 2017 on the housing crisis in the East of England, highlighting the low levels of affordability in the region. Average homes cost over 10 times the average salary and average rents were £786 a month in the East of England. This showed the need for both affordable housing to rent and to buy.
- 2.7.31. Contributing to this situation in Great Yarmouth is the high five-year shortfall level in the borough in comparison to Norfolk. (Great Yarmouth accounted for 20% of the total five-year shortfall.) The 1,916 affordable homes in Great Yarmouth was the lowest of any borough within Norfolk, demonstrating issues with housing, which the proposed intervention will need to address in order to support the current and future needs of the local population.

The East Norfolk and Suffolk Economic Strategy (2017)

- 2.7.32. Norfolk and Suffolk are jointly part of the New Anglia Local Enterprise Partnership (LEP) with the aim to drive economic growth in both counties. The LEP assists Norfolk and Suffolk secure public and private sector investment to help meet its key criteria.

2.7.33. The ambitions for the area are to create “88,000 jobs and 30,000 successful new businesses”, which will benefit Great Yarmouth and the region. Other targets include:

- 140,000 new homes by 2036
- A higher employment rate than the UK average
- GVA per hour of £39 by 2036
- Median Wage target growth rate of 1.7% per year
- 66% of the population with NVQ3+ qualifications

2.7.34. The proposed housing intervention will contribute to achieving these targets and fits with wider initiatives to realise the targets. For example, achieving a higher median wage will improve the affordability of local housing and improved educational outcomes will drive up average wages as higher wages are associated with higher levels of qualifications obtained.

NATIONAL

National Planning Policy Framework (2018)

2.7.35. The NPPF sets out the Government’s planning policies for housing and other development projects. Achieving sustainable development by meeting the needs of the current and future generations is the main goal of the framework. Three core objectives are in place to maximise the potential from different development projects.

- **Economic:** help build a strong, responsive and competitive economy, by ensuring housing is built in areas of need and at a fast-enough pace to support economic growth in the area.
- **Social:** support local communities to build strong, vibrant and healthy areas with access to services and open spaces to match those of current and future needs.
- **Environmental:** protect and maintain the natural, built and historic environment whilst helping to improve biodiversity, using natural resources prudently and minimising waste and pollution.

2.7.36. Section 5 of the NPPF (*‘Delivering a sufficient supply of homes’*) details the fundamental need for an informed local housing need assessment using the standard method in national planning guidance. Planning policies should take into consideration the size, type and tenure of housing needed for different groups in the community including:

- Affordable Housing
- Families with Children
- Older People
- Students
- People with Disabilities

2.7.37. The proposed intervention will use government’s policy framework when deciding key factors such as the size, type and tenure of housing needed. The need for affordable housing across tenure types, which is a key problem in Great Yarmouth will be addressed, along with targeting the needs of other groups in the community to make sure all residents can benefit from the investment in housing.

Fix our Broken Housing Market (2017)

2.7.38. The housing market in the UK presents one of the biggest challenges the country faces, as home ownership has become increasingly unaffordable in most areas of the UK. On average, houses cost almost eight times average earnings, resulting in the private rented sector doubling since 2000. Over

two million households with below-average incomes spend a third or more of their disposable income on housing. The government has stated four important ways to tackle the problem. These are:

- Build more homes where people want to live
- Building homes quicker once planning permission has been granted
- Encouraging small builders, housing associations and local authorities to build more homes
- More regulation on private sector rent, more actions to prevent homelessness and local people being priced out of the market

2.7.39. Great Yarmouth Borough Council will work to achieve these goals through the delivery of the proposed housing scheme.

Coastal Regeneration in English Resorts (2010)

2.7.40. The Coastal Communities Alliance released this document to highlight the social and economic problems seaside areas are at risk of. Coastal towns share common factors such as high levels of deprivation, low incomes, seasonally dependent employment, an ageing population and a brain drain of young people. With respect to housing, there is a lack of affordable housing across tenure types, with the conversion of former hotels and guest houses to homes of multiple occupancy common.

2.7.41. An ageing population has increased the demand for retirement and second homes in many coastal areas, impacting on the opportunity for low-paid local people to afford local housing. This often leads to both seasonal workers and locals living in rental accommodation. HMOs have also been a problem in coastal areas, with the need for a balanced and high-quality mix of tenure being identified.

2.7.42. The proposed housing intervention has been developed to address these common challenges for coastal towns.

SUMMARY

2.7.43. There is a clear alignment of aims between local, regional and national policies and strategies for housing in the UK. Each recognises the housing crisis that exists in terms of providing enough homes of the right type affordably to those who need them. Additionally, there is recognition of the role that housing, or the lack of it, has on the quality of life and the economic growth of an area.

2.7.44. For Great Yarmouth Borough Council, the focus on housing is shared over four strategies:

- Increasing the amount of homes
- Improving the quality of existing homes
- Rejuvenating existing vacant properties
- Providing housing which meets the needs of all residents including those who are vulnerable and/or disabled

2.7.45. In pursuing these, the borough will support the regional ambition to build attractive and desirable communities. An important element to achieving this will be ensuring the necessary employment opportunities exist to increase average incomes and therefore improve housing affordability levels, which in turn requires the housing offer in the first place to be attractive to prospective investors, employers and employees.

3

ECONOMIC CASE



3 ECONOMIC CASE

3.1 INTRODUCTION

- 3.1.1. The Economic Case identifies the impacts of the scheme to inform the assessment of its Value for Money (VfM) in the use of taxpayers' money. The Economic Case considers the impacts that can be measured and quantified, as well as impacts that have been assessed qualitatively. These impacts are compared to the cost of delivering the scheme.

3.2 APPRAISAL METHODOLOGY & ASSUMPTIONS

- 3.2.1. This Economic Case has been developed in line with HM Treasury's Green Book and the relevant guidance from the MHCLG Appraisal Guide. Table 3-1 details the cost appraisal process, and a full cost breakdown can be found in the Financial Case.

Table 3-1 - Cost Appraisal Process

Stage of Appraisal	Description
Scheme Costs	<p>The Capital Expenditure (CapEx) costs are the costs required to develop and construct the scheme.</p> <p>At this stage, a high-level budget cost estimate for the scheme has been prepared by WSP.</p> <p>A full breakdown of scheme cost estimation is in the Financial Case.</p>
Present Value of Costs (PVC)	<p>To present scheme costs in Present Values, scheme costs are discounted back to 2020 prices.</p> <p>A discount rate of 3.5% is applied for the first 30 years with a 3% rate applied thereafter.</p>
Risk Adjustment	<p>A full Quantified Risk Assessment (QRA) using Monte Carlo analysis has not been undertaken at this stage.</p> <p>A contingency allowance has been included in the cost estimates for each option, ranging from 10% to 20%.</p>
Optimism Bias Adjustment	<p>Optimism Bias has been applied to scheme costs at 24% as per Green Book guidance. This is because the scheme is:</p> <ul style="list-style-type: none"> ■ at an early stage, and a ■ 'standard building' project <p>The upper estimate has been taken and applied given the scheme's early stage in the appraisal process.</p>
Market Price Adjustment	<p>Costs are converted from factor costs to market prices using the indirect tax correction factor of 1.19.</p>

3.2.2. LAND VALUE UPLIFT

- 3.2.3. A large proportion of the scheme's proposed interventions is the provision of a greater number and greater mix of residential units. Therefore, Land Value Uplift (LVU) will be the primary benefits stream for the scheme. LVU captures the change in value of land as a result of the change in land use type, incorporating the cost of the change, and has been calculated according to the methodology set out in the MHCLG Appraisal Guide.
- 3.2.4. At this stage, LVU analysis has been undertaken for Opportunity 2: The Conge redevelopment. The following key assumptions have been made:
- Average Unit Price of £162,883 (Land Registry)
 - 10.11% of total units at affordable homes prices
 - Real Annual Growth Rate of 0.75%, calculated using house price growth data from last 10 years
 - Net Build Size of 0.94 hectares
 - Displacement rate of 0%
 - Deadweight rate of 65%
 - £525,000 cost per hectare of industrial land, as per 2017 land value estimates
 - 89 dwellings evenly distributed between FY21/22 and FY24/25
 - Benefits discounted at a rate of 3.5% years 1-30, and then 3.0% for years 31-60
- 3.2.5. Following the above methodology and assumptions, The Conge redevelopment produces a GDV of £13.6 million. The sum of all costs / profits is £14.3 million, generating a land value uplift of -£0.7m.
- 3.2.6. After applying current use land value and additionality factors, The Conge redevelopment generates an additional housing benefit of -£0.4m.

3.2.7. SWITCHING VALUE ANALYSIS

- 3.2.8. To determine what would be required to produce a positive additional housing benefit for this Opportunity, switching value analysis has been undertaken. This highlights how much a given variable would have to change in order to alter the outputs in question e.g. housing benefit.
- 3.2.9. The analysis found that by increasing the average unit price by £4,913 per unit the scheme would generate a positive additional housing benefit, i.e. an average unit price of £167,796 would generate an overall benefit of £1.

3.3 SOCIO-ECONOMIC IMPACTS

- 3.3.1. The mix of interventions proposed is expected to generate numerous socio-economic benefits that will help to alleviate some of the challenges currently facing Great Yarmouth, as discussed in the local context section of the Strategic Case. The socio-economic benefits that can be expected with each intervention are described below.

3.3.2. OPPORTUNITY 1: EXISTING PROPERTIES PURCHASE AND REPAIR SCHEME

- 3.3.3. To combat an increase in HMOs, GYBC aims to acquire 80 redundant or vacant guesthouses and convert them into c.160 new homes. The conversion of these properties will improve streetscape quality behind the seafront and facilitate housing for a greater number of people near the seafront. This will encourage greater economic activity at the seafront as the level of expenditure rises together with the local population. Streetscape enhancement will also make the seafront a more attractive destination for visitors, supporting Great Yarmouth's tourism industry and encouraging a

greater number of day visits and overnight stays. The town's tourism industry is buoyant – estimated to be worth in excess of £530m per year to Great Yarmouth – but many jobs are seasonal, and so this scheme aims to improve out-of-season year-round vibrancy.

- 3.3.4. Great Yarmouth has a prominent offshore gas and renewable industry in the southern basin of the North Sea, and this will be supported by the introduction of a greater number of attractive homes. Workers in the industry will be encouraged to settle in the town instead of commuting into Great Yarmouth from neighbouring towns and cities. This will contribute to the borough's vision for a thriving coastal community.
- 3.3.5. As well as introducing c.160 new homes, the proposed purchase and repair scheme will raise the standard of housing in the area and so the standard of living can be expected to increase too which will improve local health outcomes. The new homes are likely to alleviate housing licensing and environmental health enforcement pressures, while a reduction in the number of HMOs should see a reduction in the anti-social behaviour often associated with housing of that type.
- 3.3.6. Property and land prices in the area would be expected to increase in the area from the introduction of c.160 new homes of better quality. This will improve the attractiveness of Great Yarmouth as a place to reside, as well as encouraging private developers to invest in the diverse housing market.

3.3.7. OPPORTUNITY 2: THE CONGE REDEVELOPMENT

- 3.3.8. The improvement of The Conge is a significant component of Great Yarmouth's Town Centre Masterplan. It is envisaged that The Conge will provide an attractive gateway to the town centre by 2025, with high-quality housing and mixed use.
- 3.3.9. GYBC already own some of the land on The Conge itself, making it an attractive opportunity to deliver regeneration relatively swiftly in a strategically important area. Regeneration of The Conge is accompanied by the strong desire to improve the market place and create a sense of arrival at the town centre. The street is close to all transport gateways and adjoins the main retail area, and so the proposed redevelopment is central to boosting economic activity in the town centre.
- 3.3.10. The scheme will improve wayfinding across the town and will encourage greater footfall from those visiting by rail. Support is also proposed to help current commercial leaseholders move to maintain their presence in the area as the development is delivered. In addition, there is the potential for 'meanwhile' uses that could encourage entrepreneurial and creative industries, all of which support the local high street economy and add further incentive for commercial investment in the area.
- 3.3.11. The mixed-use redevelopment offers a significant opportunity to improve the housing market of Great Yarmouth and has been identified as a key strategic opportunity by Urban Delivery as part of their housing market study.

3.3.12. OPPORTUNITY 3: BEACH COACH STATION

- 3.3.13. GYBC aims to build on the crescent of new housing recently delivered on the northern tip of the site, redeveloping two-thirds of the remaining site into a minimum of 50 new homes.
- 3.3.14. This scheme will contribute to place-making around GYBC's Heritage Lottery funded works to the nearby Venetian Waterways and ongoing feasibility works at Wellesley Road recreation ground. Effective placemaking can yield several benefits for the area, such as retaining talent through the improvement of key centres and encouraging workers in the area to settle in the borough instead of living outside and commuting in.

- 3.3.15. Great Yarmouth is an area with a relatively aging population and falling birth rates, and so better placemaking is necessary to encourage a greater proportion of working age residents to live in the area. Retention of working professionals will raise average earnings, reduce average benefit dependency and increase economic competitiveness, creating more jobs for a larger pool of workers. Further, public realm improvements encourage more recreational activities, and so add to the local quality of life.
- 3.3.16. As with the purchase and repair scheme, this scheme will not only alleviate the current shortfall in the current construction of new homes but also improve the ambience and quality of streetscape behind the seafront. This will further support wider economic and tourism aspirations and contribute to the area's efforts to become a sustainable coastal community.

3.3.17. OPPORTUNITY 4: EMPTY HOMES

- 3.3.18. There are an estimated 511 empty properties across Great Yarmouth, 137 of which are located within the town. Vacant properties are among the most visible outward signs of a community's current socio-economic situation. Bringing more homes into active use will help to address the current shortfall in housing delivery, while the redevelopment of empty homes specifically will improve areas that have seen deterioration in value due to uncared for properties. The scheme will address social housing pressures and environmental health enforcement pressures that arise when there is an insufficient provision of housing.
- 3.3.19. Vacant properties offer opportunities for productive reuse which can boost Great Yarmouth's attractiveness as a place to reside and work, while also improving the standard of living for the existing local population. Returning an empty property to a productive use will alleviate depressed property values in Great Yarmouth and so help stabilise and revitalise the community, stimulating economic recovery or growth.
- 3.3.20. As more empty homes are brought back into the market, the scheme could become costlier over time due to the resultant increase in housing values, however this is an inevitable side effect of the scheme's success.

3.3.21. OPPORTUNITY 5: TOWN CENTRE VACANT PREMISES

- 3.3.22. In addition to the empty homes across Great Yarmouth, the Town Centre Masterplan area identifies 53 empty retail units. Vacancy rates are currently at 19%, with demand for retail floorspace experiencing continued decline. Shops with larger floorspace are particularly problematic in the case of Great Yarmouth.
- 3.3.23. Retail vacancy rates in Great Yarmouth exceed the national average, which is also experiencing an increase. However, retail to residential conversions have been recognised as a solution to longer-term empty retail units. Changing shopping and leisure habits mean that town centre properties should now be considered for non-retail uses such as community functions, leisure and education space. These new uses tie in with the aspirations of GYBC's Future High Streets Fund bid – to transform disused historic buildings into shops, houses and community centres – and can further support increased economic activity in the town centre.
- 3.3.24. GYBC hopes in particular to devise a solution for bigger units such as the former Marks and Spencer building in the Market Place that lay empty for more than three years before being taken over by Sports Direct, as well as a rapidly emptying shopping centre. Large town centre units such as these have great placemaking potential and if productively reused add to the overall

attractiveness of the Market Place and so encourage a higher number of visitors. This scheme will also be supported by the GYBC tourism and resident engagement initiatives to encourage greater use of the town centre, further boosting economic growth.

3.3.25. OPPORTUNITY 6: ESTATE REGENERATION

3.3.26. This scheme addresses the opportunity to improve the quality of Middlegate Estate. The initial master planning and viability work showed that the total homes expected after regeneration of the estate will be 623, a net gain of 88 new homes. The estate lies in one of the most deprived areas in the country and its units currently experience maintenance problems such as poor thermal performance. The scheme will introduce a mix of tenures, increase the standard of housing and also add to the regeneration of the historic King Street, improving its placemaking potential. Regeneration of the estate could vastly improve the desirability to live there due to its existing cohesive community and strong community networks.

3.3.27. As part of the regeneration, there is the opportunity to also provide open spaces that generate opportunities for local residents to undertake more recreational activities, further adding to its placemaking potential. Facilitating more recreational activities contributes to improved physical health, fitness, mental health and wellbeing. This is important given that more than one in five local people have a long-term life limiting illness or a disability⁴³. This scheme therefore can foster social inclusion, community development, and raise aspirations in the area.

3.3.28. QUALITATIVE BENEFITS AND SUB-GROUP IMPACT

3.3.29. The below table is a summary of some of the benefit outcomes identified for the Great Yarmouth Housing Deal that have not been assessed in quantified monetary terms, however are substantial enough to warrant inclusion in this business case.

Additional Benefit	Qualitative Outcomes
Jobs creation	<ul style="list-style-type: none"> Improvement in local economy Improved skills levels Reduced benefit dependency
Private residential units	<ul style="list-style-type: none"> Improved housing conditions Reduction of housing turnover Satisfaction with accommodation and likelihood to remain in the area Major contribution to the target for new housing locally Helping to meet housing demand for current and future population Increased attractiveness to higher income and more highly qualified residents

⁴³ Great Yarmouth Borough Profile 2019, GYBC. <https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=988&p=0>

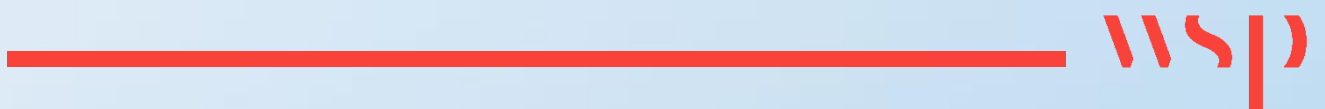
	<ul style="list-style-type: none"> • Encouraging greater private sector investment etc.
Affordable residential units (across tenure types)	<ul style="list-style-type: none"> • Improved housing conditions • Reduction of housing turnover • Satisfaction with accommodation • Major contribution to the target for new social housing locally • Helping to meet housing demand for current and future population
Healthcare facilities	<ul style="list-style-type: none"> • Improving local health outcomes
Open Space & Public Realm	<ul style="list-style-type: none"> • Green space growth • Environmental improvement • Improvement in visitor economy
Remediated land	<ul style="list-style-type: none"> • Enhanced quality of life • Not leaving land with planning permission under-utilised • Improved value of units • Environmental improvement

3.4 ENVIRONMENTAL IMPACTS

- 3.4.1. At this stage of scheme development, environmental impacts have been considered qualitatively. Noise impacts will depend on the number of new dwellings and other sensitive receptors (e.g. education and community facilities), and noise important areas identified by Department for Environment, Food and Rural Affairs (DEFRA), as well as changes in traffic volumes on the local road network. In general, activity on the local road network is expected to increase due to the increase in residential properties, while a greater number of visitors to the town is also expected. Redevelopment of The Conge should also encourage greater use of the corridor, potentially increasing noise levels. However, these impacts could be offset by the increased local population making shorter active mode trips to access work, education and retail facilities, with a reduction in commuting traffic to and from Great Yarmouth.
- 3.4.2. As with noise impacts, impacts on local air quality will depend on changes to the flow, composition, speed and distance travelled by traffic on local road networks. The potential redistribution of trips to local short distance sustainable modes may reduce overall combustion engine powered vehicle kilometres and therefore reduce levels of greenhouse gas emissions.
- 3.4.3. The proposed scheme is expected to enhance townscape through reinforcing the sense of place and arrival for Great Yarmouth and improve the built environment along the seafront. The productive reuse of vacant premises in the town as targeted in Opportunity 5, as well as potential short-term pop-up commercial or community uses will enhance townscape further.

4

FINANCIAL CASE



4 FINANCIAL CASE

4.1 INTRODUCTION

- 4.1.1. This chapter sets out the Financial Case for the proposed scheme to demonstrate its affordability. It describes the estimated cost and the anticipated sources of funding.
- 4.1.2. Funding gaps have been estimated based on both revenues generated entirely from market sales and revenues generated entirely on either affordable or market renting. In reality, the configuration of how these properties will be presented to the market will combine a mix of market sale, market rent, affordable rent and formula rent homes. The assessment has been undertaken to demonstrate that there is a funding gap for the project as a whole and that public funding will be required for the project.

4.2 SCHEME COSTS AND FUNDING GAPS

- 4.2.1. Indicative scheme cost estimates for each opportunity were originally developed by WSP based on BCIS. Estimates were produced applying both BCIS minimum cost data and BCIS average cost data. The cost estimates were estimated at 2019 Q1 and have been inflated in line with BCIS All-in TPI inflation to 2020 Q1 prices. Subsequently, reflecting the development progress of proposals for The Conge and Middlegate Estate, revised costs have been estimated by Chaplin Farrant and Allman Woodcock respectively.
- 4.2.2. Different revenue figures have been calculated based on whether the homes will be sold or rented. The sale and rental values are the same for both cost scenarios. The rental values are based on two different rent scenarios, affordable rent and market rent. The difference between the cost of the opportunity and the revenue generated is the estimated funding gap. The calculation does not include maintenance costs.

OPPORTUNITY 1: EXISTING PROPERTY PURCHASE AND REPAIR SCHEME

Cost Assumptions

- 4.2.3. The cost of this opportunity has been estimated based on 80 properties being refurbished. The cost/m² of the refurbishment is shown as a range (min to average) based on the BCIS lower quartile and average (mean) rates for the rehabilitation/conversion of housing/flats at Q1 2020 prices, with a Great Yarmouth location factor⁴⁴. The external works, professional fees and utility diversion/upgrade allowances are based on estimating norms informed by a BCIS analysis of a similar albeit one-off conversion project.
- 4.2.4. The 10% contingency allowance is the minimum level of risk that should be contemplated given the generic nature of the exercise and the unknowns regarding the existing condition of the properties.

⁴⁴ BCIS data East of England data has been used.

- 4.2.5. The estimate does not include the S106 contribution to wider placemaking, future inflation or VAT.
No developer profit is included in the estimate.

Scheme cost estimate

- 4.2.6. Opportunity 1 is expected to cost £29m based on the BCIS average rate and £25.5m based on the BCIS minimum rate. Table 4-1 shows cost estimates for BCIS lower quartile and average rates.

Table 4-1 - Cost Estimate for Opportunity 1 (Purchase and Repair Scheme)

Costs	BCIS Minimum	BCIS Average
Property Acquisition (80 properties)	£13.1m	£13.4m
Renovation Costs	£8.0	£10.4m
External works	£0.8m	£1.0m
s106 contribution	TBC	TBC
Fees/Utilities Works	£1.2m	£1.6m
Contingency 10%	£2.3m	£2.6m
Subtotal Costs	£25.5m	£29.0m

- 4.2.7. To develop costs further, more information is needed regarding the scope of works required to convert to an 'average' property. This will be available once current refurbishment projects being delivered by GYBC reach a more advanced stage. This will allow assumptions on house size and extent of repair/refurbishment works to be refined. It is likely this would be required on a property by property basis.
- 4.2.8. The cost of the scheme could increase overtime as it is expected that property prices in the area will increase after scheme implementation. If this happens housing value will increase, which will increase the land purchase costs required, this would however be an indication that the scheme is achieving its ambition.

Funding gap

- 4.2.9. The expected revenue that will be generated has been calculated based on the sale of 160 flats at market rate. This indicates an expected revenue of £14.4m. Comparing this against the expected costing this indicates a funding gap of £11.1m assuming minimum costing or £14.7m assuming average costing.

Table 4-2 - Funding Gap – Existing Properties Purchase and Repair – Private Sale

Revenue	Minimum BCIS	Average BCIS
Costs	£25.5m	£29.0m
Revenue - Sale of Homes (160 flats)		£14.4m
Funding Gap (Revenue-Costs)	-£11.1m	-£14.7m
(per home)	-£69,114	-£91,547

- 4.2.10. A thirty year assessment of the funding gap for affordable rent and market rent has been made based on information provided by GYBC. After refurbishment the flats will be on average 50m² each, accordingly market and affordable rents used in the revenue calculations have been based on 1-bedroom flats.

Table 4-3 - Funding Gap – Existing Properties Purchase and Repair – Rental Options

Revenue	Minimum BCIS	Average BCIS
Costs	£25.5m	£29.0m
Revenue - Affordable Rent (160 flats)		£21.6m
Funding Gap (Revenue-Costs)	-£3.9m	-£7.5m
(per home)	-£24,225	-£46,659
Revenue - Market Rent (160 flats)		£24.5m
Funding Gap (Revenue-Costs)	-£1.0m	-£4.6m
(per home)	-£6,114	-£28,547

- 4.2.11. Revenue for the rental option over the 30-year period has been calculated as higher than the sale option with £21.6m for the affordable rent scenario and £24.5m for a market rent scenario. When comparing the affordable rent scenario against the expected costing this indicates a funding gap of £3.9m assuming minimum costing or £7.5m for the average costing. For the market rent scenario there is a funding gap of £1m assuming minimum costing or £4.6m assuming average costing.
- 4.2.12. As the expected revenue from renting is higher there is a lower funding gap from renting compared to the sale option for both affordable rent and market rent scenarios.

OPPORTUNITY 2: THE CONGE REDEVELOPMENT

Cost Assumptions

- 4.2.13. The estimated construction cost of the 89 new build dwellings is based on a blended construction cost/m² (including the apportioned external works, site works, preliminaries, main contractors' overheads/profit and contingency) of £1,897/m² at Q3 2019 prices. This does not include factors such as legal costs, s106 payments and NHBC fees. The construction costs have been inflated in line with BCIS All-in TPI inflation to 2020 Q1 prices. No land purchase costs have been included. **No developer profit has been included.**
- 4.2.14. This costing currently excludes the cost of buying out leases, which was not known at the time of writing this report. It should therefore be noted that the funding gap presented in this report will need to be updated for these costs, which are likely to be significant. The reported funding gap is therefore likely to be an under-estimate.
- 4.2.15. Key pricing assumptions used include an allowance for demolition costs for existing commercial/ industrial premises. A contingency allowance of 5% has used, due to the made ground and contamination issues that are anticipated within the area, together with the potential for archaeological requirements. The estimate does not include the S106 contribution to wider placemaking, future inflation or VAT.

Scheme cost estimate

- 4.2.16. Opportunity 2 is expected to cost £12.9m based on current tender conditions (as of Q3 2019) as estimated by Chaplin Farrant. Table 4-4 shows the cost estimates based on these and does not provide a minimum and mean estimate.

Table 4-4 - Cost Estimate for The Conge Redevelopment Opportunity

Costs	Chaplin Farrant Estimate
Land Purchase	Not included
Demolition	£0.8m
New properties	£10.0m
External works	£0.9m
s106 Contribution	TBC
Site Works	£0.6m
Contingency 5%	£0.6m
Subtotal Costs	£12.9m

Funding gaps

- 4.2.17. In the event of market sales, it is anticipated that the funding gap is around £4.8m.

Table 4-5 - Funding Gap – The Conge – Market Sale

Funding Gap Calculation	Average BCIS
Costs	£12.9m
Revenue - Market Sale (89 flats)	£8.0
Revenue - Costs	-£4.8m
(per home)	-£54,413

- 4.2.18. Assessments of the funding gap for affordable rent and market rent have been made based on information provided by GYBC. This assumed 2020 prices with a 30-year assessment period and no allowances for indexation. The average flat size used in the costing is circa 70m², accordingly rent values used in revenue calculations for this option have been based on 2-bedroom flats.
- 4.2.19. Revenue for the rental option over the 30-year period has been calculated as higher than the sale option with £14.6m for the affordable rent scenario and £16.8m for a market rent scenario. Expected revenue minus costs for the affordable rent scenario indicates a surplus of £1.8m. For the market rent scenario there is a surplus of £4.0m.

Table 4-6 - Funding Gap – The Conge – Rental Options

Funding Gap Calculation	Average BCIS
Costs	£12.9m
Revenue - Affordable Rent (89 flats)	£14.6m
Surplus (Revenue-Costs)	£1.8m
(per home)	£19,665
Revenue - Market Rent (89 flats)	£16.8m
Surplus (Revenue-Costs)	£4.0m
(per home)	£44,587

OPPORTUNITY 3: BEACH COACH STATION

Cost Assumptions

- 4.2.20. The cost estimate is based on an 80-flat development, with a home size of 70m² each. The cost/m² for the new build is based on the BCIS lower quartile and average (mean) for new build housing/flats at Q1 2020 prices, with a Great Yarmouth Location Factor. External works, professional fees and utilities diversions/upgrade allowances are based on estimating norms informed by a BCIS analysis of similar, albeit minor, one-off projects.
- 4.2.21. The contingency is set at 20%, as issues may arise due to proposed site's past use as a railway station. **No developer profit is included in the estimate.**
- 4.2.22. The estimate does not include for Section 106 contributions to wider placemaking, acquisition costs, future inflation or VAT. The costing does not include any allowances for land purchase or demolition, though it is notable that the required land is owned by GYBC.
- 4.2.23. To develop the costs further, additional cost information would be required regarding a preferred masterplan. In the Town Centre Regeneration Framework and Masterplan it was suggested that the density should be higher than the original proposed development. On this basis, this Financial Case assumes a development of 80 flats to maximise the use of the site and reflect its location.

Scheme Cost estimate

- 4.2.24. Opportunity 3 is expected to cost £10.9m based on the BCIS average rate and £9.7m based on the BCIS minimum rate. Table 4-7 shows cost estimates for BCIS lower quartile and average rates.

Table 4-7 - Cost Estimate for The Beach Coach Station Opportunity

Costs	Minimum BCIS	Average BCIS
Land purchase	N/A	N/A
Demolition	N/A	N/A
Construction Costs (80 flats)	£6.4m	£7.2m

External works	£0.6m	£0.7m
s106 Contribution	TBC	TBC
Fees/Utility Costs	£1.0m	£1.2m
Contingency 20%	£1.6m	£1.8m
Subtotal Costs	£9.7m	£10.9m

Funding gaps

- 4.2.25. Revenue for the site has been estimated based on the sale of 80 flats at market rates. The minimum BCIS cost has a funding gap of £2.5m whilst the average BCIS cost results in a funding gap of £3.7m. This is shown in Table 4-8 below.

Table 4-8 - Funding Gap Calculation for Beach Coach Station Opportunity – Sales Options

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£9.7m	£10.9m
Revenue Sale of Homes (80 flats)	£7.2m	
Revenue-Costs	-£2.5m	-£3.7m
(per home)	-£30,746	-£46,203

- 4.2.26. Assessments of the funding gap for affordable rent and market rent have been made based on information provided by GYBC. This assumed 2020 prices with a 30-year assessment period and no allowances for indexation. The average flat size used in the costing is circa 70m², accordingly rent values used in revenue calculations for this option have been based on 2-bedroom flats. This is shown below in Table 4-9.

Table 4-9 - Funding Gap – Beach Coach Station – Rental Options

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£9.7m	£10.9m
Revenue Affordable Rent (80 flats)	£13.2m	
Surplus (Revenue-Costs)	£3.5m	£2.2m
(per home)	£43,333	£27,875
Revenue Market Rent (80 flats)	£15.1m	
Surplus (Revenue-Costs)	£5.5m	£4.2m
(per home)	£68,254	£52,797

- 4.2.27. Revenue for the rental option over the 30-year period has been calculated as higher than the sale option with £13.2m for the affordable rent scenario and £15.1m for a market rent scenario.

- 4.2.28. When compared against the expected costings this indicates a surplus of £3.5m assuming minimum costing or £2.2m for the affordable rent scenario. For the market rent scenario the results are a surplus of £5.5m assuming minimum costing or £4.2m assuming average costing.

OPPORTUNITY 4: EMPTY HOMES

Cost Assumptions

- 4.2.29. The cost/m² of the refurbishment is based on the BCIS lower quartile and average (mean) rates for rehabilitation/ conversion of housing/flats at Q1 2020 prices, with a Great Yarmouth Location Factor. The external works, professional fees and utilities diversions/upgrade allowances are based on estimating norms informed by a BCIS analysis of a similar, albeit one-off, conversion project.
- 4.2.30. The contingency is the minimum level of risk that should be contemplated given the generic nature of the exercise and the unknowns regarding the existing condition of the properties. The above review does not account for S106 contributions to wider placemaking, acquisition costs, future inflation or VAT. There is no allowance for demolition. This scheme could potentially become costlier over time as housing values increase. **No developer profit is included in the estimate.**
- 4.2.31. Based on this costing the amount required to deliver the opportunity is estimated to be significantly higher than previous estimates. Previous estimates did not include land acquisition costs, which are included in this estimate at market rates. Construction costs are also significantly different, with an estimate of £30k per unit in previous schemes having been recalculated to circa £125,000 per conversion. Further refinement of the costs should be undertaken as greater certainty over the scope of works required to convert the properties is known.

Scheme cost estimate

- 4.2.32. The costs of this opportunity have been estimated based on 60 properties being refurbished to create 96 properties (average 80m² each). This average allows for some properties being converted into separate flats and some being refurbished as single homes.
- 4.2.33. Opportunity 4 is expected to cost £23.5m based on the BCIS average rate and £20.3m based on the BCIS minimum rate. Table 4-10 shows cost estimates for BCIS lower quartile and average rates.

Table 4-10 - Cost Estimate for Empty Home Renovation Opportunity

Costs	Minimum BCIS	Average BCIS
Property Purchase (60 properties)	£9.8m	£9.8m
Demolition	N/A	N/A
Refurbishment Costs	£7.6m	£10.0m
External works	£0.8m	£1.0m
s106 Contribution	TBC	TBC
Fees/Utility Works	£1.3m	£1.6m
Contingency 10%	£1.0m	£1.3m
Subtotal Costs	£20.5m	£23.7m

Funding gap

- 4.2.34. This funding gap assumes the sale of 64 flats and 32 houses, which reflects the likely mix of development and the demands of the housing market. This assumption should be revisited as the project is developed towards the design stage.

Table 4-11 - Funding Gap for Empty Homes Renovation – Market Sale

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£20.5m	£23.7m
Revenue - Sale of Homes (64 flats and 32 Terrace Houses)	£10.0m	
Costs	£20.5m	£23.5m
Revenue-Costs	-£10.5m	-£13.5m
(per home)	-£109,533	-£140,885

- 4.2.35. Assessments of the funding gap for affordable rent and market rent have been made based on information provided by GYBC. This assumed 2020 prices with a 30-year assessment period and no allowances for indexation. The average flat size used in the costing is circa 70m², accordingly rent values used in revenue calculations for this option have been based on 2-bedroom flats. Houses have been assumed at 100m² each, accordingly 3-bedroom rental incomes have been applied to houses in the revenue calculation.

Table 4-12 - Funding Gap – Empty Homes Renovation – Rental Options

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£20.5m	£23.7m
Revenue - Affordable Rent (64 flats, 32 houses)	£16.4m	
Funding Gap (Revenue-Costs)	-£4.1m	-£7.1m
(per home)	-£42,442	-£73,794
Revenue - Market Rent (64 flats, 32 houses)	£19.0	
Funding Gap (Revenue-Costs)	-£1.5m	-£4.5m
(per home)	-£15,440	-£46,792

- 4.2.36. Revenue for the rental options is expected to be higher than the sale option with revenue of £16.4m for the affordable rent scenario and £19m for the market rent scenario. When compared to the expected costing the affordable rent scenario indicates a funding gap of £4.1m assuming minimum costing or £7.1m in the average cost scenario. In the market rent scenario, the funding gap is expected to be £1.5m assuming minimum costing or £4.5m assuming average costing.

OPPORTUNITY 5: TOWN CENTRE VACANT PREMISES

Cost Assumptions

- 4.2.37. The cost/m² of the refurbishment is shown as a range based on the BCIS lower quartile and average (mean) rates for rehabilitation/conversion of housing/flats at Q1 2020 prices, with a Great Yarmouth Location Factor. The external works, professional fees and utilities diversions/upgrades allowances are based on estimating norms informed by a BCIS analysis of a similar albeit one off conversion project.
- 4.2.38. The contingency is set at 20%, as the cost data used does not capture risks such as significant asbestos remediation, which is likely to be present in many of the target properties. The estimate does not include S106 contributions to wider placemaking, acquisition costs, future inflation or VAT. **No developer profit is included in the estimate.**
- 4.2.39. As more information becomes available regarding the scope of works to convert the properties, the cost estimates should be revisited.

Scheme cost estimate

- 4.2.40. Based on 60 empty units, the cost estimate assumes the conversion of existing upper storey units above retail into new homes. Costs relate to the upper storey refurbishment from commercial to residential use and do not include the conversion or renovation of ground floor retail.
- 4.2.41. Opportunity 4 is expected to cost £23.5m based on the BCIS average rate and £20.3m based on the BCIS minimum rate. Table 4-13 shows cost estimates for BCIS lower quartile and average rates.

Table 4-13 - Cost Estimate for Town Centre Residential Conversion

Costs	Minimum BCIS	Average BCIS
Property Purchase (60 properties)	£9.8m	£9.8m
Demolition	N/A	N/A
Construction Costs	£7.0m	£9.2m
External works	£0.7m	£0.9m
s106 Contribution	TBC	TBC
Fees/ Utilities Works	£1.2m	£1.5m
Contingency 20%	£1.8m	£2.3m
Subtotal Costs	£20.5m	£23.8m

- 4.2.42. The estimated costs of this opportunity are based on 60 vacant retail units, which would change their upper storey uses to create 100 flats (average 70m² each). The estimate indicates that this could be undertaken for £20.5 to £23.8m based on minimum and average scenarios.

Funding gap

- 4.2.43. The initial assessment of the funding gap for conversion of 60 upper storey commercial premises into 100 homes is £11.5m in the minimum scenario and £14.8m in the average scenario.

- 4.2.44. The calculations do not include any revenue from ground floor retail/commercial uses. An increase in market property values over the longer term could potentially increase revenues expected and reduce the funding gap over time.

Table 4-14 - Funding Gap for Town Centre Residential Conversion – Market Sale

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£20.5m	£23.8m
Revenue – Sale of Homes (100 flats)	£9m	
Revenue-Costs	-£11.5m	-£14.6m
(per home)	-£115,058	-£147,519

- 4.2.45. Assessments of the funding gap for affordable rent and market rent have been made based on information provided by GYBC. This assumed 2020 prices with a 30-year assessment period and no allowances for indexation. The average flat size used in the costing is circa 70m², accordingly rent values used in revenue calculations for this option have been based on 2-bedroom flats.

Table 4-15 - Funding Gap – Empty Homes Renovation – Rental Options

Funding Gap Calculation	Minimum BCIS	Average BCIS
Costs	£20.5m	£23.8m
Revenue Affordable Rent (100 flats)	£16.4m	
Funding Gap (Revenue-Costs)	-£4.1m	-£7.3m
(per home)	-£40,980	-£73,441
Revenue Market Rent (100 flats)	£18.9m	
Funding Gap (Revenue-Costs)	-£1.6m	-£4.9m
(per home)	-£16,058	-£48,519

- 4.2.46. Revenue for the rental scenarios has been calculated as higher than the sale option with £16.4m for the affordable rent scenario and £18.9m for a market rent scenario. When compared against the expected costing for the affordable rent scenario this indicates a funding gap of £4.1m assuming minimum costing or £7.3m assuming average costing. For the market rent scenario, the funding gap is £1.6m assuming minimum costing or £4.9m assuming average costing.

OPPORTUNITY 6: ESTATE REGENERATION

Cost Assumptions

- 4.2.47. The cost estimate is based on a total of 510 council rented homes, 284 of which are new build and 226 are refurbished/remodelled/renovated. It includes demolition of 301 existing homes. There will also be an additional 113 private sale/leasehold properties not on the council's revenue account, which are excluded from the cost estimate. The estate regeneration overall would create an additional 88 homes (32 of these being council rented homes).

- 4.2.48. The estimates are 'orders of cost' at this stage and will require development as further information becomes available. The estimates for building construction are based on costs per m² gross internal floor area (GIFA). These are sourced from BCIS, in-house cost data and from publications.
- 4.2.49. The contingency is the minimum level of risk appropriate at this stage given the unknowns regarding the existing condition of the properties. The above estimate does not account for S106 contributions to wider placemaking, acquisition costs, future inflation or VAT. **No developer profit is included.**

Scheme cost estimate

- 4.2.50. Table 4-16 shows the cost estimate for the 510 council rented homes.

Table 4-16 - Initial Cost Estimate – Estate Regeneration

Costs	Average BCIS
Preliminaries	£7.2m
Facilitating and Building Works	£60.3m
s106 Contribution	TBC
Fees/Utilities	£8.4m
Contingency 10%	£7.6m
Subtotal Costs	£83.6m

Funding gap

- 4.2.51. An assessment of the funding gap of the formula/social rent⁴⁵ has been made based on information provided by GYBC. This assumed 2020 prices with a 30-year assessment period and no allowances for indexation. Affordable rent and market rent have not been considered as the Middlegate estate comprises almost entirely social housing. The average home size used in the costing is circa 70m², accordingly rent values used in the revenue calculations for this option have been based on 2-bedroom flats.

Table 4-17 - Funding Gap – Empty Homes Renovation – Formula Rent

Funding Gap Calculation	Average BCIS
Costs	£83.6m
Revenue - Formula Rent - 510 Homes	£66.3m
Funding Gap / Surplus (Revenue-Costs)	-£17.3m
(per home)	-£33,921

⁴⁵ The formula for setting social rent enables registered providers to set rents at a level that allows them to meet their obligations to their tenants, maintain their stock to at least a Decent Homes Standard and to function as financially viable organisations.

- 4.2.52. Estimated revenue for the social rent is £66.3m over the 30-year period. When compared to the expected costing this indicates a deficit of £17.3m. This calculation has not included any depreciation or indexation of the rental values. No maintenance costs or depreciation of rents or the building assets has been included in this calculation.
- 4.2.53. Further analysis was undertaken to establish viability for a market option for the estate, but this showed a significant negative land value and was therefore not assessed further.

4.3 BUDGETS AND FUNDING COVER

- 4.3.1. The assessment above has considered the potential funding gap of each opportunity for a range of scenarios. As the proposals are in their early development stage there is uncertainty over the exact funding gap for the proposed scheme. The tables below outline the estimated funding gaps based on revenue generated entirely from market sales and revenue generated based entirely on renting (affordable, market and formula).

Table 4-18 - Summary of Funding Gaps Opportunity 1-5 Only (Market Sale)

Opportunity	Low BCIS	Average BCIS
Opportunity 1: Existing property purchase and repair scheme	-£11.1m	-£14.6m
Opportunity 2: The Conge Redevelopment*	-£4.8m	-£4.8m
Opportunity 3: Beach Coach Station	-£2.5m	-£3.7m
Opportunity 4: Empty Homes	-£10.3m	-£13.5m
Opportunity 5: Town Centre Vacant Premises	-£11.5m	-£14.8m
Total	-£40.2m	-£51.4m

*This opportunity is based on a single cost estimate

Table 4-19 - Summary of Funding Gaps (Market Rent and Affordable Rent)

Opportunity	Type	Low BCIS	Average BCIS
Opportunity 1: Existing property purchase and repair scheme	Affordable rent	-£3.9m	-£7.5m
	Market rent	-£1.0m	-£4.6m
Opportunity 2: The Conge Redevelopment*	Affordable rent	£1.8m	£1.8m
	Market rent	£4.0m	£4.0m
Opportunity 3: Beach Coach Station	Affordable rent	£3.5m	£2.2m
	Market rent	£5.5m	£4.2m
Opportunity 4: Empty Homes	Affordable rent	-£3.9m	-£7.1m
	Market rent	-£1.3m	-£4.5m
Opportunity 5: Town Centre Vacant Premises	Affordable rent	-£4.1m	-£7.3m
	Market rent	-£1.6m	-£4.9m
Opportunity 6: Estate Regeneration**	Formula rent	-£17.3m	-£17.3m
Total	Affordable rent*	-£23.9m	-£35.2m
	Market rent*	-£11.7m	-£23.1m

* This opportunity is based on a single cost estimate

**The formula rent funding gap has been added to both the affordable and market rents totals as this would be the only option in terms of renting out these properties.

- 4.3.2. The total funding shortfall would be extremely large if all the properties were sold on the market (ranging from £40.2m and £51.4m in the low and average cost scenarios respectively). Opportunity 6 is not included in this analysis as explained in 4.2.53 above.
- 4.3.3. If the homes were rented out privately there could be an expected deficit of £11.7m in the low cost scenario and £23.1m in the average cost scenario. If the properties are affordably rented the deficit would rise to £23.9m and £35.2m in the low and average cost scenario respectively.
- 4.3.4. The configuration of how these properties will be presented to the market will be a mix of market sale, market rent, affordable rent and formula rent homes. It should be stated that there is currently no new build private rented sector homes market in Great Yarmouth, therefore significant market improvements would be required to unlock this as a practical option.
- 4.3.5. Our assessment demonstrates that there is a large funding gap for the project and that public funding will be required. GYBC does not have the resources to deliver the project without funding support from the Government. GYBC has applied for Future High Streets and Stronger Towns/Towns Deal funding to help address some housing issues, however the level of investment required is too large for these funding sources to fill. Significant additional Homes England investment will be required to help plug the funding gap.
- 4.3.6. There are currently no suitable funding applications through which the council could seek funding for the Housing Deal. GYBC held discussions with representatives from Homes England and through this dialogue, Homes England introduced the possibility that funding could potentially be awarded if the project demonstrates a strong strategic case, value for money and that it is deliverable. GYBC wishes to explore this further with Homes England.



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Subject: Sheltered Housing Review

Report to: Housing and Neighbourhoods Committee 19th May 2022

Report by: Justin Gibbs, Tenancy Services Manager

SUBJECT MATTER

This report sets out the review undertaken of the Council's sheltered housing provision.

RECOMMENDATION

That Housing & Neighbourhood Committee Approve

- Allocation of first floor homes at Grenville Place (26 dwellings) and Conway Road (13 dwellings) are offered to applicants 50 and over (subject to application verification) - reviewed in 1 year.
- Cyclical maintenance programme is reviewed to ensure communal areas/rooms are better maintained.
- A revenue allocation of £25,000 is made to allow for the purchase of new soft furnishings subject to the development of schedules for improvement and priority, relating to each communal rooms targeting the worse issues.
- Tenants that have the use of Laundry Rooms are consulted as to their need going forwards, and where Laundry Rooms are not required they are closed with service charges being reduced accordingly
- That a business case is developed to trial a mobility scooter store (5 units) on an estate to see if this effectively addresses this storage need identified by our tenants
- An asset management parking strategy is developed to consider sustainable transport opportunities for residents.

1.1 Introduction

This report follows a request from Full Council that the Housing and Neighbourhoods Committee review how the sheltered housing service is provided and consider reintroducing the approach delivered pre-July 2017. A scoping report presented to the Housing & Neighbourhoods Committee on the 15th July 2021 set out how this would be undertaken and included the wider sheltered housing offer to tenants though considering:

- Demand for current and future sheltered housing
- Void home allocation process
- Tenants preferred communication and support method/frequency
- Range of services desired by tenants linked to service costs reflecting the self-funding nature of the service
- Communal facility provision required within schemes
- How communal rooms could be effectively operated to ensure all rooms maximise capacity to provide benefits to tenants and the wider community
- What other service providers are delivering as part of their sheltered housing offer and best practice in relation to sheltered housing delivery
- Adapting and refining service delivery to support the needs of our tenants and the wider community.

This report highlights key findings from the full sheltered housing review (see attached) and provides recommendations to support the best sheltered housing provision for tenants in the borough.

2.1 Demand

Current Council tenants cover a wide age band with just over 5% under 60 and 47% between 60 -75 and over 75. Research undertaken for Norfolk Councils in November 2021 and our recent performance data shows there is currently low demand for sheltered housing in the borough of Great Yarmouth. In November 2021 there were only 16 applicants in the Allocation Pool that had been fully assessed (90 awaiting assessment) as having a need for sheltered housing. Applicants not only support allocation requirements for our stock where there are approximately 94 homes re-let each year but also demand from other registered providers in the borough.

Despite current low demand the research undertaken for Norfolk Councils predicted this would increase linked to an ageing population, rising significantly by 2041 with residents likely to remain in sheltered homes for longer in future. However, it predicted there would remain an oversupply of sheltered rental. This is matched with a significant shortage of Extra Care Housing; Sheltered Ownership and shared ownership homes predicted. Consequently, there are likely to be particular short-term difficulties with demand for our rental homes in the next few years.

It is vitally important that the most attractive sheltered housing offer is available to potential applicants ensuring sheltered housing is promoted to potential applicants and clear location choices are available when applications for rehousing are made. However, it is unlikely that these approaches will ensure we meet demand in the next few years. Therefore we need to consider other short-term measures to support full allocation of our sheltered housing now in a way that still allows for future capacity to be increased to meet future demand.

3.1 Voids

In terms of Voids, there is an issue of reletting properties, especially at Grenville Place, Caister Road and Conway Road. At Grenville Place and Conway Road it's because these locations are not being viewed as suitable by potential tenants. The stairs to the first-floor flats at Grenville Place are quite steep/narrow and can pose a danger to users. At Conway Road there is a poor environment in comparison to its close neighbouring development at Davolls Court. The area to the rear of Conway Road is unattractive with an open concrete layout. Parking can also be difficult at both locations. Caister Road has further issues in that the communal areas of properties in this area have not been well maintained and as such potential tenants are put off applying for a home in this area. Work is now underway to improve the overall maintenance of our Housing Stock in this specific area.

To improve uptake of housing in Grenville Place and Conway Road it is recommended that the age limit for allocating these 39 1st floor homes is changed to persons 50 and over. This would reduce the void re-let period and ensure homes don't remain empty. This approach would also benefit younger applicants who have a need for enhanced support to sustain a tenancy.

4.1 Tenancy Support

We undertook a survey with the tenants where they indicated they do not wish to return to the old warden service. However, a more frequent contact to review their wellbeing is desired. The majority of tenants indicated they would like a monthly contact either by phone or in-person. With feedback indicating a preference for two types of approach it's important that tenants have choice and there is also a consideration of any vulnerability issues that exist. Service delivery frequency needs to incorporate the support that is required to be delivered in moments of crisis (including bereavement and hospital discharge). It should be noted that Tenancy Support Officers have had reduced onsite accessibility during the Covid Pandemic, but this is now being improved as we move to the "new normal" and have tools available such as LFT testing to ensure both staff and tenants safety is maintained during on-site visits.

5.1 Communal Facility Provision

The Tenant Survey also highlighted opportunities for improvements in communal facilities. There are eleven laundry room facilities across the borough and they have low usage by tenants. There is therefore an option to liaise with tenants directly to see if these facilities could be closed if tenants are able to house a washing machine in their home. By closing these facilities tenants service charges would be reduced.

There are no current facilities to store or charge a mobility scooter. Demand for mobility scooters is high and likely to increase in future years. Mobility scooter storage does come at a cost, with storage for five scooters costing approximately £23,200. It is recommended that a trial of providing such storage for an estate is undertaken, with the cost of delivering this provision being recharged via a service charge to the users of this facility. This will require the development of a financial business case to ensure this is financially viable for the Housing Revenue Account.

Parking facilities were highlighted as one of the main issues on local estates. Many of the concerns related to estate design and cannot be changed without significant redevelopment. However facilities at Grove Close, Martham and St Mary's Close, Hemsby do have large green areas that could support increased parking provision subject to planning considerations. To fully consider approaches to these

parking across all estates it is important an Asset Management parking strategy is developed to consider sustainable transport opportunities for residents.

6.1 Communal Rooms

The Council has several communal rooms available for their tenants to use. Many of these rooms require significant maintenance; redecoration and investment in soft furnishings. The maintenance requirements need to be built into the Council's housing stock repairs and maintenance programme and in doing so address concerns raised by tenants regarding these areas.

Soft furnishings need to be funded directly by the Housing Revenue Account. It is recommended a schedule of what requires improvement and priority is developed for each communal room, with a budget of £25,000 allocated to deliver these improvements each year in terms of the highest priority areas.

Tenants have identified the opportunity to improve facility provision in these areas and introduce a Council facilitator as being a priority. This could help address issues regarding isolation and improve the health and wellbeing of our residents. However, to be able to do this additional capacity would need to be created within the Tenancy Services Team. A wider review of the current tenancy services structure is underway, where this need is being considered with the aim of creating additional capacity.

7.1 Recommendations

This report has provided a summary of findings from the Sheltered Housing Review Report. Using these findings will lead to a number of operational service improvements in addition to the proposed following recommendations to promote the best sheltered housing offer for tenants moving forward and minimise relet timescales:

- Allocation of first floor homes at Grenville Place (26 dwellings) and Conway Road (13 dwellings) are offered to applicants 50 and over (subject to application verification) - reviewed in 1 year.
- Cyclical maintenance programme is reviewed to ensure communal areas/rooms are better maintained
- A revenue allocation of £25,000 is made to allow for the purchase of new soft furnishings subject to the development of schedules for improvement and priority, relating to each communal rooms targeting the worst issues.
- Tenants that have the use of Laundry Rooms are consulted as to their need going forwards, and where laundry rooms are not required they are closed with service charge being reduced accordingly.
- That a business case is developed to trial a mobility scooter store (5 units) on an estate to see if this effectively addresses this storage need identified by our tenants
- An asset management parking strategy is developed to consider sustainable transport opportunities for residents.

8.1 Financial Implications

This report presents a number of recommendations that can be easily progressed without the need for additional funding. However, revenue funding of £25,000 for communal rooms will be required from the HRA (Revenue) to support the recommendation to improve soft furnishings. It is proposed

this cost will be mitigated by a revised service charge to tenants in the following year after expenditure based on the actual spend. If the spend was £25,000 this would result in a weekly increase of 53p per tenant for service charge based on our current stock of 944 sheltered homes. In addition to this, funding will be required to instal mobility scooter storage, however the business case should be able to outline how this funding can be mitigated against in terms of any increases in service charge for those tenants wishing to use such a facility. The proposed asset management strategy will develop a greater understanding of approaches required to support sustainable transport and any potential costs.

9.1 Legal Implications

The recommendations for service change in this report are subject to tenant consultation being undertaken in accordance with the Housing Act 1985.

10.1 Risk Implications

Current and future demand for sheltered housing was fully explored. A comprehensive tenant survey was undertaken to understand views of current/future service preference and outcomes support the recommendations made in this report. This will be supported by a statutory consultation as outlined in section 9.1 of this report.

11.1 Equality Issues/EQIA Assessment

An assessment has been undertaken and there are only positive factors identified through the proposed recommendations of the report.

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	None
Financial Implications (including VAT and tax):	See section 8
Legal Implications (including human rights):	See section 9
Risk Implications:	See section 10
Equality Issues/EQIA assessment:	See section 11
Crime & Disorder:	N/A

Every Child Matters:	N/A
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**GREAT
YARMOUTH**
BOROUGH COUNCIL

SHELTERED

HOUSING

REVIEW

REPORT BY

Justin Gibbs, Tenancy Services Manager
Sue Lake, Tenancy Team Manager [Page 203 of 258](#)

1.1 Introduction

This report follows a request from Full Council that a review is undertaken into how the sheltered housing service is provided and considers reintroducing the approach delivered pre-July 2017. This has been supported with a review of the wider sheltered housing offer to tenants with consideration of the services delivered during and before the pandemic. It also considers what has worked well and the best way forward to future proof the sheltered housing provision for tenants of the borough.

2.1 Background

The Council currently owns, manages and provides a sheltered housing support service to 1107 tenants occupying 944 homes. Through this service we promote independent living, reducing the need for higher dependency services such as residential or extra care.

Norfolk County Council (NCC) undertook a review of funding housing related support called Building Resilient Lives – Reshaping Housing Related Support in 2016. In response to the consultation and as a result of the findings they removed their funding for sheltered housing (supporting people funding).

Following the period of review by NCC in 2016/17, GYBC considered the most viable service for vulnerable tenants, to deliver a scheme that would be eligible for Housing Benefit and support tenants needs. This resulted in a new service being introduced and resulted in Wardens now called Tenancy Support Officers (TSO):

- Rotating between sites to ensure tenant care was balanced.
- Not facilitating events in communal rooms.
- Emergency call outs actioned through support provided remotely by the Independent Living Services at Wherry Way.
- Undertaking contact with tenants on need and a less frequent basis.

The service prior to July 2017 involved patch wardens visiting each home on a frequency basis from daily to monthly in accordance too each tenant's request and providing the support required. Each warden was at the heart of the local community facilitating communal room activities and delivering specific immediate welfare and care requirements. This service was paid for through service charges, Supporting People funding and eligible Housing Benefit.

2.2 Review Method (21/22)

The approach undertaken included engaging with a wide range of stakeholders and other providers to consider views and best practice supported by considering the context of the Borough Profile 2019. Tenants were placed at the heart of the review with an in-depth survey developed and issued to capture current opinions and suggested improvements. The survey was hand delivered to all sheltered housing tenants homes and live for a three-week period. Tenants were subsequently contacted by a TSO if they hadn't returned their survey to explore the reasons. Where appropriate, support was offered both remotely and in person to assist with completion and submission of a survey.

3.1 Demand for Sheltered Housing

To support this review it's important we understand the current and future demand for sheltered housing homes in our stock. A breakdown of tenant age profile in November 2021 (See Appendix A.1) showed just over 5% of tenants were aged under 60, with an equal split of 47% tenants aged between 60-74 and 47% aged over 75.

A review of notifications to end a tenancy for the past 3 ¾ years (See Appendix A.2) showed on average there were 94 tenancies terminated each year. Following receipt of the keys at the end of a tenancy, repair works are delivered to achieve a consistent void lettable standard for the new tenant. An analysis of these works in a standard (regular) void over a 2 ¾ year period showed that a much higher proportion of sheltered housing homes could not be let after work completion. This was due to there being no successful applicant being identified to accept the home compared to general needs homes.

An assessment of applicants requesting sheltered housing across the borough and in the three more difficult to let locations in January 2022 (See Appendix A.3) outlined a low demand for sheltered housing. Some of the applicants are also likely to have specific vulnerability needs ie requiring a wheelchair accessible home etc. Although adaptations can be undertaken to support an applicant, not all homes are suitable to have high level of alterations undertaken that maybe required. It should also be noted that the process of assessing applicants has been significantly impacted due to demands linked to the Covid pandemic. This is also likely to have had an impact on those considering to request a new home unless they had a specific urgent need to move. The current backlog in assessment of housing applications will be having some impact on reletting of sheltered housing, but a plan is in place to reduce the backlog.

A detailed study into the demand for specialist retirement housing and accessible housing for older people and planning and viability issues was undertaken by Three Dragons and Opinion Research Services in November 2021 for Norfolk Councils. It outlined that Norfolk in common with the rest of the UK is facing an ageing population with the number of households aged 75 and over expected to rise by 41.7% in the period 2016 - 2041. To fully understand the impact of this on our stock it's important that we also factor in what the research predicted in regard to demand in the borough. In 2020 it indicated only 108 people had a need for a sheltered housing home, however this is predicted to significantly increase to between 752 - 1224 by 2041

3.2 Demand Summary

There is currently low demand for sheltered housing and there maybe difficulties in reletting homes over the next few years. This is likely to reduce in the longer term with applicants predicted to significantly increase by 2041. However, its expected there will remain to be an oversupply of rental and shortage of extra care housing; sheltered shared ownership and for sale homes. Due to the length of the predicted timeframe it is important that demand is regularly monitored and the provision reviewed.

4.1 Void Homes

This section of the report considers the average timescale to relet a home following the ending of the previous tenancy and any associated factors that may contribute to some being more difficult to let than others. A review was undertaken of 662 general needs and sheltered housing regular void homes that were relet in our housing stock over a 3 ¾ year period from April 2018 (see Appendix A.4). 229 of those homes were of sheltered housing tenure. The average relet timescale for the 662 homes was 31 days. Sheltered housing homes averaged slightly more than general needs with an average relet timescale of 32 days.

A detailed analysis was undertaken of streets where there were five or more sheltered housing relets completed. This level of homes was selected to ensure a reasonable number of relets had occurred and there wasn't a factor with just an individual let. Appendix A.5 outlines the streets with a relet timescale above the average period of 32 days for a sheltered housing home.

4.2 Repairs

The average repair works completion timescale for a sheltered housing home was 8 days less (14 days) than a general needs home (22 days). These type of homes are normally smaller than general needs with less occupants/rooms to undertake repairs to and the more intensive support delivered through the TSO. Flats are significantly more difficult to let than bungalows and this would be expected due to desirability. First floor flats are less desirable although majority of the worst performing locations do have a lift in place to support access issues.

There were 56 sheltered housing homes that didn't have an applicant on the completion of repair works. This added an additional 19 days to the average void period for all 95 homes where more than five relets had occurred. The five streets with the longest delay that didn't have an applicant nominated to a home after repairs are highlighted in Appendix A.6.

On completion of repair works there appears no clear indication other than lack of demand for sheltered housing why certain locations were unable to be nominated to. Four of the top five locations contained both flats and bungalows.

4.3 Nominations

There were 140 nominations made for the 95 homes reviewed with a 47% refusal rate. The main reason was due to the location (13) followed by home size too small (7) and then applicant didn't want a flat (6). Each home required an average of 1.47 nominations for a successful let. No locations required more than two nominations on average to support the reletting of a home.

When considering refusal reasons it's important we reflect on why this is occurring. Applicants currently have limited choice of location where they would like to move to when making an application. Location is defined by widespread areas rather than streets/schemes. Although there is an enhanced support service for residents undertaking the moving home experience during and after a viewing it does raise the question "could this be improved earlier for current GYBC tenants who may wish to

consider transferring to a more suitable home?”

With sheltered housing flats being considerably more difficult to relet than bungalows it is important to consider which locations took longer over the average void timescale of 32 days (see Appendix A.7).

4.4 Customer Satisfaction

All residents who move into a Council home receive a New Home Survey to complete and return with their views. Satisfaction surveys undertaken for the period July 2020 to December 2021 provided a positive response with 97% of tenants satisfied with their experience. When considering the different aspects of their home the main area for dissatisfaction was due to the standard of decoration with 11% of new tenants expressing this concern.

When considering feedback on the condition of relets it should be noted that all kitchens and bathrooms in sheltered housing homes have been maintained to the Decent Homes Standard. In October 2021 there were 47 homes not meeting the decent homes standard for other reasons. Although undertaking decorating to a home before a new tenant moves in would likely address concerns regarding satisfaction it is estimated that this would cost £2500 per home. This is significantly more than the current approach to issuing decoration vouchers which costs approximately £200 if decorating is required.

An insight into the viewing and management of homes in the three most difficult to let locations by TSO who deliver these services highlighted the following factors made them less attractive for applicants:

- Grenville Place – The stairs to the first-floor flats are quite steep/narrow and can pose a danger to users (See Appendix A.8). Parking can also be difficult and there is nowhere to store mobility scooters.
- Caister Road –The poor external decoration provides a very unsightly first impression for applicants with no cyclical maintenance programme delivered for a number of years (See Appendix A.9) . Parking can also be restricted due to number of homes in the area.
- Conway Road – There is a poor environment in comparison to its close neighbouring development of sheltered housing homes at Davolls Court. The area to the rear of Conway Road is unattractive with an open concrete layout (See Appendix A.10) . There is also a significant shortage of parking areas for residents and their visitors.

Grenville Place featured in the top two of most difficult to let locations for ground and first floor flats, however it was not in the top five of locations with no nomination after works completed (more than 5 lets). This would indicate that there are more regular void works required in these homes. With nine flats relet in this location it would support a consistent pattern is emerging. It also has the most significant rent loss across the tenure where there has been more than five lets with average relet timescale of 58 days to relet from becoming void at the end of a former tenancy. Caister Road (56 days) was the next most difficult to let and was top of homes without a nomination after void works were completed adding 36 days to the average void timescale. Conway Road was third in relet timescales taking on average 51 days to relet and although below the other top locations was considerably higher than its neighbouring site Davolls Court where homes were let in an average of 31 days.

Grenville Place is the only location without a lift for first floor homes out of these three areas, however the environment doesn't support an installation.

Environmental factors do have a significant impact in the ability to relet sheltered housing homes and although overall satisfaction of the moving home experience is very good it is clear that an offer of a well-maintained home is an important factor to ensure it is relet promptly. There is a relatively low-cost resolution to issues at Caister Road, however this is not the case at Conway Road with major works required. Grenville Place poses a different situation with no reasonable resolution to the first-floor flat access issues. With demand for sheltered housing likely to continue to be a significant issue for our stock in the forthcoming years we also need to ensure that opportunities to make the stock available are promoted; there are clearer location choices when applicants make an application and these are processed more quickly.

4.5 Allocation

Sheltered Housing homes are mainly allocated in accordance with the historic supported people funding regime that determined it was housing for persons aged 60 and over. A review of existing tenants ages has highlighted that we currently have 57 tenants who are aged under 60. The majority of these are just under 60 and either a joint tenant of someone aged 60 and over or the home was let due to difficulties in identifying applicants 60 and over.

There is no current defined definition for who sheltered housing homes should be allocated to. While it is important to support independent living of communities that are mainly of an older generation who are likely to require the alarm system and support service it does raise the question as to whether there should be an age limit on homes allocated

In 2020 the Council introduced a floating support service for general needs tenants. Working closely with our Tenancy Management Team who investigate complaints of anti-social behaviour it has identified that several applicants below the age of 60 are often making complaints linked to their vulnerability. Most of the complaints are not evidentially suitable to take formal action and the common feedback received is that tenants would benefit significantly from residing in the long-term support tenure that sheltered housing would offer.

Another important factor to consider when determining the allocation approach is the potential impact of the Right to Buy Scheme on the stock which currently excludes sheltered housing homes if the accommodation is:

- Particularly suitable for occupation by elderly persons, taking into account its location, size, design, heating system and other features and is
- let for occupation by a person aged 60 or over and was
- first let to someone before 1st January 1990

4.6 Voids Summary

This analysis concludes there are a significant number of sheltered housing areas that are above the average void relet timescale for the borough. Defining the approach to allocating homes to residents 60 and over would continue to promote independent living. Supporting this with allocating first floor homes at Grenville Place and Conway Road to vulnerable applicants of all ages who require enhanced support provided in a sheltered housing home would minimise void relet difficulties in the more difficult to let areas.

The location of a home is a key factor in refusals at viewings and updating the Housing Application Form with more defined areas linked to streets/schemes is likely to minimise refusals. Additional clear information promoting what each area has to offer through the Sheltered Housing Handbook would also contribute to minimising delays in reletting homes.

The environment of a new home has a visual impact on applicants decision to accept an offer. Redecoration of the external areas of Caister Road dwellings and a regular cyclical maintenance programme being reintroduced in all neighbourhoods is likely to provide an improved first impression of the Council as a landlord. It would also support reduction in allocation timescales through increased desirability.

5.1 Tenant Survey

This was undertaken to develop a full understanding of tenants preferences and a detailed overview of the survey can be found in Appendix B. There was a very high response rate with 67% of surveys issued returned and feedback received from every street. All bar two streets (Leach Close/Parkland Drive) had a greater than 40% response rate. Six streets had a 100% response rate and there was a good spread of age and tenancy length returns.

85% of tenants were satisfied or extremely satisfied with their sheltered housing experience. This included tenants commenting:

- I would recommend living in sheltered housing because it is safe and secure and if help is needed it is on hand and easily secured
- You would struggle to find better conditions in your retirement and poor health level needs.
- It gives peace of mind knowing someone is close at hand if help needed
- I have found the area to be excellent, as the service is there giving me great security for both me and my daughter who has special needs, help always be on hand TSO are a god send
- It is very nice living here you feel safe and when the communal room is open you have a place to go and meet people and that gets you out even if you cannot walk very far

Overall only 4% of tenants were dissatisfied or very dissatisfied with their sheltered housing experience with four streets (Beatty Close; Frank Stone Court; Grove Close; Seawake Close) having 10% or more residents dissatisfied with the service. The main reason being anti- social behaviour in two areas and dissatisfaction linked to parking in the others. Parking was also a theme highlighted in the satisfaction of their street section. Age profile of returns didn't show any trends towards dissatisfaction with the

sheltered housing experience.

93% of tenants advised their home met their needs with only 7% saying it didn't. The majority (23%) advised it was due to parking related issues. The seven streets where a parking concern was highlighted were:

- Beatty Close
- Conway Road
- DaVolls Court
- Grove Close
- Manor Close
- St Mary's Close
- Suffolk Road

Many of the issues are linked to the design of the neighbourhood when it was developed many years ago with no opportunities to now change the layout without significant redevelopment. However, both Grove Close and St Mary's Close do have large green areas that could facilitate increased parking provision subject to budget availability and any planning permission requirement being agreed.

There was a range of other factors highlighted in this section but these were relatively individual factors and linked to more one-off issues. These are being reviewed and actioned through the Tenancy Services Team where support and improvements are possible.

Other areas of the survey regarding sheltered housing experience reported:

- 93% were satisfied or very satisfied with security of their home with only 4% dissatisfied or very dissatisfied
- 88% were satisfied or very satisfied with security of their street with only 6% dissatisfied or very dissatisfied
- 93% feel the sheltered housing service supports them to live independently
- 94% would recommend living in sheltered housing to family/friends

18% of respondents also said they would like to become an involved resident in their local community. The Council's Resident Engagement Officer will be engaging with all residents to explore their preferred method of engagement and providing support required.

5.2 Tenant Survey Summary

The survey produced an excellent response rate and outlined a high satisfaction with the overall sheltered housing provision. Where there were comments of concern these were relatively low and could be overcome through introducing a focus group to develop a greater understanding of anti-social behaviour issues impacting two communities. This would provide opportunities to support actions that maybe able to be taken and likely to promote a safer environment for residents. Another area of concern was linked to limited parking facilities at Grove Close, Martham and St Mary's Close, Hemsby and developing an asset management parking strategy to consider sustainable transport opportunities for residents is likely to address concerns.

6.1 Tenancy Support Officers

Nine officers (7 FTE) currently support tenants with their health and wellbeing through fostering a professional and open relationship to promote independent living. This is complimented by reacting to moments of crisis or concern, for example following a bereavement or hospital discharge. Each tenant receives an enhanced welcome visit to their new home followed by quarterly contacts to review their support plan and resolve any issues the tenant is encountering. This is supported by a monthly alarm check to ensure the system is fully operational.

The survey considered the three main delivery approaches over recent years with satisfaction outcomes as follows:

- Former Warden Service - 93% of tenants were satisfied or very satisfied with 1% dissatisfied or somewhat dissatisfied with the service.
- New Service Introduced 2017 Until the Covid Pandemic in 2020 - 88% of tenants were satisfied or very satisfied with 5% very or somewhat dissatisfied.
- Welfare Call Response to the Covid Pandemic - 80% of tenants were satisfied or very satisfied with 8% very or somewhat dissatisfied

The welfare call response service was the least satisfied but this would be expected during a pandemic as anxiety levels for the general public were extremely high and the balance of delivering a safe service at this time was difficult and far from ideal. TSO had been less visible due to not having visited regularly for approximately 18 months. Satisfaction levels remained high with the other two approaches, although dissatisfaction slightly increased by 4% from the former warden service to the new service introduced in 2017. An area tenants indicated that could improve satisfaction was through more face-to-face contact, although only 23 comments cited this out of the 587 surveys received.

78% of tenants were satisfied or very satisfied with the current frequency of contact by their TSO. Seven locations had a 100% satisfaction return with 11% dissatisfied or very dissatisfied. The three locations that were 30% or more dissatisfied were:

- Nelson Court
- Parkland Drive
- Crow Hall Green

The main reason cited for dissatisfaction was linked to a desire for more face-to-face contact with their TSO.

The preferred frequency of contact with tenants varied with 34% requesting monthly; 25% fortnightly; 22% weekly, 11% quarterly. 81% of tenants requested a more frequent service than the quarterly one that was delivered before the pandemic. When considering survey response by age the preference across for all age groups, preference was for a monthly contact with their TSO. The preferred method of contact was by phone/warden call system (70%), followed by face to face (30%) and this indicates that this approach needs to be delivered on an individual basis.

25% of tenants found it sometimes difficult or not very easy to contact their TSO and this does show a disappointing trend regarding perceived availability. This area needs further investigation to identify the issues.

70% of tenants were very satisfied or satisfied with the support provided by TSO to promote their wellbeing. 12% were dissatisfied or very dissatisfied. Improved awareness regarding the wide range of assistance that can be delivered was again highlighted as an opportunity.

The tenants survey resulted in the majority of residents indicating they were not prepared to pay for an increased service, although one third said they would pay up to £2 for an increased service provision. However, the preferred method of service delivery outlined in the survey is achievable within the current service charges levied.

6.2 Tenancy Support Officer Summary

Tenants have indicated they do not wish to return to the old warden service.

To develop the current tenant centred service the majority of tenants would like the frequency of contact to be monthly and the approach to be either an in person contact or by phone. Service delivery would also need to have a consideration on service demands including bereavement and hospital discharge to ensure independent living is sustained. With the survey indicating a preference for two types of approach its important that tenants have choice and there is also a consideration of any vulnerability issues that exist. There would be no change to service charges to deliver this approach.

Concerns raised regarding TSO accessibility are a concern and require further work through focus groups to understand the reasons why and how these can be overcome.

7.1 Laundry Facilities

There are eleven laundry facility rooms accessible to tenants in ten locations in the sheltered housing stock. 86% of tenants who have access rate them good or excellent. Ninety-three tenants advised they use the facilities provided by the Council, however 50% of these tenants do have their own washing machine. Less than 25% of residents use the facilities at the following locations:

- Grove Close (24%)
- Hawkins Close(17%)
- St Mary's Close(13%)
- Wherry Way (13%)
- Ecclestone Close (9%)

The only location where there were more than seven tenants without a washing machine was Grenville Place and this is likely due to the very small kitchen in these homes. All other locations that have access to a laundry facility now have adequate space in their kitchens following historic refurbishments.

Repair costs have been relatively low over the last three years with just £3000 being spent, however the replacement cost for a machine is estimated to be approximately £2500 and the majority of machines are nearing their end of expected life. There are no direct costings available for the utility costs in these facilities as they are included in the overall communal provision.

7.2 Laundry Rooms Summary

Laundry rooms are relatively lowly used by tenants and it's important to develop an understanding if all homes in a street with a facility are able to have a washing machine introduced to their home. Where this is the case closing rooms that have old machines that are likely to require replacement in the near future would reduce the costs for all residents who pay for this through their service charge.

8.1 Communal Rooms

There are sixteen communal rooms located adjacent to homes across the sheltered housing stock. These are currently led by tenants/local residents and provide a range of activities. Of the 336 confirming they had access to a communal room only 138 (41%) said that they used the facility. 20% of tenants advised they were unaware of a designated communal room they could use and this indicates there requires improvement in the communication approach. Feedback on the appearance indicated that many were of an unwelcoming cold space (See Appendix A.11). There can be explained through there being no cyclical maintenance or significant investment in the majority of facilities provided for over fifteen years.

Other landlord schemes viewed (See Appendix A.12) provided consistent standard approach for all rooms in their stock. There was a variety of equipment in place to support the wide age range of tenants who access the rooms. This included dart boards, games and other recreational equipment. Activities delivered were very similar to GYBC with coffee morning's, resident meetings and bingo. Rooms were furnished to a much higher standard through soft furnishing provision and were more welcoming. Rooms were also used by external providers to deliver computer skill classes, exercise classes and intergenerational activities. Residents played a leading role working with their landlord co-ordinator to contribute to activity schedules and resolve community issues.

Due to the range of conditions that currently exist in our communal rooms it is extremely difficult to provide accurate costings to deliver a similar standard to other providers across all GYBC rooms. However, an indicative cost of £36400 per room including £16000 for soft furnishings has been estimated by the Councils Property Services Team following an assessment of Crow Hall Green communal room. This location was used as the communal room was believed to be of a reasonable standard (not in the worst condition) and gave an indication of the likely average costs for a room refurbishment. Works identified as being required included:

- New kitchen/flooring
- Internal door replacement
- Replacement blinds/curtains
- Carpets
- Redecoration
- New flooring to toilets
- Replacement table and chairs
- Sundry items (incl boxing in of pipework)
- Replacement windows/external doors/facias/soffits

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Tenants feedback from the survey indicated there were significant opportunities for wider community activities to be delivered. They also highlighted a requirement for TSO to co-ordinate and communicate activities that are available for all.

A TSO co-ordinating and promoting communal room activities would enhance the offer to residents and support engagement in using the rooms. This would require an additional post to be introduced to the establishment. The post wouldn't be applicable for housing benefit grant as it doesn't meet the criteria set for enhanced management. Consequently, this would incur an additional cost of £29363 to the HRA for staff costs.

8.2 Communal Rooms Summary

The condition of communal rooms in the Council's stock falls short to what other providers deliver and has been highlighted as an area requiring improvement by residents. Cyclical maintenance hasn't been focused on these areas for a considerable period and its important this is reintroduced at the earliest opportunity and is supported through enhanced soft furnishing provision.

To support all residents to have clear access to a local communal room and improve facility provision, an additional TSO post recruited to co-ordinate communal room activities and develop communication would have significant benefits. This would include developing and promoting inclusion with local tenants through an increased schedule of activities and engagement by external providers.

9.1 Mobility Scooters

There are currently no facilities provided for residents to store or charge a mobility scooter in the Councils sheltered housing schemes. 16% of tenants indicated they have a mobility scooter with the following streets having more than five residents who use one:

- Charles Close
- Dashwood Close
- Grenville Place
- Hawkins Close
- Nelson Court
- Rambouillet Close
- The Close
- Wherry Way

The survey indicated there was the potential for a 12% increase in mobility scooter ownership in the future and this is without taking into consideration the predicted increase in life expectancy in future years. The potential future ownership trend in areas currently showing ten or more tenants was as follows:

- Charles Close
- Dashwood Close
- Hawkins Close
- Rambouillet Close
- The Close

Mobility scooters not stored or charged safely can pose a significant hazard to residents and the wider community. Current issues also pose a management difficulty in achieving appropriate supportive outcomes for residents, particularly in communal areas. With the numbers relatively high in the Councils sheltered housing schemes it is important that options to support residents more are seriously considered.

Appendix A.13 provides an example of a drive-in timber cladding modular unit that other social housing providers have installed to support residents to safely store and charge their mobility scooters. The modular comes in a range of sizes from one to ten units with the ability to add a unit at a later date if required. These have been installed at a sheltered housing scheme in Lowestoft and when interviewed residents reported the store to be very easy to use. Feedback received also indicated they were wide enough to enable them to easily drive in and out with their scooter and the stores have manageable door handles to support usage.

The indicative cost of providing a store for five mobility scooters on one of our estates in the style above is approximately £23200. This is broken down with the modular unit costing £8700; delivery/install £2500; grounds work's (concrete pad 2.5mx6.5m)/paths £6000 and power/electric set up £6000. Each location would require a detailed survey to identify most suitable location and paving required with consideration for residents access and safety to other structures. Regular compliance checks would need to be undertaken to support safe environment and meet the Council insurance obligations. The costs of managing the units including power could be service chargeable if installed.

9.2 Mobility Scooter Summary

There are no current facilities for storage or charging mobility scooters. It is clear demand is high and likely to increase in future years. The introduction of a pilot provision of storage and safe charging facilities into sheltered housing schemes with communal areas would provide a safer environment for residents.

10.1 Intruder Alarms

There are three different types of alarms in just under 50% of homes. One is activated by turning a key and the other two by swiping a fob across the front of the intruder alarm. All alarms trigger a warden call activation through to the Council Control Centre. The response from the Control Centre is that the operator will attempt to make contact with the tenant through the alarm call equipment. If there is no response from this the operator will then try to telephone the tenant and subsequently escalate if there is still no contact.

Only 86 residents use the intruder alarms which relates to less than 10% of our sheltered housing stock. 61% of residents completing the survey advised they don't have an intruder alarm. 60% of residents who do have an intruder alarm advised they don't use it. There is no clear trend to show which streets use an alarm more than others. There were significant comments made about not knowing how to use the intruder alarm and this may be related to many of the alarms remaining in their home even if they are not serviceable. An indicative cost of £150 has been identified for the removal of each intruder alarm from a home.

10.1 Intruder Alarms Summary

Despite the limited number of tenants using an intruder alarm in their home, 93% of tenants were satisfied with the security of their home. To develop a greater understanding of why alarms are not being used they need to be checked to establish if operational and the reasons if serviceable. This may include a requirement to provide support on how to operate. If they are not functional removal at void stage would ensure only operational systems remained in the Council's stock.

11.1 Conclusions

There is a very high tenant satisfaction with the sheltered housing provision in the borough, however there are certain areas of concern that require improvements if this is to be sustained. Demand for homes is low at present, investment in the communal provision has been limited for many years and other landlords standards are much higher. This is an area that requires significant investment over the next few years. If improvements are not delivered this is likely to contribute to even greater difficulties in letting homes, higher rent loss at void times and satisfaction levels reducing.

The pandemic has led to residents anxieties being high and this has been an extremely difficult time to deliver support services. Feedback on support delivered has been positive although there are opportunities to improve. There is a wide age profile in the stock and clearly approaches need to be tailored to the individual needs at the beginning and throughout a tenancy. The introduction of a resource to coordinate, promote and drive inclusion in the activities in the communal rooms would appear to be a positive opportunity to sustain independent living in the Council's sheltered housing communities.

Appendix A

Appendix A.1 - Tenant Age Profile - November 2021

Street	Number				Percentage		
	Under 60	60-74	Over 75	Overall	Under 60	60-74	Over 75
Beatty Close	1	15	20	36	2.78%	41.67%	55.56%
Beccles Road	0	2	4	6	0.00%	33.33%	66.67%
Berry Close	3	14	4	21	14.29%	66.67%	19.05%
Black Street	0	2	3	5	0.00%	40.00%	60.00%
Braddock Close	0	7	7	14	0.00%	50.00%	50.00%
Bunnewell Avenue	1	13	15	29	3.45%	44.83%	51.72%
Caister Road	0	15	15	30	0.00%	50.00%	50.00%
Charles Close	3	19	23	45	6.67%	42.22%	51.11%
Charter Close	0	10	15	25	0.00%	40.00%	60.00%
Cherry Road	1	21	20	42	2.38%	50.00%	47.62%
Church Walk	1	2	1	4	25.00%	50.00%	25.00%
Conway Road	3	9	13	25	12.00%	36.00%	52.00%
Crow Hall Green	0	10	7	17	0.00%	58.82%	41.18%
Dashwood Close	2	15	13	30	6.67%	50.00%	43.33%
Davolls Court	1	22	15	38	2.63%	57.89%	39.47%
Ecclestone Close	1	23	26	50	2.00%	46.00%	52.00%
Ferrier Road	0	0	2	2	0.00%	0.00%	100.00%
Frank Stone Court	5	12	20	37	13.51%	32.43%	54.05%
Frederick Road	0	10	3	13	0.00%	76.92%	23.08%
Genista Green	0	3	2	5	0.00%	60.00%	40.00%
Green Lane	0	5	6	11	0.00%	45.45%	54.55%
Grenville Place	4	31	18	53	7.55%	58.49%	33.96%
Grove Close	3	10	10	23	13.04%	43.48%	43.48%
Grove Road	1	14	12	27	3.70%	51.85%	44.44%
Harry Miller Court	0	8	3	11	0.00%	72.73%	27.27%
Hawkins Close	4	43	34	81	4.94%	53.09%	41.98%
Keyes Close	0	5	7	12	0.00%	41.67%	58.33%
Leach Close	0	6	4	10	0.00%	60.00%	40.00%
Manor Close	1	23	9	33	3.03%	69.70%	27.27%
Midland Close	0	6	10	16	0.00%	37.50%	62.50%
Nelson Court	1	7	14	22	4.55%	31.82%	63.64%
Newton Cross	1	10	19	30	3.33%	33.33%	63.33%
Northgate Street	0	1	4	5	0.00%	20.00%	80.00%

Street	Number				Percentage		
	Under 60	60-74	Over 75	Overall	Under 60	60-74	Over 75
Ordnance Road	0	0	1	1	0.00%	0.00%	100.00%
Oriel Avenue	0	2	0	2	0.00%	100.00%	0.00%
Parkland Drive	2	7	4	13	15.38%	53.85%	30.77%
Pit Road	0	4	6	10	0.00%	40.00%	60.00%
Pound Lane	0	1	4	5	0.00%	20.00%	80.00%
Rambouillet Close	3	24	37	64	4.69%	37.50%	57.81%
Seawake Close	0	11	21	32	0.00%	34.38%	65.63%
Sheldonian Court	4	17	14	35	11.43%	48.57%	40.00%
St Marys Close	5	20	21	46	10.87%	43.48%	45.65%
St Nicholas Gardens	2	8	4	14	14.29%	57.14%	28.57%
Suffolk Road	0	7	5	12	0.00%	58.33%	41.67%
The Close	0	10	13	23	0.00%	43.48%	56.52%
University Crescent	0	0	1	1	0.00%	0.00%	100.00%
West Road	1	5	0	6	16.67%	83.33%	0.00%
Wherry Way	3	18	13	34	8.82%	52.94%	38.24%
Windsor Way	0	1	0	1	0.00%	100.00%	0.00%
Total	57	528	522	1107	5.15%	47.70%	47.15%

Appendix A.2 – Notifications to End a Tenancy - April 2018 – December 2021

	No Successful Nomination – Works Completed (Regular Voids)		
	19/20 (133 relets)	20/21 (212 relets)	Q1/Q2Q3 21/22 (172 relets)
All	24%	26%	40%
G/Needs	17%	21%	34%
S/Housing	35%	38%	52%

Appendix A.3 – Applicants in the Allocation Pool November 2021

Location Most difficult to let homes	Average Relet Timescale (Days)	Applicants in the Allocation Pool Assessed	Applicants Awaiting Assessment
All Areas	32	16	90
Grenville Place	58	3	
Caister Road	56	2	
Conway Road	51	4	

Appendix A.4 – Sheltered Homes Relet April 2018 – December 2021

Home Type	No. of Relets	Average Relet Timescale (Days)
1 Bed Bungalow	130	28
2 Bed Bungalow	25	26
1 Bed Ground Floor Flat	44	37
1 Bed First Floor Flat	27	46
2 Bed Ground Floor Flat	1	101

Appendix A.5 - Relet timescale above the average period of 32 days April 2018 – December 2021

Location		No. of Homes	No. of Relets	Average Relet Timescale (Days)
Grenville Place	Great Yarmouth	51	9	58
Caister Road	Great Yarmouth	26	5	56
Conway Road	Gorleston	24	9	51
Frederick Road	Great Yarmouth	12	5	42
Grove Close	Martham	24	8	39
Grove Road	Martham	21	6	39
Berry Close	Belton	19	5	37
Harry Miller Court	Great Yarmouth	12	6	37
Cherry Road	Gorleston	39	15	36
Charles Close	Caister	33	5	34
Frank Stone Court	Great Yarmouth	32	9	33
Hawkins Close	Great Yarmouth	64	13	33

Appendix A.6 - Streets with no Applicant Nominated to a Home After Repairs Completed

Location	No. of Relets	No Nomination Repairs Completed	Home Type				Void Timescale After Repair Works Completed
			1BB	2BB	1BGFF	1BFFF	
Caister Road	5	3	2			1	36
Conway Road	9	8			5	3	30
Berry Close	5	3	3				27
Grove Road	6	3	1		2		27
Grove Close	8	7	7				22

Appendix A.7 - Locations Over the Average Void Relet Timescale of 32 Days (Minimum 2 Relets)

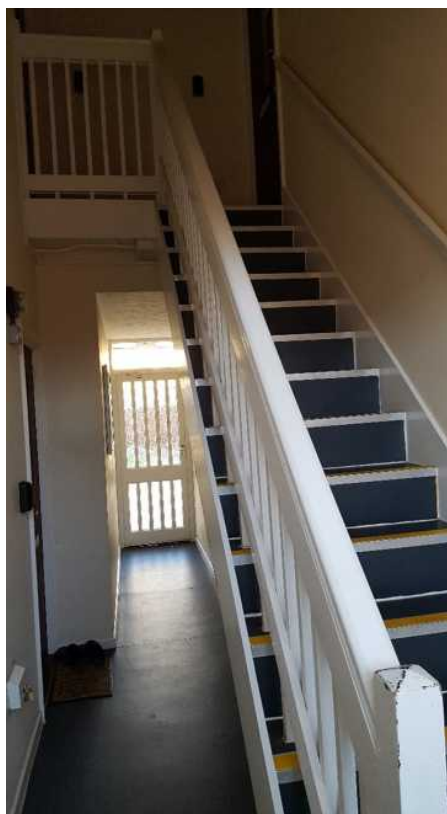
1 Bed Ground Floor Flat

Location	No. Relets	Period Over Average Relet Timescale	Nomination	
			Refusals	Reasons
Grenville Place	7	26	5	Size too small (3); Doesn't want a flat (1) Property condition (1)
Charles Close	2	21	1	Doesn't want a flat (1)
Frederick Road	2	13	0	
Conway Road	6	17	4	Location (3); Doesn't want to move (1)
Grove Road	2	8	1	Doesn't want to move (1)
Hawkins Close	6	8	8	Location (3); Non arrival (2) Size (1); Rent charges (2);

1 Bed First Floor Flat

Location	No. Relets	Period Over Average Relet Timescale	Nomination	
			Refusals	Reasons
Caister Road	2	53	3	Location (1); Ground floor required (1); Verification failed (1)
Grenville Place	2	26	2	Location (1); Doesn't want a flat (1)
Conway Road	3	23	5	Location (2); Size (1); Non arrival (2)
Frank Stone Court	3	21	2	Doesn't want a flat(1); Doesn't want a move(1)
Hawkins Close	2	7	0	
Harry Miller Court	6	5	1	Too quiet(1)
Cherry Road	2	4	0	

Appendix A.8 – Grenville Place Stairs



Appendix A.9 – Caister Road External Decoration



Appendix A.10 – Conway Road Communal Area



Davolls Court Communal Area



Appendix A.11 – GYBC Communal Room Example



Appendix A.12 – Other Landlord Communal Room



Appendix A.13 – Mobility Scooter Store



Appendix B - Resident Survey

1. Introduction

The Council conducted a survey with residents of sheltered housing schemes during October and November 2021. The survey supported the wider review into the sheltered housing service. All sheltered housing residents were invited to participate and share their views. Each home had a survey hand delivered with follow up calls and assistance to complete as required.

A total of 587 surveys were returned from a total number of homes of 945. We were able to send out 871 surveys with a response rate 67%

73 were unable to be completed due to a number of reasons including:

- Property void at the time of survey being sent out
- Respite and hospital
- Staying with family
- New tenant (moved in within the past fortnight)
- Unable to complete even with support
- Non engagement or refusal to complete
- Moving out and not wishing to share views
- Passed away between mail merge and survey being sent out (period of 5 working days)

*Note not all questions were completed by everyone – the figures are adjusted according to completed answers.

**There was one anonymous survey returned

***The results are either provided per number, percentage of responses to a street or compared with the total number of properties within a street. Results were also analysed by age and property type.

The number of surveys returned gives an overall margin of error of +-2% and therefore we can be very confident that the views reflect the overall sheltered housing population.

Response Rate per Street

Street Name	Percentage Response per Street
Beatty Close	91%
Beccles Road	80%
Berry Close	63%
Black Street	100%
Braddock Road	44%
Bunnewell Ave	60%
Caister Road	52%
Charles Close	64%
Charter Close	62%
Cherry Road	69%
Church Walk	100%
Conway Road	83%
Crowhall Green	56%
Dashwood Close	70%
DaVolls Court	84%
Ecclestone Close	60%
Ferrier Close	100%
Frank Stone Court	79%
Frederick Road	64%
Genista Green	80%
Green Lane	60%
Grenville Place	73%
Grove Close	70%
Grove Road	70%

Street Name	Percentage Response per Street
Harry Miller Court	67%
Hawkins Close	66%
Keyes Close	100%
Leach Close	30%
Manor Close	63%
Midland Close	69%
Nelson Court	76%
Newton Cross	71%
Northgate Street	100%
Oriel Ave	100%
Parkland Drive	21%
Pit Road	71%
Pound Lane	80%
Rambouillet Close	59%
Seawake Close	58%
Sheldonian Court	63%
St Marys Close	70%
St Nicholas Gardens	64%
Suffolk Road	42%
The Close	67%
West Road	100%
Wherry Way	68%

The average response rate was 67%.

Response Rate per Street

Age Profile	% all sheltered tenants	% survey respondents
Under 60	6%	3%
60-65	13%	13%
66-74	34%	34%
75+	47%	50%

The table shows the age profile of survey respondents compared to the wider sheltered housing resident profile.

Response Rate per length of tenancy

Tenancy length (years)	% all sheltered tenants	% survey respondents
0-2	21%	21%
3-5	22%	21%
5+	25%	25%
10+	32%	33%

The table compares the wider sheltered resident profile compared to survey respondents for the length of time a tenancy has been held.

It can be concluded that views expressed are representative of the wider sheltered housing population across the borough.

2. Headliners

- Residents rated the sheltered housing service at 85% (good and great)
- 94% would recommend sheltered housing to family and friends
- 93% said their home meets their needs
- 78% residents are happy with the current frequency of contact with TSO's
- 75% said it was easy to get in contact with their TSO
- 70% rate the support TSO's deliver to support your wellbeing
- 80% satisfaction with the current approach to welfare calls to support independent living.

3. Detailed Results

1. The survey was split into six sections:
2. About you and your home
3. The Sheltered Housing Service
4. Communal facilities
5. Mobility scooters and burglar alarms
6. Your experience of living in sheltered housing
7. Getting involved

Section 1 - About you and your home

Q1. What type of home do you live in?

Home Type	Number
One bedroom bungalow	298
Two bedroom bungalow	72
One bedroom ground floor flat	114
One bedroom first floor flat - with lift access to first floor	58
One bedroom first floor flat – with stair access to first floor	39
Two bedroom ground floor flat	4

Q2. Does your home meet your needs?

Does your home meet your needs?	Number of respondents
Yes	524 (93%)
No	41 (7%)

The table below summarises the question of whether home meets your needs according to the length of time the tenancy has been held. The chart shows the data based on percentage of Yes/No with the numbers of survey respondents.

Home meeting your needs compared to tenancy length

Length of tenancy	Yes	No
0-2 years	111 (90.25%)	12 (9.75%)
3-5 years	109 (95.61%)	5 (4.39%)
6-9 years	129 (94.85%)	7 (5.15%)
10+ years	169 (91.35%)	16 (8.65%)

Does your home meet your needs?

Street	No	Yes	Grand Total	% meet needs
Beatty Close	3	17	20	85.00%
Beccles Road		4	4	100.00%
Berry Close		10	10	100.00%
Black Street		2	2	100.00%
Braddock Road		4	4	100.00%
Bunnewell Ave	1	11	12	91.67%
Caister Road		11	11	100.00%
Charles Close	1	20	21	95.24%
Charter Close		13	13	100.00%
Cherry Road	2	24	26	92.31%
Church Walk		2	2	100.00%
Conway Road	2	17	19	89.47%
Dashwood Close	3	13	16	81.25%
DaVolls Court	5	26	31	83.87%
Ecclestone Close	2	22	24	91.67%
Ferrier Close		2	2	100.00%
Frank Stone Court		15	15	100.00%
Frederick Road	1	6	7	85.71%
Genista Green		4	4	100.00%
Green Lane		6	6	100.00%
Grenville Place	3	25	28	89.29%
Grove Close	1	12	13	92.31%
Grove Road		14	14	100.00%
Harry Miller Court		6	6	100.00%
Hawkins Close	1	40	41	97.56%
Keyes Close	2	8	10	80.00%
Leach Close		3	3	100.00%
Manor Close	3	15	18	83.33%
Midland Close		8	8	100.00%
Nelson Court		13	13	100.00%
Newton Cross		15	15	100.00%
Northgate Street		3	3	100.00%
Oriel Ave		1	1	100.00%
Parkland Drive	1	1	2	50.00%
Pit Road		4	4	100.00%
Pound Lane	1	3	4	75.00%

Street	No	Yes	Grand Total	% meet needs
Rambouillet Close	2	24	26	92.31%
Seawake Close	1	13	14	92.86%
Sheldonian Court	1	16	17	94.12%
St Marys Close	2	21	23	91.30%
St Nicholas Gardens	1	6	7	85.71%
Suffolk Road	1	4	5	80.00%
The Close		14	14	100.00%
West Road		3	3	100.00%
Wherry Way		17	17	100.00%
Grand Total	40	518	558	92.83%

If respondents recorded no, they were asked to provide an explanation. We received 53 comments including two that were positive. Of the 53 comments, 22 responded as 'Yes' (their home met their needs) but wished to highlight concerns or improvements. The response themes are outlined in the table below:

Themes

Theme	Count	%
Access	4	7%
Adaptation	4	7%
Bathroom	4	7%
Community issue	1	2%
Flooring	1	2%
Heating	1	2%
Kitchen	4	7%
Need wet room	5	9%
No balcony	1	2%
No Scooter Storage	2	4%
Noise	1	2%
Parking	13	23%
Stairs	3	5%
Storage/Shed	5	9%
Too Small	6	11%
Home needs updating	2	4%
Total	57	100%

Responses relate to the size and access to the property no longer being suitable, changing individual needs (as example needing an adaptation, need ground floor accommodation, somewhere to store a scooter, experiencing nuisance) and individual property components (as example kitchen and bathrooms perceived to require an upgrade). Other responses are linked to community issues including parking.

Parking in depth

Parking was the most frequent comment made under this question. The table below provides some more insight at street level.

Street	Comment
Beatty Close	Parking is not close to properties making it more difficult for residents with lower mobility
Conway Road	Three comments about nowhere to park
DaVolls Court	A challenge to find anywhere to park was mentioned four times
Grove Close	General parking raised as an issue including lack of spaces and parking within the turning area
Manor Close	Parking difficulties mentioned twice
St Mary's Close	Nowhere to park particularly for residents with less mobility needing to park closer to their home. Impact of local school.
Suffolk Road	Not able to park close to home

Parking also regularly features in comments throughout the survey with other residents from the above scheme making comment around the lack of parking, the challenges of parking close to property and the relationship with the community including schools.

Q3 – Why did you choose to move into your sheltered housing scheme?

Reason	Responses	Responses %
Location to family	162	8%
Wanted to downsize	80	4%
Close to amenities	115	6%
Having help in an emergency	267	13%
The facilities provided	127	6%
To live independently	201	10%
Support network	177	9%
Sense of security	198	10%
Sense of community feeling	111	5%
A home that is easier to manage	234	12%
The suitability of your home to your needs	244	12%
Other	126	6%
TOTAL	2024	100%

Resident were able to include other reasons. These are outlined below. The main reasons being poor health and needing a home with level access/no stairs (48%)

Other reasons for moving

Reason	Number
Adapted and accessible home	3
Age	1
ASB	10
Decant	2
Required home with no stairs	22
Homeless	12
Previous home private rented (sold/poor condition/unable to afford)	13
Poor health	24
Redundancy	2
Separation	3
Other	4

Q4 - How satisfied or dissatisfied are you with the:

Safety and security of your home?

Satisfaction	%
Very Satisfied	55
Satisfied	38
Neither satisfied or dissatisfied	3
Dissatisfied	2
Very dissatisfied	2

Safety and security of the sheltered housing scheme where you live?

Satisfaction	%
Very Satisfied	48
Satisfied	40
Neither satisfied or dissatisfied	6
Dissatisfied	4
Very dissatisfied	2

Satisfaction with the safety and security of your street

Street	Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Dissatisfied	Very dissatisfied
Beatty Close	6	10	1	2	1
Beccles Road	1	2	1		
Berry Close	4	4			
Black Street	2				
Braddock Road	4				
Bunnewell Ave	6	5			
Caister Road	3	7	1		
Charles Close	4	16			
Charter Close	7	6			
Cherry Road	13	9	2		2
Church Walk	1				
Conway Road	6	9	2	1	1
Crowhall Green	3	5	1		
Dashwood Close	5	4	4	1	2
DaVolls Court	11	9	3	8	
Ecclestone Close	14	9	1		
Ferrier Close	2				
Frank Stone Court	8	3		2	2
Frederick Road	4	2	1		
Genista Green	2	1		1	
Green Lane	4	2			
Grenville Place	9	16	1	2	
Grove Close	8	5			
Grove Road	10	3		1	
Harry Miller Court	1	5			
Hawkins Close	18	18	2		
Keyes Close	6	4			
Leach Close	3				
Manor Close	6	7	1	1	
Midland Close	4	4	1		
Nelson Court	5	7	2		
Newton Cross	10	3			
Northgate Street	1	1			
Oriel Ave	1				
Parkland Drive	1	1		1	
Pit Road	2	1			

Street	Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Dissatisfied	Very dissatisfied
Pound Lane	2	1			1
Rambouillet Close	17	9	2		
Seawake Close	9	4	1		1
Sheldonian Court	13	4			
St Marys Close	8	13	2		
St Nicholas Gardens	4	1		1	
Suffolk Road	4	1			
The Close	5	5	2	1	
West Road	3				
Wherry Way	8	4			2

Satisfaction with the safety and security of your home

Street	Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Dissatisfied	Very dissatisfied
Beatty Close	6	11	2	1	1
Beccles Road	1	2	1		
Berry Close	5	4			
Black Street	2				
Braddock Road	4				
Bunnewell Ave	9	3			
Caister Road	5	5	1		
Charles Close	4	17			
Charter Close	6	5	1	1	
Cherry Road	16	9	1	1	
Church Walk	2				
Conway Road	8	9	1	1	
Crowhall Green	3	6			
Dashwood Close	6	8		2	
DaVolls Court	11	15	2		3
Ecclestone Close	15	8	1		
Ferrier Close	2				
Frank Stone Court	11	3			1
Frederick Road	5	2			
Genista Green	2	2			
Green Lane	5	1			
Grenville Place	10	17			1
Grove Close	8	6			
Grove Road	12	2			
Harry Miller Court	1	5			

Street	Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Dissatisfied	Very dissatisfied
Hawkins Close	28	13			
Keyes Close	7	3			
Leach Close	3				
Manor Close	12	6			
Midland Close	4	4		1	
Nelson Court	5	7	1		1
Newton Cross	13	2			
Northgate Street	1	2			
Oriel Ave	1				
Parkland Drive	1	1			1
Pit Road	2	2			
Pound Lane	2	1	1		
Rambouillet Close	18	7	2		1
Seawake Close	10	3	1	1	
Sheldonian Court	15	2			
St Marys Close	9	10	2		
St Nicholas Gardens	4	1			1
Suffolk Road	4	1			
The Close	7	6	1		
West Road	3				
Wherry Way	8	6		2	

The streets that recorded lower satisfaction than the average for both safety and security of home and street are listed below. Considering comments made across the survey some explanation can be provided:

- Parkland Drive – linked to outside lights and intercom not working – repair ordered
- Beccles Road – no comments provided
- Pound Lane – linked to not being able to see car from home
- Beatty Close – comments include damage to cars, low level ASB with bins being knocked over, concerns over burglaries and some residents advising that they have general perception of feeling unsafe
- St Nicholas Gardens – no comments provided
- DaVolls Court – the security of the communal doors – often broken and need repair
- Dashwood Close – perception of feeling less safe recently due to alleged burglary and unknown persons in rear gardens. Please note that the Tenancy team is supporting residents and exploring options to increase safety and security with local Police
- Conway Road – concern over safety at night and unknowns causing ‘trouble’

Safety and security of home by asset type - satisfaction levels

Asset Type	Very satisfied	Satisfied	Neither satisfied or dissatisfied	Dissatisfied	Very dissatisfied
One bedroom bungalow	169	98	12	3	8
One bedroom first floor flat - with lift access to first floor	33	21	1	2	0
One bedroom first floor flat - with stair access to first floor	15	21	0	2	0
One bedroom ground floor flat	55	48	4	3	0
Two bedroom bungalow	41	25	1		1
Two bedroom ground floor flat	2	2	0	0	0

Section 2 – The Sheltered Housing Service

Q5 - How often do you speak to your Tenancy Support Officer?

Frequency	Daily	Weekly	Fortnightly	Monthly	Quarterly	Rarely	Never
Number	6	69	124	201	46	99	19
%	1%	12%	22%	36%	8%	18%	3%

How often do you speak to your Tenancy Support officer per street

Street	Daily	Weekly	Fortnightly	Monthly	Quarterly	Rarely	Never
Beatty Close		2	3	8	3	3	1
Beccles Road		1		2			1
Berry Close		2		6			
Black Street				1		1	
Braddock Road		2	1	1			
Bunnewell Ave	1	4	3	2		1	1
Caister Road		1	1	5	3		
Charles Close		1	4	10	2	3	1
Charter Close			4	4	3	1	1
Cherry Road		2		7		3	
Church Walk			1	1			

Street	Daily	Weekly	Fortnightly	Monthly	Quarterly	Rarely	Never
Conway Road	1	3	4	7	3		
Crowhall Green			1	3		4	
Dashwood Close		3	3	4	1	4	1
DaVolls Court		4	8	11	1	7	1
Ecclestone Close		4	8	9	3		
Ferrier Close				1		1	
Frank Stone Court	4		5		5	1	
Frederick Road			2	1	2	2	
Genista Green		1	1	1		1	
Green Lane		1	2	2	1		
Grenville Place		3	6	9	2	5	2
Grove Close	1		1	3	2	5	1
Grove Road		1	1	6	4	2	
Harry Miller Court	2	1	2		1		
Hawkins Close		2	5	22	3	8	1
Keyes Close			3	5	1	1	
Leach Close			1	2			
Manor Close	1	2	1	8	2	3	1
Midland Close			2	2		3	2
Nelson Court			1	3	1	6	1
Newton Cross		2	4	7		2	
Northgate Street			1	1		1	
Oriel Ave			1				
Parkland Drive			1	1		1	
Pit Road				2		1	1
Pound Lane			1	1		2	
Rambouillet Close	3	7	8	5	3	1	
Seawake Close		4	4	1		5	
Sheldonian Court	1	8	3		5		
St Marys Close		2	5	9	2	4	
St Nicholas Gardens	2	3	1		1		
Suffolk Road		2	2	1			
The Close		1	2	7	1	2	1
West Road			1	1		1	
Wherry Way	2	7	2	5		1	

Q6 - How satisfied are you with the frequency of contact with your Tenancy Support Officer?

Satisfaction	%
Very Satisfied	33
Satisfied	45
Neither satisfied or dissatisfied	11
Dissatisfied	8
Very dissatisfied	3

Overall satisfaction with frequency of contact is 78%.

The least satisfied streets are:

- Nelson Court 33.33%
- Parkland Drive 33.33%
- Crow Hall Green 37.50%

The most satisfied (100%) are:

- Berry Close
- Genista Green
- Keyes Close
- Leach Close
- Newton Cross
- Northgate street
- Suffolk Road

Taking a look at the 11% who were least satisfied the following key themes emerge:

- More contact especially face to face
- Return to the former 'Warden' service
- Requires clarity of what the service offer is (noted some new tenants unsure)
- Contact is more personal

Satisfaction with frequency of contact per age group

Age	Very dissatisfied	Somewhat dissatisfied	Neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied
Under 60	5.56%	5.56%	11.11%	38.89%	38.89%
60-65	1.37%	4.11%	10.96%	50.68%	32.88%
66-74	4.19%	6.81%	10.47%	31.41%	47.12%
75+	1.78%	9.25%	11.74%	29.18%	48.04%

Q7 – How frequently would you like contact from your Tenancy Support Officer?

Daily	Twice a week	Weekly	Fortnightly	Monthly	Quarterly	Dont mind / when needed	No contact	No choice Comment made)
1%	5%	22%	25%	34%	11%	0%	2%	0%

Preferred frequency from your Tenancy Support Officer contact per age

Age	Daily	Twice a week	Weekly	Fortnightly	Monthly	Quarterly	No contact
Under 60	0.00%	5.88%	11.76%	5.88%	45.59%	17.65%	5.88%
60-65	1.47%	4.41%	10.29%	17.65%	32.98%	17.65%	2.94%
66-74	0.52%	2.62%	22.51%	27.23%	29.64%	12.04%	2.09%
75+	1.07%	6.07%	25.00%	26.79%	52.94%	9.29%	2.14%

Q8 – How would you prefer to be contacted by your Tenancy Support Officer?

Contact method	Responses	Responses %
Telephone	309	53%
Face to Face	175	30%
Call system	93	16%
Video call	1	0%

Other ways happy to be contacted

Contact method	Responses	Responses %
Telephone	288	35%
Video call	12	2%
Face to Face	247	30%
Through the call system	260	32%
Other	7	1%

Q10 – How do you rate the support your Tenancy Support Officer delivers to support your wellbeing?

Rating system of 1 = very poor and 5 = very good

Rating system	Responses	Responses %
1	30	5%
2	37	7%
3	103	18%
4	133	24%
5	260	46%

Support rating per street

Street	1	2	3	4	5
Beatty Close	5.00%	5.00%	20.00%	30.00%	40.00%
Beccles Road	0.00%	25.00%	0.00%	25.00%	50.00%
Berry Close	0.00%	0.00%	0.00%	20.00%	80.00%
Black Street	0.00%	0.00%	50.00%	0.00%	50.00%
Braddock Road	25.00%	0.00%	0.00%	25.00%	50.00%
Bunnewell Ave	8.33%	0.00%	8.33%	16.67%	66.67%
Caister Road	0.00%	0.00%	9.09%	27.27%	63.64%
Charles Close	15.00%	5.00%	35.00%	15.00%	30.00%
Charter Close	7.69%	15.38%	15.38%	38.46%	23.08%
Cherry Road	0.00%	11.54%	15.38%	15.38%	57.69%
Church Walk	0.00%	0.00%	0.00%	50.00%	50.00%
Conway Road	9.52%	0.00%	14.29%	33.33%	42.86%
Crowhall Green	11.11%	22.22%	11.11%	11.11%	44.44%
Dashwood Close	0.00%	0.00%	26.67%	6.67%	66.67%

Street	1	2	3	4	5
DaVolls Court	6.67%	3.33%	23.33%	36.67%	30.00%
Ecclestone Close	4.35%	0.00%	17.39%	4.35%	73.91%
Ferrier Close	0.00%	0.00%	0.00%	0.00%	100.00%
Frank Stone Court	7.14%	7.14%	28.57%	21.43%	35.71%
Frederick Road	0.00%	16.67%	0.00%	33.33%	50.00%
Genista Green	0.00%	0.00%	0.00%	75.00%	25.00%
Green Lane	0.00%	33.33%	0.00%	33.33%	33.33%
Grenville Place	11.11%	7.41%	14.81%	22.22%	44.44%
Grove Close	14.29%	7.14%	42.86%	14.29%	21.43%
Grove Road	0.00%	7.14%	28.57%	0.00%	64.29%
Harry Miller Court	0.00%	0.00%	33.33%	50.00%	16.67%
Hawkins Close	14.29%	4.76%	19.05%	23.81%	38.10%
Keyes Close	0.00%	0.00%	0.00%	11.11%	88.89%
Leach Close	0.00%	0.00%	0.00%	0.00%	100.00%
Manor Close	0.00%	10.53%	15.79%	36.84%	36.84%
Midland Close	12.50%	25.00%	37.50%	25.00%	0.00%
Nelson Court	9.09%	18.18%	36.36%	18.18%	18.18%
Newton Cross	0.00%	0.00%	13.33%	26.67%	60.00%
Northgate Street	0.00%	33.33%	33.33%	0.00%	33.33%
Oriel Ave	0.00%	0.00%	0.00%	0.00%	100.00%
Parkland Drive	33.33%	0.00%	0.00%	33.33%	33.33%
Pit Road	0.00%	0.00%	50.00%	0.00%	50.00%
Pound Lane	0.00%	0.00%	25.00%	25.00%	50.00%
Rambouillet Close	0.00%	7.14%	32.14%	14.29%	46.43%
Seawake Close	0.00%	6.67%	13.33%	33.33%	46.67%
Sheldonian Court	6.25%	0.00%	0.00%	18.75%	75.00%
St Marys Close	4.55%	9.09%	22.73%	31.82%	31.82%
St Nicholas Gardens	0.00%	0.00%	14.29%	14.29%	71.43%
Suffolk Road	0.00%	0.00%	0.00%	25.00%	75.00%
The Close	0.00%	21.43%	7.14%	50.00%	21.43%
West Road	0.00%	0.00%	33.33%	0.00%	66.67%
Wherry Way	0.00%	5.88%	5.88%	41.18%	47.06%

The streets most dissatisfied by proportion of responses are:

- Midland Close
- Northgate Street
- Nelson Court
- Grove Close
- Charles Close

Q11 - The aim of the sheltered Housing Service is to support sheltered residents to live independently. Do you feel the service you receive from Tenancy Support Officers supports you to live independently?



91% of residents feel the service and supports enable them to live independently.

Street	% Yes
Beatty Close	90%
Beccles Road	75%
Berry Close	100%
Black Street	100%
Braddock Road	100%
Bunnewell Ave	83%
Caister Road	100%
Charles Close	86%
Charter Close	85%
Cherry Road	96%
Church Walk	100%
Conway Road	95%
Crowhall Green	11.11%
Dashwood Close	0.00%
DaVolls Court	97%
Ecclestone Close	100%
Ferrier Close	100%
Frank Stone Court	92%
Frederick Road	100%
Genista Green	100%
Green Lane	100%
Grenville Place	89%
Grove Close	93%

Street	% Yes
Grove Road	86%
Harry Miller Court	83%
Hawkins Close	90%
Keyes Close	100%
Leach Close	100%
Manor Close	83%
Midland Close	89%
Nelson Court	75%
Newton Cross	100%
Northgate Street	100%
Oriel Ave	100%
Parkland Drive	50%
Pit Road	75%
Pound Lane	75%
Rambouillet Close	96%
Seawake Close	86%
Sheldonian Court	82%
St Marys Close	95%
St Nicholas Gardens	100%
Suffolk Road	100%
The Close	83%
West Road	100%
Wherry Way	100%

Q12 - Is there anything else that the Tenancy Support Officers could do, to help you live independently?

Comment Themes	Responses	Responses %
Clarity of role and knowing TSO	8	12%
Face to Face visits	27	41%
Request advice and support	15	23%
Adaptation query/request	5	8%
Repairs	2	3%
Community issues / activities	6	9%
ASB	1	1%
Move	2	3%

Q 13 – How satisfied were you with the former warden service provided before 2017?

Satisfaction level	Responses	Responses %
Very satisfied	252	60%
Somewhat satisfied	137	33%
Neither satisfied nor dissatisfied	24	6%
Somewhat dissatisfied	2	0%
Very dissatisfied	2	0%

Q 14 – How satisfied were you with the service provided between 2017 up until the pandemic from March 2020?

Satisfaction level	Responses	Responses %
Very satisfied	169	44%
Somewhat satisfied	170	44%
Neither satisfied nor dissatisfied	29	7%
Somewhat dissatisfied	17	4%
Very dissatisfied	2	1%

Q15 - From March 2020, the Council moved away from home visits to regular welfare calls because of the impact of the Covid pandemic. How satisfied are you with the welfare calls to support you to live independently?

Satisfaction level	Responses	Responses %
Very satisfied	187	34%
Somewhat satisfied	251	46%
Neither satisfied nor dissatisfied	65	12%
Somewhat dissatisfied	31	6%
Very dissatisfied	12	2%

Comparison of satisfaction levels for each time bracket

Satisfaction level	Warden service	2017 to 2019	Pandemic
Very satisfied	60.00%	44%	34%
Somewhat satisfied	33.00%	44%	46%
Neither satisfied nor dissatisfied	6.00%	7%	12%
Somewhat dissatisfied	0.50%	4%	6%
Very dissatisfied	0.50%	0.50%	2%

Q16 - Are there services currently not offered to you, that you would like to see the Sheltered Housing Service provide?

124 comments were received about services resident would like to see. A number of suggestions relate to wanting face to face contact and linked to other wider community issues. A summary of the comment themes is in the chart below: Overwhelmingly comments were requesting a return to the warden service or more face to face contact. More face-to-face contact suggestions were received from the following streets:

- Hawkins Close – 4 comments that included face to face contact
- Cherry Road, Frank Stone Court, Nelson Court and The Close – 3 comments
- Charles Close, Dashwood Close, Manor Close and Seawake Close – 2 comments

Suggestions for service

Satisfaction level	Count
Face to face contact or reinstate Warden Service	36
More information on current service	5
Caretaking and communal garden improvements	3
Community Dryers	2
Adaptation request	1
Improved security	1
Handyman Service	3
Noise nuisance report	1
Parking issues	2
Repair issues	4
Scooter Facilities & Storage	2
Support requests (various)	11
Improve communal assets - upkeep	2
Reinstate privacy fencing	1
Improve call system response time	1
Mobile Library	1

Q17 - If the Council were able to deliver the extra services that you or other residents have described in answering question 17 above, would you be prepared to pay an additional weekly charge to meet the service costs:

Four options were provided:

- I would be prepared to pay £1 to £2 extra per week
- I would be prepared to pay £3 to £5 extra per week
- I would be prepared to pay £6 to £10 extra per week
- I would not be prepared to pay an additional charge for the service

423 responses were recorded.

Prepared to pay for additional services

Pay Extra	Numbers	%
None	238	56%
£1-2	144	34%
£3-5	37	9%
£6-10	4	1%

Section 3 – Communal facilities at sheltered housing

Communal laundry facilities

A total of 93 tenants responded to the question on the use of laundry facilities. The Chart below shows the percentage of usage for each facility (including where access is provided for all neighbouring streets). The most popular are Grenville Place, Nelson Court, Charter Close and Priory Street (DaVolls Court & Conway Road).

Chart Laundry usage

Laundry Facility	% Usage
Charter Close	33
Ecclestone Close	9
Grenville Close	48
Grove Close	24
Hawkins Close	17
Nelson Court	47
Priory Street	32
St Marys Close	13
The Close	11
Wherry Way	13

Several comments were made about the facilities including access to them (step up into room preventing use), others use of the machines including washing dirty pet bedding or simply having a bad experience. There were also comments about the impact of the laundry facilities and noise on neighbouring properties.

How often use laundry facilities

How often used	Usage
Not specified	16
Fortnightly	15
Weekly	15
Twice a week	37
Three times a week	7
Four times a week	2

Tenants were asked to rate the facilities provided. 2% of tenants thought the laundry facilities were poor (Charter Cl and The Close), 12% rated them as average including The Close, St Marys and Grove Road with two respondents each.

Rating of laundry facilities

Rating	%
Excellent	35
Good	51
Average	12
Poor	2

Quality of laundry facilities

Street	Excellent	Good	Average	Poor
Black Street		1		
Caister Road	1		1	
Charter Close	2	2	1	1
Conway Road	5	4		
DaVolls Court	4	6	1	
Ecclestone Close	1	3		
Grenville Place	7	10	2	
Grove Close	2	4		
Grove Road		2	2	
Hawkins Close	4	5	1	
Nelson Court	3	5		
Sheldonian Court	1			
St Marys Close		5	2	
The Close	1	1	2	1
Wherry Way	4	1		

Streets with no washing machine

Street	Number of houses without a washing machine
Beatty Close	1
Beccles Road	1
Bunnewell Ave	1
Caister Road	1
Charter Close	3
Conway Road	6
Crow Hall Green	1
DaVolls Court	4
Ecclestone Close	1
Ferrier Close	1
Frederick Road	2

Street	Number of houses without a washing machine
Grenville Place	16
Grove Close	3
Grove Road	2
Harry Miller Court	2
Hawkins Close	7
Manor Close	1
Nelson Court	4
Northgate Street	1
St Marys Close	3
The Close	2
Wherry Way	2

Within the free text areas there were comments received about the provision of additional or new dryers.

Communal Rooms

Respondents were asked whether they had access to a communal room. 418 residents responded with 336 confirming they had access and 82 stating no. Where respondents live on the same scheme as a communal room, some respondents advised that they did not have access. This included the internal communal rooms of Frank stone court and Harry Miller where one respondent for each advised not. Reasons given in general text could be related to moving in within the past year and the rooms being closed.

Of the 336 conforming they had access, 41% said that they used the communal room.

What use Communal room for	%
Coffee morning	24
A community activity e.g., bingo	25
To meet with a member of staff	12
To meet with friends	22
Other	17

The other comments include the rooms being closed at the time of the survey (new tenants in the past 18 months), using the book exchanges, read notices and using them for special occasions and parties.

The table below outlines the percentage usage of the communal rooms compared to the total number of homes on that scheme. Overall, where a communal room is available usage is and awareness is reasonably high.

Communal Room	% usage from residents per street
Black Street	100%
Grove Close	85.71%
Grove Road	85.71%
Nelson Court	92.86%
Grenville Place	89.66%
Frank Stone Court	86.67%
The Close	85.71%
St Marys Close	82.61%
Pit Road	60%
Wherry Way	64.71%
Caister Road	81.82%
Priory Street	
Conway Road	80.95%
DaVolls Court	75%
Charter Close	76.92%
Ecclestone Close	75%
Hawkins Close	69.77%
Crow Hall Green	66.67%
Seawake Close	66.67%
Cherry Road	62.96%
Genista Green	50%
Manor Close	52.63%
Suffolk Road	20%

The survey also asked residents about how comfortable the communal rooms are and anything that we could improve them. Comments include changing the chairs (preference to have chairs with arms also softer chairs to increase comfort), replacing or deep cleaning carpets to try to remove stains, consideration over the type of flooring used and decoration.

Residents were also asked about the type of activities they would like to see at the communal rooms.

Outside of the activities that used to take place, there were a few different suggestions:

- Exercise classes (including seated)
- Supporting people to get online
- Provision of a pool table
- Speakers and talks
- Wider community activities

One thing to note is the access and use of rooms by any residents – there were a few comments that indicate challenges with access or restricted use.

In terms of encouraging greater use the key themes are outlined below:

- Improved communication on access and activities taking place
- Clear information on how and who can use to prevent groups dominating
- Increased support from GYBC to set up and run activities
- Support and encourage volunteers to help with activities
- Use spaces to provide other services e.g. mobile hairdresser

Section 4 – Mobility scooters and burglar alarms

Mobility Scooter – ownership and usage

Part of the sheltered housing review included increasing understanding on the current use, future demand and challenges to owning and using a mobility scooter across sheltered schemes

As part of the survey, respondents were asked about owning a mobility scooter

- Yes = 137 (25%)
- No = 411 (75%)

Overall figures on ownership

14.50% across all sheltered housing properties. Of the streets where respondents said they had a mobility scooter; ownership levels are 16% (137 / 852)

Mobility Scooter Ownership

Street	Number of mobility scooters owned
Beatty Close	4
Berry Close	1
Black Street	1
Braddock Road	1
Caister Road	5
Charles Close	7
Charter Close	5
Cherry Road	6
Conway Road	3
Crow Hall Green	4
Dashwood Close	7
DaVolls Court	5
Ecclestone Close	5
Frank Stone Court	4
Frederick Road	1
Genista Green	2
Green Lane	2
Grenville Place	6

Street	Number of mobility scooters owned
Grove Close	2
Grove Road	3
Hawkins Close	7
Keyes Close	1
Manor Close	5
Midland Close	2
Nelson Court	7
Newton Cross	5
Parkland Drive	1
Pit Road	1
Pound Lane	1
Rambouillet Close	6
Seawake Close	3
Sheldonian Court	5
St Marys Close	6
The Close	8
Wherry Way	9

To what extent could mobility scooter ownership be in the future?

Taking into account existing ownership levels and potential future ownership, of the total responses to the questions on mobility scooter usage and ownership, 36% of total residents could potentially have a mobility scooter. The current level of usage/ownership is 25% (a total of 141) with a potential increase of 12% (68).

Street	Current ownership	Potential ownership	Potential total
Beatty Close	4	3	7
Beccles Road			0
Berry Close	1		1
Black Street	1		1
Braddock Road	1		1
Bunnewell Ave			0
Caister Road	5		5

Street	Current ownership	Potential ownership	Potential total
Charles Close	7	5	12
Charter Close	5	2	7
Cherry Road	6	3	9
Church Walk		1	1
Conway Road	3	2	5
Crowhall Green	4	1	5
Dashwood Close	7	3	10
DaVolls Court	5	3	8
Ecclestone Close	5	3	8
Ferrier Close		1	1
Frank Stone Court	4	3	7
Frederick Road	1	1	2
Genista Green	2		2
Green Lane	2	1	3
Grenville Place	6	2	8
Grove Close	2	3	5
Grove Road	3		3
Harry Miller Court		1	1
Hawkins Close	7	8	15
Keyes Close	1		1
Leach Close			0
Manor Close	5	3	8
Midland Close	2		2
Nelson Court	7	2	9
Newton Cross	5	1	6
Northgate Street			0
Oriel Ave			0
Parkland Drive	1		1
Pit Road	1		1
Pound Lane	1	1	2
Rambouillet Close	6	5	11
Seawake Close	3	3	6
Sheldonian Court	5	1	6
St Marys Close	6	3	9
St Nicholas Gardens			0
Suffolk Road		1	1
The Close	8	2	10

Street	Current ownership	Potential ownership	Potential total
West Road			0
Wherry Way	9		9

Intruder Alarms

Do you have a burglar alarm fitted in your home?

Yes 213 (39%)

No 336 (61%)

If yes, do you use your burglar alarm?

Yes 86 (40%)

No 137 (60%)

Comparing the usage of intruder alarms compared to all who responded the actual use is 16%. Comments were made about not knowing how the system works and whether they have one or not.

Do you have a burglar alarm? (per street all responses)

Street	% with Alarm fitted
Beatty Close	4.76%
Bunnewell Ave	72.73%
Charter Close	76.92%
Cherry Road	12.00%
Church Walk	100.00%
Crow Hall Green	55.56%
DaVolls Court	9.68%
Ecclestone Close	82.61%
Frederick Road	57.14%
Green Lane	83.33%
Grenville Place	3.45%
Hawkins Close	82.50%
Keyes Close	20.00%

Street	% with Alarm fitted
Leach Close	100.00%
Manor Close	58.82%
Midland Close	100.00%
Newton Cross	80.00%
Northgate Street	100.00%
Parkland Drive	33.33%
Rambouillet Close	92.31%
Seawake Close	83.33%
Sheldonian Court	80.00%
St Nicholas Gardens	100.00%
The Close	58.33%
West Road	66.67%
Wherry Way	58.82%

The table below highlights the percentage of residents who said they have an alarm fitted and use it compared to all respondents for each street where alarms are used. Of the 213 who confirmed they have an alarm, 86 use it.

Actual use of alarms per street

Street	%
Beatty Close	4.76%
Bunnewell Ave	9.09%
Charter Close	30.77%
Cherry Road	8.00%
Church Walk	50.00%
Crow Hall Green	33.33%
DaVolls Court	3.23%
Ecclestone Close	21.74%
Frederick Road	42.86%
Green Lane	33.33%
Grenville Place	3.45%
Hawkins Close	32.50%
Keyes Close	20.00%

Street	%
Leach Close	33.33%
Manor Close	5.88%
Midland Close	44.44%
Newton Cross	46.67%
Northgate Street	33.33%
Parkland Drive	33.33%
Rambouillet Close	50.00%
Seawake Close	33.33%
Sheldonian Court	26.67%
St Nicholas Gardens	66.67%
The Close	8.33%
West Road	33.33%
Wherry Way	29.41%

Section 5 – Your experience of living in sheltered housing

Q37 - Overall, how would you rate living in sheltered housing? (scale of 1 to 5 with 1 being poor and 5 being great)

Rating	%
1	2%
2	2%
3	11%
4	28%
5	57%

**Count of Overall, how would you rate living in sheltered housing?
(scale of 1 to 5 with 1 being poor and 5 being great)**

Street	1	2	3	4	5
Beatty Close		2	4	6	8
Beccles Road			1	2	1
Berry Close				1	8
Black Street			1	1	
Braddock Road					2
Bunnewell Ave			1	2	7
Caister Road				4	7
Charles Close		1	3	8	8
Charter Close			2	3	8
Cherry Road	1		3	6	16
Church Walk					2
Conway Road		1	3	8	9
Crow Hall Green			1	3	4
Dashwood Close	1		1	3	10
DaVolls Court	1	1	5	10	15
Ecclestone Close	1		2	6	14
Ferrier Close					2
Frank Stone Court		2	2	2	8
Frederick Road			2	1	4
Genista Green				2	1
Green Lane				1	5
Grenville Place	1		3	11	13
Grove Close	1	1	3	2	6
Grove Road			1	5	7
Harry Miller Court			1	4	1
Hawkins Close			4	12	26
Keyes Close				3	7
Leach Close					2
Manor Close	1		3	4	10
Midland Close			1	3	4
Nelson Court		1	2	5	5
Newton Cross			2	3	10
Northgate Street				1	2
Oriel Ave		Page 255 of 258			1

Street	1	2	3	4	5
Parkland Drive			2		1
Pit Road			1		2
Pound Lane			1	1	2
Rambouillet Close		1		5	21
Seawake Close	2		1	2	7
Sheldonian Court				2	14
St Marys Close		1	1	10	11
St Nicholas Gardens			1		5
Suffolk Road				1	3
The Close		1	3	4	6
West Road					3
Wherry Way			1	7	9

A total of four streets recorded a dissatisfaction higher than 10%

Street	Dissatisfaction %	Reason
Beatty Close	10%	Concerns about ASB and security Concern over only one entrance/exit into home - would like additional exit
Frank Stone Court	14.29%	ASB - behaviour of other tenants People to mind their business
Grove Close	15.38%	Lack of understanding of mental health issues Car parking
Seawake Close	16.67%	No comment - very satisfied throughout survey Long term outstanding repair - otherwise satisfied according to other responses

Overall satisfaction by age group

Age	Very poor	Poor	Ok	Good	Great
Under 60	0.00%	5.56%	11.11%	22.22%	61.11%
60-65	0.00%	3.95%	7.89%	23.68%	64.47%
66-74	1.10%	2.20%	9.34%	33.52%	53.85%
75+	2.56%	1.47%	13.19%	26.01%	56.78%

Q38 - Is there anything we could do to improve sheltered housing overall?

206 comments were received, often these are comments expressed previously during the completion of the survey.

Themes	Count
Asset improvements	30
Positive comments	29
Security	24
Face to Face contact / bring back Wardens	23
Repair issues	19
Parking	17
Caretaking	9
Estates - gardening	9
Mobility scooter storage and charging	8

Themes	Count
Adaptation	6
ASB	6
Community Room access & activities	5
Noise (scheme, boiler room, laundry room)	4
Want to move	3
Laundry room noise and improvements	3
Refuse facilities	3
Other	15

Q39 - Would you recommend living in your sheltered housing scheme to a family member or friend?

	No	Yes
Count of Would you recommend living in your sheltered housing scheme to a family member or friend?	33 (6%)	492 (94%)

- You would struggle to find better conditions in your retirement, and poor health level needs.
- Just very grateful for the council's support
- Having the call system gives peace of mind
- I have found the area to be excellent, as the service is there giving me great security for both me and my daughter who has special needs, help always be on hand tenancy support officers are godsend
- because we are happy with the services we get and the feeling of security we gain from being in sheltered housing. If we need anything or help, we can speak to someone straight away through the intercom service in our home.
- it gives peace of mind knowing someone is close at hand if help needed
- it is very nice living here you feel safe and when the communal room is open you

have a place to go and meet people and that gets you out even if you cannot walk very far

- I would recommend living in sheltered housing because it is safe and secured and if help is needed it is on hand and easily secured.
- Comfortable, safe, secure and cared for
- we both feel very safe and can still live independently. knowing if we have any problems, falls or need help the pull cords are there to access the aid or help we might need - everyone has been really nice, helpful and kind, very friendly- we are very grateful
- my overall opinion is that i like living in my flat and the community spirit, but would really like to feel that the care element was there regarding the wardens, sadly this has been lost since the pandemic and it needs to be rectified
- our area feels quite safe, quiet to. something that is hard to find. as we get older knowing we have support here will become more important, but we do appreciate it right now

Section 6 – Getting Involved

Q41 - Would you be willing to help with the sheltered housing review for example by taking part in a focus group to discuss the results?

94 residents are willing to help out with the review including attending a focus group

	No	Yes
Count of Would you like to get more involved where you live or across our services? For example this could be through rating where you live as an Estate Monitor.	470 (82%)	58 (18%)

Q42 - Would you like to get more involved where you live or across our services? For example, this could be through rating where you live as an Estate Monitor.



56 residents are willing to get involved.