

**Democratic Services**

Riverside, Temple Street, Keynsham, Bristol BS31 1LA  
Telephone: (01225) 477000 *main switchboard*  
Direct Lines - Tel: 01225 394942 Fax: 01225 394439  
Web-site - www.bathnes.gov.uk

**Date:** 25<sup>th</sup> November 2013  
**E-mail:** Democratic\_Services@bathnes.gov.uk

**To: All Members of the Cabinet**

Councillor Paul Crossley	Leader of the Council
Councillor David Dixon	Deputy Leader and Cabinet Member for Neighbourhoods
Councillor Simon Allen	Cabinet Member for Wellbeing
Councillor Tim Ball	Cabinet Member for Homes and Planning
Councillor David Bellotti	Cabinet Member for Community Resources
Councillor Katie Hall	Cabinet Member for Community Integration
Councillor Caroline Roberts	Cabinet Member for Transport
Councillor Dine Romero	Cabinet Member for Early Years, Children and Youth
Councillor Ben Stevens	Cabinet Member for Sustainable Development

Chief Executive and other appropriate officers  
Press and Public

Dear Member

**Cabinet: Wednesday, 4th December, 2013**

You are invited to attend a meeting of the **Cabinet**, to be held on **Wednesday, 4th December, 2013** at **6.30 pm** in the **Council Chamber - Guildhall, Bath**.

The agenda is set out overleaf.

Yours sincerely

Col Spring  
for Chief Executive

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The decisions taken at this meeting of the Cabinet are subject to the Council's call-in procedures. Within 5 clear working days of publication of decisions, at least 10 Councillors may signify in writing to the Chief Executive their wish for a decision to be called-in for review. If a decision is not called-in, it will be implemented after the expiry of the 5 clear working day period.

**If you need to access this agenda or any of the supporting reports in an alternative accessible format please contact Democratic Services or the relevant report author whose details are listed at the end of each report.**

This Agenda and all accompanying reports are printed on recycled paper

## NOTES:

- 1. Inspection of Papers:** Any person wishing to inspect minutes, reports, or a list of the background papers relating to any item on this Agenda should contact Col Spring who is available by telephoning Bath 01225 394942 or by calling at the Riverside Offices Keynsham (during normal office hours).
- 2. Public Speaking at Meetings:** The Council has a scheme to encourage the public to make their views known at meetings. They may make a statement relevant to what the meeting has power to do. They may also present a petition or a deputation on behalf of a group. Advance notice is required not less than two full working days before the meeting (this means that for meetings held on Wednesdays, notice must normally be received in Democratic Services by 4.30pm the previous Friday but Bank Holidays will cause this to be brought forward).

The public may also ask a question to which a written answer will be given. Questions must be submitted in writing to Democratic Services at least two full working days in advance of the meeting (this means that for meetings held on Wednesdays, notice must normally be received in Democratic Services by 4.30pm the previous Friday but Bank Holidays will cause this to be brought forward). If an answer cannot be prepared in time for the meeting it will be sent out within five days afterwards. Further details of the scheme can be obtained by contacting Col Spring as above.

- 3. Details of Decisions taken at this meeting** can be found in the minutes which will be published as soon as possible after the meeting, and also circulated with the agenda for the next meeting. In the meantime details can be obtained by contacting Col Spring as above.

Appendices to reports are available for inspection as follows:-

**Public Access points** - Riverside - Keynsham, Guildhall - Bath, Hollies - Midsomer Norton, and Bath Central, Keynsham and Midsomer Norton public libraries.

**For Councillors and Officers** papers may be inspected via Political Group Research Assistants and Group Rooms/Members' Rooms.

- 4. Attendance Register:** Members should sign the Register which will be circulated at the meeting.
- 5. THE APPENDED SUPPORTING DOCUMENTS ARE IDENTIFIED BY AGENDA ITEM NUMBER.**
- 6. Emergency Evacuation Procedure**

When the continuous alarm sounds, you must evacuate the building by one of the designated exits and proceed to the named assembly point. The designated exits are sign-posted.

Arrangements are in place for the safe evacuation of disabled people.

- 7. Officer Support to the Cabinet**  
Cabinet meetings will be supported by the Senior Management Team.
- 8. Recorded votes**  
A recorded vote will be taken only when requested by a member of Cabinet.

**Cabinet - Wednesday, 4th December, 2013**

**in the Council Chamber - Guildhall, Bath**

**A G E N D A**

1. WELCOME AND INTRODUCTIONS

2. EMERGENCY EVACUATION PROCEDURE

*The Chair will draw attention to the emergency evacuation procedure as set out under Note 6*

3. APOLOGIES FOR ABSENCE

4. DECLARATIONS OF INTEREST

*At this point in the meeting declarations of interest are received from Members in any of the agenda items under consideration at the meeting. Members are asked to indicate:*

*(a) The agenda item number in which they have an interest to declare.*

*(b) The nature of their interest.*

*(c) Whether their interest is **a disclosable pecuniary interest** or an **other interest**, (as defined in Part 2, A and B of the Code of Conduct and Rules for Registration of Interests)*

*Any Member who needs to clarify any matters relating to the declaration of interests is recommended to seek advice from the Council's Monitoring Officer or a member of his staff before the meeting to expedite dealing with the item during the meeting.*

5. TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIR

6. QUESTIONS FROM PUBLIC AND COUNCILLORS

*Questions submitted before the deadline will receive a reply from an appropriate Cabinet member or a promise to respond within 5 days of the meeting. Councillors may ask one supplementary question for each question they submitted, up to a maximum of two per Councillor.*

7. STATEMENTS, DEPUTATIONS OR PETITIONS FROM PUBLIC OR COUNCILLORS

*Councillors and members of the public may register their intention to make a statement if they notify the subject matter of their statement before the deadline. Statements are limited to 3 minutes each. The speaker may then be asked by Cabinet members to answer factual questions arising out of their statement.*

8. MINUTES OF PREVIOUS CABINET MEETING (Pages 7 - 14)

*To be confirmed as a correct record and signed by the Chair*

9. CONSIDERATION OF SINGLE MEMBER ITEMS REQUISITIONED TO CABINET

*This is a standard agenda item, to cover any reports originally placed on the Weekly list for single Member decision making, which have subsequently been the subject of a Cabinet Member requisition to the full Cabinet, under the Council's procedural rules*

10. MATTERS REFERRED BY POLICY DEVELOPMENT AND SCRUTINY BODIES

*This is a standing agenda item (Constitution rule 14, part 4D – Executive Procedure Rules) for matters referred by Policy Development and Scrutiny bodies. The Chair of the relevant PDS Panel will have the right to attend and to introduce the Panel's recommendations to Cabinet.*

11. SINGLE MEMBER CABINET DECISIONS TAKEN SINCE PREVIOUS CABINET MEETING (Pages 15 - 16)

*The Leader and Cabinet have indicated that most decisions will be taken by the full Cabinet, at its public meetings. This report lists any Cabinet Single Member decisions taken and published since the last Cabinet meeting.*

12. HERITAGE SERVICES COLLECTIONS DEVELOPMENT POLICY (Pages 17 - 34)

*The report introduces a revised Collections Development Policy for the Council's Museums and Archives. An up-to-date Policy is necessary for the Accreditation Scheme for which the Council's Museums are being assessed during 2013 and 2014*

13. B&NES HOMELESSNESS STRATEGY (Pages 35 - 70)

*The Homelessness Act 2002 imposes a duty on local housing authorities to carry out a homelessness review and to formulate and publish a homelessness strategy every 5 years. The updated strategy proposes a number of enhancements to homelessness prevention and support to people who are homeless. It contributes to realisation of the vision set out in the Health and Wellbeing Strategy.*

14. SCHOOLS CARBON REDUCTION PROGRAMME - INVEST TO SAVE LOAN FUND (Pages 71 - 74)

*Following energy surveys of all schools, to seek approval for the operation of the Invest to Save Loan fund to assist schools in undertaking energy efficiency projects identified in the surveys*

15. CHANGE OF CONTROL - THERMAE DEVELOPMENT COMPANY LIMITED (Pages 75 - 84)

*To consider whether to grant consent, under the terms of the relevant legal agreements, to a change of ownership of Thermae Development Company Limited, the contractor appointed by the Council in 2001 to operate the Bath Spa facility.*

16. CYCLE CITY AMBITION GRANT BID (Pages 85 - 94)

*The Council, together with its West of England partners, was one of only four city regions to be successful in being awarded £1,165,891 from the DfT Cycle City Ambition Fund. The Fund aims to remove barriers to cyclists and improve the public realm for pedestrians. This report seeks approval to accept the funding from the DfT to develop and implement the Seven Dials Scheme following consultation and satisfactory completion of statutory Traffic Regulation Order processes*

17. ADVICE AND INFORMATION SERVICES STRATEGY (Pages 95 - 130)

*Following a resolution of full Council on 14 November 2013, the Cabinet confirmed its intention to produce and publish an Advice & Information Strategy. It is proposed that this Strategy be further developed and informed by a period of public consultation and engagement before adoption in early 2014.*

# Protocol for Decision-making

## Guidance for Members when making decisions

When making decisions, the Cabinet/Committee must ensure it has regard only to relevant considerations and disregards those that are not material.

The Cabinet/Committee must ensure that it bears in mind the following legal duties when making its decisions:

- Equalities considerations
- Risk Management considerations
- Crime and Disorder considerations
- Sustainability considerations
- Natural Environment considerations
- Planning Act 2008 considerations
- Human Rights Act 1998 considerations
- Children Act 2004 considerations
- Public Health & Inequalities considerations

Whilst it is the responsibility of the report author and the Council's Monitoring Officer and Chief Financial Officer to assess the applicability of the legal requirements, decision makers should ensure they are satisfied that the information presented to them is consistent with and takes due regard of them.

These minutes are draft until confirmed as a correct record at the next meeting.

**BATH AND NORTH EAST SOMERSET**

**CABINET**

Wednesday, 13th November, 2013

**Present:**

Councillor Paul Crossley	Leader of the Council
Councillor David Dixon	Deputy Leader and Cabinet Member for Neighbourhoods
Councillor Simon Allen	Cabinet Member for Wellbeing
Councillor Tim Ball	Cabinet Member for Homes and Planning
Councillor David Bellotti	Cabinet Member for Community Resources
Councillor Katie Hall	Cabinet Member for Community Integration
Councillor Caroline Roberts	Cabinet Member for Transport
Councillor Dine Romero	Cabinet Member for Early Years, Children and Youth
Councillor Ben Stevens	Cabinet Member for Sustainable Development

**65 WELCOME AND INTRODUCTIONS**

The Chair was taken by Councillor Paul Crossley, Leader of the Council.  
The Chair welcomed everyone to the meeting.

**66 EMERGENCY EVACUATION PROCEDURE**

The Chair drew attention to the evacuation procedure as set out in the Agenda.

**67 APOLOGIES FOR ABSENCE**

There were no apologies for absence.

**68 DECLARATIONS OF INTEREST**

There were none.

**69 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIR**

There was none.

**70 QUESTIONS FROM PUBLIC AND COUNCILLORS**

There were 18 questions from the following Councillors: Alan Hale, Geoff Ward, Patrick Anketell-Jones (2), Charles Gerrish (3), Michael Evans, Tim Warren, Liz Richardson (2), Anthony Clarke (5), Eleanor Jackson, David Laming.

There were 2 questions from the following members of the public: Judith Chubb-Whittle (Chair, Stanton Drew Parish Council), Simon Whittle.

*[Copies of the questions and response, including supplementary questions and responses if any, have been placed on the Minute book as Appendix 1 and are available on the Council's website.]*

## **71 STATEMENTS, DEPUTATIONS OR PETITIONS FROM PUBLIC OR COUNCILLORS**

Clarke Osborne (Chair, Stanton Wick Action Group) in a statement *[a copy of which is attached to these Minutes as Appendix 2 and on the Council's website]* expressed dissatisfaction with the lack of progress in completing the DPD process and asked Cabinet to allocate resources to complete the DPD, to remove unsustainable sites from the list and to proceed with the Lower Bristol Road site.

Karen Abolkheir (Stanton Wick Action Group) in a statement *[a copy of which is attached to these Minutes as Appendix 3 and on the Council's website]* listed a number of ways in which she felt the DPD so far had not been well managed. She urged Cabinet to ensure that progress would be made on the project.

## **72 MINUTES OF PREVIOUS CABINET MEETING**

On a motion from Councillor Paul Crossley, seconded by Councillor David Dixon, it was

**RESOLVED** that the minutes of the meeting held on Wednesday 11<sup>th</sup> September 2013 be confirmed as a correct record and signed by the Chair.

## **73 CONSIDERATION OF SINGLE MEMBER ITEMS REQUISITIONED TO CABINET**

There were none.

## **74 MATTERS REFERRED BY POLICY DEVELOPMENT AND SCRUTINY BODIES**

The Chair invited Councillor Sally Davis (Chair of Early Years, Children and Youth PDS Panel) to introduce to Cabinet the Panel's recommendations relating to the Reorganisation of Early Years, Children's Centres and Early Help Service.

Councillor Davis in her statement *[a copy of which is attached to these Minutes as Appendix 4 and on the Council's website]* explained the Panel's Terms of Reference and how it had worked to deliver its recommendations. She listed the 8 recommendations, which had previously been published in the Notes of the Panel's meeting.

The Chair thanked Councillor Davis and said that the Cabinet would give consideration to the Panel's recommendations when considering the issue later in the agenda.

## **75 SINGLE MEMBER CABINET DECISIONS TAKEN SINCE PREVIOUS CABINET MEETING**

The Cabinet agreed to note the report.

## **76 CAPITAL ALLOCATION OF THE DEPARTMENT FOR EDUCATION GRANT PROVIDED FOR EARLY LEARNING FOR TWO YEAR OLDS**

Councillor Dine Romero in moving the proposals explained that they were a continuation of the process of increasing the provision of child care for 2-year-olds



from 20% to 40% at no cost to the Council. She asked Cabinet to agree the capital allocation of the grant.

Councillor Simon Allen seconded the proposal, saying that this was very good news. He particularly welcomed the investment of extra places in Radstock.

On a motion from Councillor Dine Romero, seconded by Councillor Simon Allen, it was

**RESOLVED** (unanimously)

(1) To AGREE to adopt recommendation 6.3 of the 2013 Childcare Sufficiency Assessment by using available capital to increase the supply of 2 year old places in the areas identified as follows:

- Twerton, Bath
- Keynsham
- Writhlington, Radstock

**77 RE-STRUCTURING OF THE EARLY YEARS, CHILDREN'S CENTRE AND EARLY HELP (0 - 11 YEARS) SERVICES 2014 - 2016**

Councillor John Bull in a statement *[a copy of which is attached to these Minutes as Appendix 5 and on the Council's website]* asked for a reversal of the plans. He felt that the PDS Panel's response to the issue was not sufficient. The aim of Children's Centres should be to reach all young children and their parents; moving to targeted services for only vulnerable families would undo the progress made since Sure Start. He asked that the Panel should be asked to reconvene and come up with proposals for a sustainable level of service.

Councillor Bull presented a petition of 880 signatures to Cabinet.

The Chair referred the petition to Councillor Dine Romero for her response in due course.

Councillor Liz Hardman in a statement *[a copy of which is attached to these Minutes as Appendix 12 and on the Council's website]* introduced her minority report and reminded Cabinet that the Panel had admitted that there were a number of unanswered questions. She felt that the Panel should be asked to report back to Cabinet in December with new proposals.

Roz Lambert (Chief Exec, First Steps Bath) in a statement *[a copy of which is attached to these Minutes as Appendix 6 and on the Council's website]* said that if Children's Centres were obliged to be self-funding, they would depend only on government Early Years funding and fees from parents. The kind of holistic intervention presently possible would be lost.

Sue Pendle (Chair of Trustees, First Steps Bath) in a statement read by Dougie Brown *[a copy of which is attached to these Minutes as Appendix 7 and on the Council's website]* said that the 38% cut was out of balance with the rest of the Council's budget reductions. It was also out of line with the Council's stated priorities. Provision should be based on need, not on financial savings alone.

Nettie Williams (parent, Radstock) in a statement *[a copy of which is attached to these Minutes as Appendix 8 and on the Council's website]* spoke of her personal passion to see Children's Centres thriving and helping young families especially at critical times in their lives.

Jane Carter (Branch Secretary, UNISON) in a statement *[a copy of which is attached to these Minutes as Appendix 9 and on the Council's website]* spoke of the importance of the work undertaken by Children's Centres and of the concern of her members about the impact of the proposed cuts. She urged the Cabinet to note the issues raised and to consider the recommendations of the minority report.

Councillor Eleanor Jackson in a statement *[a copy of which is attached to these Minutes as Appendix 10 and on the Council's website]* expressed her concern that the PDS Panel had been asked to consider where the cuts should be made, but had not been asked to consider the depth of the cuts. Not enough account had been taken of the equality impact assessment. If the cuts were made as recommended, the service remaining would not be sustainable. She urged Cabinet to accept the proposals outlined in the minority report.

Tony Crouch (Chair, Keynsham Children's Centre Advisory Group) in a statement stressed that Cabinet should not make a decision based only on the information currently available. He asked for further thought to be given to the issue.

Elsie McKenzie in an *ad hoc* statement explained her role as Assistant Head Teacher and SENCO in a nursery for 2-year-olds. She felt that her job would become untenable if the input from Children's Centres was lost.

Councillor Michael Evans in an *ad hoc* statement said that as a member of the Task and Finish Group, he had been aware that the Panel was dealing with the consequences of a Council Budget adopted in February. Children's Centres were very valued. But he acknowledged that the Cabinet were obliged to manage within budget. He appealed to Cabinet to find funds from another source, even if short term, to minimise the impact of the changes.

A mother and user of a Children's Centre in an *ad hoc* statement said that Children's Centres were essential to some families. She didn't know where she would be without her local Children's Centre.

Lesley Mansell (Chair, Radstock Town Council) in an *ad hoc* statement *[a copy of which is attached to these Minutes as Appendix 11 and on the Council's website]* welcomed the recent re-opening of a Children's Centre in Radstock. She reported that the petition handed in by Councillor John Bull had been well received in Radstock. The Youth Service had already been reduced in the town. She agreed with Councillor Liz Hardman that the process leading up to the Panel's report had been flawed.

Councillor Dine Romero introduced the item by thanking all those who had contributed to the debate and to the investigations by the Task and Finish Group. The level of cuts imposed by central government had been unprecedented and the Council could not escape this. She had been impressed by the passion and enthusiasm of those she had heard. She wanted to emphasise that although across the country Children's Centres were being closed, the proposals before Cabinet were not to close any Children's Centres at all. Any changes would not be implemented until March 2015. She asked Cabinet to support her proposals to focus on finding new ways to deliver Children's Centre services.

She moved the proposals.

Councillor Paul Crossley seconded the proposal. He reminded Cabinet of the difficult times and unprecedented cuts by central government. He emphasised that no Children's Centres were to be closed, but there would be a refocusing on those most in need. He thanked First Steps and the other speakers, and the PDS Panel for its hard work on a difficult brief.

Councillor David Bellotti acknowledged the part played by Children's Centres as a partner across many different services. He outlined some recent improvements in services, but said that it was necessary to find new models of delivery. It would not be acceptable to charge vulnerable families for the service, nor would it be acceptable to close any centres. He supported the proposals.

Councillor Tim Ball remembered that he had been involved in funding First Steps when it originally set up in Twerton. He had said then that should central funding be removed, the provision would be in danger of failing. He expressed some doubt about the relevance of the petition, because many signatories had been erroneously told that the Children's Centres were to be closed.

Councillor David Dixon thanked Councillor Liz Hardman for her minority report. He had been disappointed by the outcome of the main Scrutiny report. He wanted the Scrutiny Panel to be asked to look again at the issue. He supported the recommendations.

Councillor Dine Romero summed up by reminding everyone that the Panel had worked to its Terms of Reference so it was not true to say they had failed in their task. She thanked them for their hard work. The ongoing debate would enable a new model to be developed, drawing on all the contributions received.

On a motion from Councillor Dine Romero, seconded by Councillor Paul Crossley, it was

**RESOLVED** (unanimously)

(1) To NOTE that the Early Years, Children & Youth Policy Development and Scrutiny Panel had a number of questions, in particular which services will be provided at the Children's Centres under the proposed new model, who will run the various Children's Centres, and to whom these services will be available;

(2) To NOTE the issues raised in the Minority Report; and

(3) To FORMULATE their response to the Panel's recommendations and to the Minority Report.

## **78 STANDARDS AND GENERAL CONDITIONS TO BE ATTACHED TO HACKNEY CARRIAGE AND PRIVATE HIRE LICENCES**

David Redgewell in an *ad hoc* statement objected that no Equality Impact Assessment had been provided, nor referred to in the report. He was angry that the Council was still allowing operators to run from the train station with not a single vehicle with disabled access. He asked when the Council would enforce this. He was unhappy that the report imposed no conditions about accessibility.

The Chair assured David Redgewell that an Equality Impact Assessment had been completed and said that he would arrange for him to be sent a copy.

Councillor Anthony Clarke in an *ad hoc* statement asked that other vehicles be considered for licensing under special circumstances, as are wedding and funeral cars already. He also asked why the use of GPS was not allowed.

Councillor David Laming in an *ad hoc* statement asked for more detail about the available training.

Councillor David Dixon introduced the item. He apologised that no Equality Impact Assessment had been published with the proposals. He replied to David Redgewell's observation about accessible vehicles at the station by assuring him

that all new vehicles must in future be fully accessible, so the fleet would gradually move towards compliance. Operators would also be required to undertake manual handling training which will be both practical and theory, with an assessment which would require a pass.

Councillor Dixon explained the reasons why GPS was not allowed in vehicles.

He moved the proposals.

Councillor Caroline Roberts seconded the proposals.

Councillor Ben Stevens agreed to the proposals and felt that they would contribute to making Bath a welcoming place to visit.

Councillor Tim Ball agreed with the points made by David Redgewell about accessible vehicles at the station. He looked forward to the improvements promised by Councillor Dixon.

Councillor David Dixon, summing up, said that the majority of drivers were excellent and the conditions were to ensure that. The drivers had been keen when the training opportunity had been suggested. He observed that it would be possible to negotiate with the train operator to see if access to the taxi rank immediately outside the station could be improved.

On a motion from Councillor David Dixon, seconded by Councillor Caroline Roberts, it was

**RESOLVED** (unanimously)

(1) To ADOPT the policy for hackney carriage and private hire licensing standards; and

(2) That the Cabinet provide comment to the Licensing Committee on the general conditions relating to hackney carriage and private hire drivers, specified in the report.

## **79 REVIEW OF B&NES LOCAL DEVELOPMENT SCHEME**

David Redgewell in an *ad hoc* statement said he was generally pleased with the proposals although had some concerns about accessibility issues, which needed more detail. He welcomed the involvement of Scrutiny in exploring the possibility of a public transport link into Wiltshire.

Councillor Liz Richardson in an *ad hoc* statement made some observations about paragraph 3.4 of the report. She asked for clarification of the meaning of the “S” in the chart in Annex 1.

Councillor Tim Ball thanked both speakers. He explained to Cabinet that it had been hoped that further progress would have been made on the review – however, in December the Council would be looking at housing numbers with the government inspector. He explained that the “S” in the chart indicated “Submitted” – that is, the process had been completed. He said that dates and timetables would be informed in due course. However, they would tie in closely with the Placemaking Plan.

He moved the proposals.

Councillor Katie Hall seconded the proposals and said that she was very pleased to see the progress that had been made.

On a motion from Councillor Tim Ball, seconded by Councillor Katie Hall, it was

**RESOLVED** (unanimously)

- (1) To ADOPT the revised Local Development Scheme; and
- (2) To DELEGATE authority to the Divisional Director of Planning and Transport Development, in conjunction with the Cabinet Member for Homes and Planning, to make editorial amendments to ensure the LDS is up-to-date and correct any errors.

**80 REVENUE AND CAPITAL BUDGET MONITORING, CASH LIMITS AND VIREMENTS - APRIL 2013 TO SEPTEMBER 2013**

Councillor David Bellotti explained that this item was about the way the Council spent its money. It was good news – the Council continued to operate within its budget. He thanked the officers who had worked hard to ensure that services were delivered within budget. He made particular reference to the increased visitor numbers at the Roman Baths and to the fact that the council had been able to repay £50M of expensive debt by careful cash flow management. This had been achieved against the backdrop of no Council Tax rise. He listed a number of projects across the area into which the Council had invested large sums. He moved the proposals.

Councillor Paul Crossley seconded the proposal. He reminded the Cabinet that in difficult financial times it was a huge challenge to deliver services but said how pleased he was that there would be no Children's Centre closures. He listed a number of schemes across the area which had recently been completed.

Councillor David Dixon welcomed the very positive report which showed the investment which had been made into the whole area. He urged Cabinet members to consider what would be done in subsequent years to attract visitors to Bath.

On a motion from Councillor David Bellotti, seconded by Councillor Paul Crossley, it was

**RESOLVED** (unanimously)

- (1) To ASK Strategic Directors to work towards managing within budget in the current year for their respective service areas, and to manage below budget where possible by not committing unnecessary expenditure, through tight budgetary control;
- (2) To NOTE the revenue budget position;
- (3) To NOTE the capital expenditure position for the Council in the financial year to the end of September and the year end projections;
- (4) To AGREE the revenue virements listed for approval; and
- (5) To NOTE the changes in the capital programme.

**81 TREASURY MANAGEMENT MONITORING REPORT TO 30TH SEPTEMBER 2013**

David Redgewell in an *ad hoc* statement asked the Cabinet to find a home for the West of England Partnership once it had lost its present space in Wilder House, Bristol.

Councillor David Bellotti introduced the item by explaining that this item was about how the Council managed its cash and debts. He thanked officers for helping to reduce the huge historical debt. He was pleased that the Council had avoided

making risky investments in countries such as Iceland and Portugal. He moved the proposals with pleasure.

Councillor Paul Crossley seconded the proposal. He advised David Redgewell that it had been felt that Wilder House had not been the most suitable venue for the West of England Partnership, so alternative venues were being explored. He promised to get back to David once more information was available.

On a motion from Councillor David Bellotti, seconded by Councillor Paul Crossley, it was

**RESOLVED** (unanimously)

(1) To NOTE the Treasury Management Report to 30th September 2013, prepared in accordance with the CIPFA Treasury Code of Practice;

(2) To NOTE the Treasury Management Indicators to 30th September 2013; and

(3) To ASK that this Treasury Management Report and attached appendices be reported to November Council and December Corporate Audit Committee.

## 82 LEARNING PARTNERSHIP WEST

The Chair asked all Cabinet members to confirm that they had read and considered the public interest test. All agreed.

On a motion from Councillor Paul Crossley, seconded by Councillor David Dixon, it was

**RESOLVED** (unanimously)

(1) To AGREE that the entire report constitutes exempt information according to the categories set out in the Local government Act 1972 (amended Schedule 12A) because it contains information relating to the financial or business affairs of any particular person (including the authority holding that information);

(2) To AGREE that having already been satisfied that the public interest would be better served by not disclosing relevant information, and in accordance with the provisions of Section 100 (A) (4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business because of the likely disclosure of exempt information as defined in Schedule 12A of the Act as amended.

*[At this point the public and press were asked to leave the meeting]*

*The Cabinet then considered the exempt report and made certain decisions which are exempt from publication for the reasons previously stated.*

The meeting ended at 8.35 pm

Chair \_\_\_\_\_

Date Confirmed and Signed \_\_\_\_\_

Prepared by Democratic Services

## Cabinet Single-Member Decisions and Responses to Recommendations from PDS Panels

published 8-Nov-13 to 22-Nov-13

Further details of each decision can be seen on the Council's Single-member Decision Register at <http://democracy.bathnes.gov.uk/mgDelegatedDecisions.aspx?&dm=3>

Date	Decision Maker
Reference	Title

01-Nov-13 Cllr Caroline Roberts

**E2580 Parking restrictions - North Road, Combe Down TRO**

*The Cabinet Member agreed that the proposals should not proceed*

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25-Nov-13 Cllr Simon Allen

**E2595 Nomination of Deputy Medical Referee**

*The Cabinet Member agreed the recommended appointment*

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<b>Bath &amp; North East Somerset Council</b>		
MEETING / DECISION MAKER:	<b>Cabinet</b>	
MEETING / DECISION DATE:	<b>4 December 2013</b>	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 2597</b>
TITLE:	<b>Heritage Services Collections Development Policy</b>	
WARD:	All	
<b>AN OPEN PUBLIC ITEM</b>		
<b>List of attachments to this report:</b>		
Appendix 1: Heritage Services Collections Development Policy		

## **1 THE ISSUE**

- 1.1 The report introduces a revised Collections Development Policy for the Council's Museums and Archives. An up-to-date Policy is necessary for the Accreditation Scheme for which the Council's Museums are being assessed during 2013 and 2014.

## **2 RECOMMENDATION**

- 2.1 That the Cabinet approve the Collections Development Policy.

### **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 There are no resource implications arising directly from the adoption of this Policy. However the Accredited status enabled by this Policy can qualify the Council's museums and archives for grant aid from external bodies. Heritage Services has benefited from grant-aid from these Accreditation-dependent sources amounting to £1,200,000 over the past seven years
- 3.2 The Council employs suitably-qualified curators and archivists to implement the Policy.

### **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1 The provision of museum and archive services by local authorities is a discretionary rather than statutory service. However this authority has important museum and archive collections which are used to deliver much-valued services to residents and visitors alike. The basis for the proposal is that the authority would wish to continue to observe best practice in the management and development of its museum and archive collections.

### **5 THE REPORT**

- 5.1 The Council holds important collections of historic material in its Museums and Record Office. Three of these collections – at the Roman Baths Museum, the Fashion Museum and Bath Record Office – have been 'Designated' as nationally important collections held in non-national institutions.
- 5.2 Museum and record office governing bodies are required to meet minimum standards of collections care and development in order to qualify for the Government's Accreditation standard. Accreditation marks governing bodies as worthy guardians of unique public collections of historic, artistic and archival material which they hold in trust for the public good.
- 5.3 Previously these requirements have been met through a separate Collections Management Policy and Acquisition & Disposal Policy. These were last adopted by the then Executive Member for Tourism Leisure & Culture in 2005 and are therefore due for updating. However the current requirement is that they are now brought together in one Collections Development Policy.
- 5.4 Accreditation also qualifies museums and record offices for grant-aid from a number of charitable trusts and grant-giving bodies. Heritage Services has benefited from grant-aid from these Accreditation-dependent sources amounting to £1,200,000 over the past seven years.
- 5.5 Accreditation, or working towards Accreditation, is a criterion for grant-aid from the Council to independent museums in Bath and North East Somerset.

### **6 RATIONALE**

- 6.1 Adopting this Policy would keep the authority in line with best practice and maintain its reputation as a good custodian of important museum and archive collections.
- 6.2 Loss of 'Accredited' status would render the museums and archives ineligible for grant-aid from numerous sources.

## 7 OTHER OPTIONS CONSIDERED

7.1 None.

## 8 CONSULTATION

8.1 The following bodies have been consulted during the preparation of this report:

- Heritage Services Focus Group
- Somerset Heritage Service
- Radstock Museum
- Bristol City Museums & Archives

## 9 RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	Stephen Bird 01225 477750
<b>Background papers</b>	Arts Council England (October 2011) Accreditation Scheme for Museums and Galleries in the United Kingdom: Accreditation Standard.
<b>Please contact the report author if you need to access this report in an alternative format</b>	

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## Collections Development Policy

October 2013

### **BACKGROUND.**

Museum and record office governing bodies are required to meet minimum standards of collections care and development in order to qualify for the Government's Accreditation standard. Accreditation marks governing bodies as worthy guardians of unique public collections of historic, artistic and archival material which they hold in trust for the public good. Accreditation also qualifies museums and record offices for grant-aid from a number of charitable trusts and grant-giving bodies.

Previously these requirements have been met through a separate Collections Management Policy and Acquisition & Disposal Policy. These were last adopted by the then Executive Member for Tourism Leisure & Culture in 2005 and are due for updating. However the current requirement is now that they are brought together in one Collections Development Policy.

Accreditation, or working towards Accreditation by an independent museum, is a criterion of grant-aid to independent museums in Bath and North East Somerset.

### **1. CORPORATE POLICY FRAMEWORK.**

#### **1.1 The Council's Vision:**

Bath and North East Somerset is an area:

- where everyone fulfils their potential;
- with lively and active communities; and
- with unique places and beautiful surroundings.

The acquisition and development of museum and archive collections in public custody supports this vision by creating educational opportunities, adding to the quality of life, building community identity and furthering the appeal of the district as a destination for tourism. The Museum and Record Office collections make a major contribution to cultural life in Bath and North East Somerset and provide opportunities for individuals and groups to derive personal and collective intellectual fulfilment through them.

The Record Office also acts as the corporate memory of the Council. It supports the Council value of being open and engaging by maintaining and making available evidence of its actions for the benefit of all.

#### **1.2 The Council's Objectives:**

The Council has identified three objectives to help it realise its vision.

### **Promoting independence and positive lives for everyone:**

The Museums and Record Office consult with people in the local community to find better ways of providing access to original material. A variety of means such as permanent displays, temporary exhibitions, lectures, public study facilities, workshops, special events, store tours, retail merchandise and digital access via the Internet are employed. They also work to provide good quality physical access to these resources by implementing improvements in building design and offering safe, neutral spaces in which people can study, debate and enjoy themselves.

Heritage Services engages in project work with groups of young people and provides events and stimulating activities to which local young people are admitted without charge. The Service has an apprenticeship scheme for which local young people are eligible. Work placements are also sometimes available for young people, while volunteer opportunities are available to those of all ages. Education is recognised as a core function of Museums and Record Offices, offering unique learning opportunities to people of all ages through formal and informal programmes.

### **Creating neighbourhoods where people are proud to live:**

The Museums and Record Office occupy important listed buildings that form part of the historic landscape of the city. They care for these buildings and animate and interpret them through exhibitions and special events and provide an essential resource for interpretation and understanding of many other buildings throughout the World Heritage Site and the wider district. They work to protect their collections by operating security standards recommended by relevant professional bodies; modern fears that crime levels today are greater than in the past can be alleviated by studies of historic Court and prison records from the Record Office. The Record Office also holds a significant quantity of records relating to buildings and their history, dating from the seventeenth century to the present day. These records are widely used by those carrying out building development in order to ensure that they meet planning and listed building requirements and create new developments which take account of the historic architecture of the city.

### **Building a stronger economy:**

The Service balances the needs of visitors, with developing the commercial potential and improving the physical care of its collections and buildings to provide sustainable growth. In so doing it makes a net financial contribution to the Council.

The Service also implements measures to reduce energy consumption; promote efficiency in its use of resources and care in the disposal of its waste. This includes managing the physical environment of collections and maintaining their relevance through an active approach to acquisition and disposal to ensure that resources are only expended on worthwhile material.

## **1.3 Legislative framework.**

The Council's power to operate its Museums derives from the *Public Libraries and Museums Act 1964*. The Council's Record Office is empowered to collect under the *Local Government (Records) Act 1962*, the *Local Government Act 1972*, ss.224-229 and the *Local Government Reorganisation (Property Etc.) Order 1986* s.12. Bath Record Office is appointed as a 'place of deposit' under the *Public Records Act 1958* for certain public records specified in that Act and will collect those public records.

## **1.4 Heritage Services 'statement of purpose'.**

The Council has adopted a statement of purpose for Heritage Services that supports its three main objectives. The Collections Development Policy derives from this statement:

### **HERITAGE SERVICES For learning, inspiration and enjoyment**

## **1.5 Heritage Services Service Aims:**

- to enhance the quality of life for residents of Bath & North East Somerset;
- to maximise public enjoyment of the Council's world class heritage;
- to enable people to learn from the activities and achievements of past and present societies;
- to promote understanding and appreciation of different cultures;
- to contribute to the district's economic prosperity through our Business Plan.

#### 1.6 To achieve these Service Aims, we:

- protect and develop the Council's unique historic collections and public buildings;
- plan for and invest in their sustainability;
- interpret them through displays, study facilities, learning programmes and special events;
- mount the best available exhibitions from other regional and national collections;
- sell high quality merchandise to complement our services;
- hire out historic venues for a wide range of events and activities;
- train and develop our staff to realise their full potential;
- consult widely with users and stakeholders on an ongoing basis;
- use information technology in accessible and imaginative ways;
- work in partnership with others wherever appropriate.

#### 1.7 Heritage Services Business Aims.

Through our business plan we aim for ongoing sustainability in three equally important and inter-dependent activities:

- Conservation** – preserving our heritage for present and future generations to enjoy
- Customer Care** – meeting the needs of all our audiences, customers and guests
- Commercial Success** – maintaining our positive contribution to the Council's budget

To achieve these Business Aims, we devote equal attention to these three core activities.

## 2. PURPOSE OF THE COLLECTIONS DEVELOPMENT POLICY.

- 2.1 The purpose of this Policy is to define the areas of collecting, and the constraints within which collecting will take place, by the Museums and Record Office governed by Bath & North East Somerset Council. These are the Roman Baths Museum; the Victoria Art Gallery; the Fashion Museum and the Bath Record Office.
- 2.2 The Policy follows the Museums Association's revised *Code of Ethics for Museums (2008)*, which has been adopted by the Council and the revised guidelines and template (2011) laid down by Arts Council England (ACE) *Accreditation Scheme for Museums and Galleries in the United Kingdom: Accreditation Standard*. For those elements of the policy which relate solely to the Record Office, it takes account of the National Archives *Collection Development Tools and Guidance*, (2011) and the Archive Accreditation Scheme *Draft Guidance* (2012).
- 2.3 The Policy recognises the legitimate collecting aims of other organisations. It seeks not to acquire material to the exclusion of other bodies but to ensure that original material relating to the social and cultural history of Bath and North East Somerset, together with the records of Bath & North East Somerset Council, are secured in public custodianship in perpetuity by an institution which can give them appropriate care and make them publicly accessible.

- 2.4 In all areas of collecting relating to the Museums, it is ensured that the authority obtains absolute legal title to material acquired and that no material is acquired to which the authority cannot obtain legal title or whose prior ownership is in doubt. The Record Office will where possible obtain legal title to material acquired, but will in certain cases acquire material on deposit (long-term loan) where legal title to the material remains with the depositor or owner. It will also acquire records by transfer from departments of Bath & North East Somerset Council, and by transfer as public records from relevant bodies. In all cases, the terms under which material is donated or bequeathed to a Museum or the Record Office will be clearly recorded and understood by all parties.
- 2.5 In all areas of collecting, documentation accompanying the material acquired is considered an essential part of the acquisition as it enriches and interprets the item. An item may be refused if the accompanying documentation is considered inadequate.
- 2.6 The Policy provides a platform for the future development of the existing collections of Romano-British archaeology, fashionable dress, fine art and local historical records which are the main subject areas represented in the Council's Museums and Record Office. Richly diverse, these collections cover a span of seven thousand years and extend to include social history, local history, Council and former Corporation records, coins, antique furniture, local silver, decorative art, dress history and spa equipment.

### **3. POLICY REVIEW.**

- 3.1 The Policy is intended to be responsive to changes in Council objectives and national standards and guidance, and to this end will be reviewed at least once every five years. The next review will be in or before November 2018. Arts Council England (ACE) or its successor body will be notified of any changes to this Policy and the implications of any such changes for the future of existing collections.

### **4. COLLECTION DESCRIPTIONS.**

#### **4.1 Roman Baths Museum.**

##### **Nature of collections:**

The collections are principally archaeological, but also include a diverse local history collection and a major collection of numismatics which together tell the story of 7,000 years of human activity around the hot springs at Bath. The collection is Designated in its entirety by ACE as one of outstanding national significance.

**Archaeology:** In the prehistoric collections there are flint and stone objects, mostly from the downs to the north and south of Bath, but including a small but distinctive group of mesolithic flint tools found in excavations in and around the hot springs. There is also Bronze Age metalwork, the most significant pieces being from the Monkswood Hoard. There are small quantities of prehistoric pottery, human and faunal remains including objects from the Iron Age hillfort at Little Solsbury.

In the Roman collection, the bulk of material relates to the Baths and Temple site in which the museum is situated, consisting of building blocks, architectural fragments, sculptural reliefs, inscriptions, tile and lead and bronze plumbing fittings. There are similar objects from sites elsewhere in Bath including architectural fragments, tomb sculptures and stone coffins. In addition, there are many small objects in copper alloy, iron and bone as well as substantial quantities of pottery, tile, human and animal bone and samples of wall plaster, mosaic tesserae and window glass.



From elsewhere in the district there are objects from the Roman villa at Combe Hay and there is an important collection of material from Keynsham which includes Roman objects from the Durley Hill Roman villa and the Somerdale Roman house.

The post-Roman collections are much smaller including remains from a Saxon cemetery at Bath and from the medieval settlement at Eckweek, excavated in 1988 in advance of the Peasedown St. John by-pass. Important objects from the Medieval Abbey site at Keynsham are also held. The post-medieval objects are principally ceramic and glass.

The Roman Baths Museum is one of only two museums in the former County of Avon which have been approved by English Heritage for the deposition of excavation material and their associated archives. The museum collections are added to continually through receipt of excavation material as well as occasional stray finds. Most archaeological acquisitions result from development work in the district.

**Numismatics:** There is a strong collection of Roman coins of which the most important are those excavated from the King's Spring. There are also coins from the Saxon mint at Bath as well as a number of ancient coins (mostly Roman), a representative collection of English coinage from the Saxon period to the 20th century, miscellaneous foreign coins, commemorative medals, jettons and reckoning counters. There is also a very comprehensive collection of local 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> century tokens, tickets, inn checks and banknotes from Bath and north eastern Somerset.

**Local History:** These collections consist principally of objects relating to the city and immediate environs of Bath. They include an important collection of Spa related equipment rescued in the 1980s, which was enhanced in the 1990s by the creation of an oral history archive for the Spa and a large group of weights and measures transferred from Trading Standards. There is also a significant and substantial collection of old photographs, postcards and glass negatives, mostly of Bath but also of nearby villages.

Title to the collection of civic regalia and silver of the former Bath City Council was transferred to the Charter Trustees on local government re-organisation in 1996, but curatorial advice is still given to the Trustees by the Roman Baths Museum when required.

#### 4.2 **Bath Record Office.**

##### **Nature of collections:**

Bath is the only city in the UK to be designated as a UNESCO World Heritage Site, selected for its 18<sup>th</sup> century townscape, built around the ancient thermal spa. The archive collections of the Record Office are exceptional for their quality and completeness in documenting the transition from medieval market-town to fashionable Georgian resort, preserved today as one of Britain's top visitor destinations. The entire Record Office collection is Designated by The National Archives (TNA) as one of outstanding national and international importance.

The strength and quality of the collections lies in their wide-ranging subject matter and richness of content, touching on almost every aspect of life in the developing city throughout the last 400 years: records of parishes, schools, crime and punishment, hospitals and medicine, charities, societies, commerce, and entertainment.

From the 16<sup>th</sup> and 17<sup>th</sup> centuries onwards the Corporation's vital role in the community is demonstrated through its extensive and detailed minutes, accounts, court records, coroner's, rating and licensing records. The inherited responsibilities of the Corporation have added a wealth of rich and varied records from the 19<sup>th</sup> and 20<sup>th</sup> centuries relating to Bath Board of Guardians, Bath Police Force, Rating and Valuation, Highways, and the Urban Sanitary Authority. The role played by the Corporation of Bath as a major property developer from the 17<sup>th</sup> century to the present is represented by an outstanding collection of title deeds, complemented by major collections from local solicitors.

Since the creation of the Record Office in 1967 many substantial and historically important archive collections have been received from private sources. In common with every other local authority Record Office, many important collections are received on indefinite loan from their owners, as a means of providing public access to unique historical sources. Most significant of these are the records of the Pulteney estate, (the landed estate of the 18<sup>th</sup> century Pulteney family, whose property covered the whole of the parish of Bathwick); records of local solicitors (Stone, King & Wardle; Titley Long; Chesterman & Sons; Vezey & Co.); the Royal Bath & West of England Society (an 18<sup>th</sup> century agricultural society based in Bath for 200 years); Beresford-Smith (a 19<sup>th</sup> century architectural practice in continuous existence for 150 years). Archive collections deemed 'Public Records' (e.g. of the law courts and hospitals) are held by agreement with TNA, and constitute Crown property.

Many smaller collections received on loan or as a gift from private sources demonstrate the richness of the city's character and illustrate the lives of its people: business records from shopkeepers and solicitors; records and registers of the many non-conformist churches; charities, clubs and societies; photographs and prints; and family papers including diaries and correspondence of private individuals.

### 4.3 The Fashion Museum.

#### **Nature of Collections:**

The Museum is one of the largest and most comprehensive collections of fashionable dress and associated material in the UK and in the world and contains in excess of 80,000 objects. The collection is Designated in its entirety by ACE as one with outstanding national significance.

**Fashionable dress:** the collection includes items of fashionable dress and accessories to dress for women and for men. There is also a significant of dress worn by children, including some excellent early pieces. The Fashion Museum collection includes objects principally from the 18<sup>th</sup>, 19<sup>th</sup>, and 20<sup>th</sup> centuries; but there are also significant collections of embroidered 17<sup>th</sup> century dress, and a good and expanding collection of work by 21<sup>st</sup> century designers, many of which are acquired through the museum's unique Dress of the Year scheme.

The work of leading names in 20<sup>th</sup> century couture and fashion history from Lucile and Worth to Alexander McQueen and Vivienne Westwood are included in the Fashion Museum collection.

Significant discrete collections include the 20<sup>th</sup> century 'wardrobe' collections of Mary Chamberlain Carnegie Lady Mary Curzon, the Rani of Pudukkottai, Dame Margot Fonteyn, Dame Alicia Markova, Sir Roy Strong and Mark Read.

The breadth of the historic collections ensures that dress worn by a wide spectrum of wearers is featured in the Fashion Museum collections. The collection is not merely a 'name check' of designers' work.

The span of the types of garment that are featured in the collection is broad: from principle items of dress such as day and evening dresses, coats and jackets through to the full range of fashion accessories to dress from shoes and hats, to gloves, parasols and stockings.

The Fashion Museum collection also includes excellent collections of the nuts and bolts and hidden items of fashion: underwear, collars, cuffs, all of which have been vital throughout dress history for making up a total fashion look.

#### **Photographs, prints, drawings, archival material and magazines:**

The Fashion Museum collection includes sizeable fashion archive collections, including fashion magazines, fashion photographs and drawings, fashion plates, knitting and

dressmaking patterns, historic costume books, trade and designers' archives and costume historians' papers.

**Fashion:** the collection is of fashionable dress. The term is deliberately interpreted widely to embrace the complexity of the fashion system throughout the period when dress survives. Thus, for example the collection includes couture pieces in the 20<sup>th</sup> century as well as stylish examples of ready to wear and dressmaker fashions inspired or informed by named designers. Equally, the collection also includes 'street' and other fashions which have in turned inspired fashion designers.

**Objects on Loan:** the collection includes a number of 'long-term' loans historically associated with the Fashion Museum. Many of these pieces are pre-eminent and of relevance to the collection of fashionable dress: for example the Silver Tissue Dress and embroidered 17<sup>th</sup> century pieces on loan from the Vaughan Family Trust, and the historic gloves on loan from the Glove Collection Trust. We will seek to continue these two loans.

The collection also includes a number of individual objects, including 18<sup>th</sup> century dresses and 17<sup>th</sup> century embroidered pieces. We will seek to convert the loans and acquire these pieces for the Fashion Museum Collection.

In addition, from time to time, the Fashion Museum borrows pieces for specific display projects for short time-limited periods, for example, a collection of 10 dresses worn by Diana Princess of Wales for the exhibition The Diana Dresses in 2010.

**Uniforms:** the Fashion Museum collection includes some items of uniform, including peers robes. Some are on loan: some acquired in the past. We will seek to return the loans, and to review whether the other pieces should remain in the Fashion Museum collection.

**Dolls:** the Fashion Museum collection includes a significant collection of dolls. This is not an area of the collection to which we will add. In the future, a review needs to be undertaken of the doll collection.

**Household ephemera:** the collection includes furniture, ceramics and glass and other household ephemera. This material was collected originally for the purpose of props for display. In 2010 one section of this collection (furniture) was the subject of a Disposal Review, against a test of relevance. It is the intention to follow this first review with subsequent similar reviews of other sections of the collection (ceramics, glass, household ephemera, children's books), none of which are relevant to the collection of fashionable dress.

#### 4.4 **Victoria Art Gallery.**

##### **Nature of collections:**

The Victoria Art Gallery's collections of fine and decorative art date from the 16<sup>th</sup> century to the present day. To a significant extent they tell the story of art in the city of Bath and the surrounding area, reflecting the demand from visitors and residents alike for pictorial records of themselves, the local landscape and architecture. Most of the 10,500 items in the collection were acquired by way of gift and bequest following the laying of the Gallery's foundation stone in 1897 to celebrate Queen Victoria's Diamond Jubilee, although judicious purchasing of modern pictures and sculptures has augmented the 20<sup>th</sup>/21<sup>st</sup> century holdings.

**Fine Art:** the bulk of the collection consists of British drawings, paintings, watercolours and miniatures and silhouettes from the 17<sup>th</sup> to the 21<sup>st</sup> century. There are also small collections of sculpture and of European works of art. Of particular significance are the collections of prints, drawings and watercolours associated with Georgian Bath. Reflecting the history of artistic practice in Bath, the Gallery holds a large collection of portraits produced by artists who worked in the local area, including Thomas Gainsborough and Sir Thomas Lawrence. The Kimball Collection, donated by etcher Katharine Kimball in the mid-20<sup>th</sup> century, consists of

19<sup>th</sup> and 20<sup>th</sup> century prints by British and Continental artists. Of particular note is a small collection of rare early lithographic stones by Thomas Barker of Bath.

**Decorative Art:** the collections include porcelain, pottery, watches and glass dating from the 17<sup>th</sup> to the 19<sup>th</sup> century. The bulk of this material is British and the collections of Delftware and of English drinking glasses are of particular note, albeit lacking 19<sup>th</sup> century examples of the latter.

## 5. THEMES AND PRIORITIES FOR FUTURE COLLECTING.

### 5.1 Roman Baths Museum.

**Archaeology:** the museum will only normally collect within the boundaries of Bath and North East Somerset. In those parts of North East Somerset where another museum has a particularly strong tradition of collecting (i.e. Bristol Museum at Camerton) a decision to collect will only follow consultation with that other museum and consideration of such matters as the wishes of the donor, ease of access for students and scholars, potential for public display, access to conservation resources and grant-aid.

**Numismatics:** the museum will continue to develop its collection of locally associated objects from the whole district of Bath and North East Somerset.

**Local history:** the museum will take a leading role in promoting the acquisition of objects of local and social historical significance by appropriately accredited museums and other organisations in Bath and North East Somerset by:

- (a) itself collecting objects and other media relating to the City of Bath and its environs, particularly the history of the Spa and the Pump Room and other buildings occupied by the Service.
- (b) offering professional advice and encouragement and alerting other museums and kindred organizations in the district to opportunities to develop and sustain community based collections of local history.

### 5.2 Bath Record Office.

The Bath Record Office collection will be developed through the acquisition of archives and records relating to the area of Bath and North East Somerset. This may include all aspects of local history and organisations, businesses, persons or events associated with the area. The Record Office will continue to receive by transfer records of Bath and North East Somerset Council, as well as public records of a local nature for which it is appointed a place of deposit.

Since 1996 there has been an agreement with Somerset Archive & Record Service that newly discovered material relating to Bath and North East Somerset which complements or forms part of an existing collection already housed at Somerset Record Office will be directed there in the first instance, and this policy continues that agreement.

An exception to the geographical limit boundary may be made where a collection includes material relating to areas other than Bath and North East Somerset, but the division of the collection would involve the breaking-up of an archival entity. In this case the relevant other Record Offices will be advised and agreement sought on the most appropriate depository for the collection.

The development of the collection may encompass records in any form and include manuscripts and maps, printed and machine-readable texts, photographs, pictures, film, digital and electronic records, and all communication media.

### 5.3 The Fashion Museum.

The Museum's acquisition objectives break down into three areas:

- (1) to fill gaps in the collection of fashionable dress;
- (2) to build on strengths in the collection; and
- (3) to ensure that the collection is up to date.

These are general statements, and research and ongoing evaluation (of both the collection and of fashionable dress within society) will always be needed to break each area down into a more specific list of objects to seek to acquire.

In terms of (3) ensuring that the collection is up to date, the Fashion Museum will continue to seek to acquire at least one item of fashionable dress from the current year through the well-established Dress of the Year scheme.

In addition, the Fashion Museum seeks to convert or return the historic loans in to the collection, and to maintain the loans from The Vaughan Family Trust and the Glove Collection Trust.

In the future, the Fashion Museum will undertake a Disposal Review project in respect of the collection of household ephemera and children's books.

### 5.4 Victoria Art Gallery.

The Gallery seeks to build on and improve its collections with the acquisition of items which complement existing holdings.

Priorities include the following:

- Good quality works depicting the City of Bath World Heritage Site and surrounding area, in particular showing buildings which are of architectural significance and also places that have changed beyond recognition.
- Good quality topographical works depicting locations in Bath and North East Somerset currently poorly represented in the collection.
- Good quality works with a strong local provenance and/or by local artists, i.e. those who were born in or trained in or worked in the local area, including post-1945 art and craft by artists who taught/studied at Bath Academy of Art or were members of the Brotherhood of Ruralists when it was based at Wellow near Bath. Works by the following artists would be of particular benefit to the collection: Thomas Gainsborough (the collection lacks a Bath period landscape, for example), Thomas Lawrence, Joseph Wright of Derby, Robert Edge Pine, William Scott, Malcolm Hughes, Richard Allen, Michael Craig-Martin, Bryan Wynter, Terry Frost, David Inshaw and a work from the 1960s by Howard Hodgkin.
- Good quality works relating to significant aspects of local history, for example Bath's Georgian architecture, the Bath Blitz, spa bathing and medical treatments, transport, sport, entertainment, or local industries and trades.
- Good quality works by artists of national and international significance that would complement the existing collection and enable us to present a more art historically comprehensive display.
- Items of decorative art associated with or made in Bath and North East Somerset including modern craftspeople such as Rachael Woodman, Takeshi Yasuda and Felicity Aylieff.
- Items of decorative art that complement our existing collection, in particular glass and studio ceramics.

## **6. THEMES AND PRIORITIES FOR RATIONALISATION OF COLLECTIONS.**

### **6.1 Roman Baths Museum.**

The Roman Baths undertook rationalisation of its collections in 2000 and 2001 when a collection of cast iron objects and architectural fragments was dispersed to other more appropriate institutions. Since then some duplicate material from the historic furniture collection has also been disposed of. All of these disposals followed the procedures recommended by the national agencies in being at the time and were the subject of specific reports approved by the relevant Cabinet member. The consequence of these disposals is that the collection now has a high degree of synergy with the current Collection Development Policy and no further disposals are proposed within the time frame of this policy.

### **6.2 Bath Record Office.**

There are no proposals for disposal of any catalogued records within the time frame of this policy.

### **6.3 The Fashion Museum.**

The collection includes some furniture, ceramics and glass and other household ephemera. This material was collected originally for the purpose of props for display. In 2010 one section of this collection (furniture) was the subject of a Disposal Review, against a test of relevance. It is the intention to follow this first review with subsequent similar reviews of other sections of the collection (ceramics, glass, household ephemera, children's books), none of which are relevant to the core collection of fashionable dress.

### **6.4 Victoria Art Gallery.**

The Victoria Art Gallery has systematically reviewed many accessions particularly of historic furniture that were once allocated to its collections but were no longer relevant to collection objectives. This resulted in two de-accessioning reports and subsequent disposal of some of the objects. Both of these disposals followed the procedures recommended by the national agencies in being at the time and were the subject of specific reports approved by the relevant Cabinet member on each occasion.

The collection still includes many items that should be considered for de-accessioning, when time and resources allow, in particular a large number of poor quality drawings and watercolours by amateur artists, of subjects with no local relevance.

## **7. LIMITATIONS ON COLLECTING.**

- 7.1 The Museums recognise their responsibility, in acquiring additions to their collections, to ensure that care of collections, documentation arrangements and use of collections will meet the requirements of the Accreditation Standard. The Museums and Record Office will take into account limitations on collecting imposed by such factors as staffing, storage and care of collection arrangements.

## **8. COLLECTING POLICIES OF OTHER MUSEUMS AND RECORD OFFICES.**

- 8.1 The Museums and the Record Office will take account of the collecting policies of other museums and other organisations collecting in the same or related areas or subject fields. It will consult with these organisations where conflicts of interest may arise or to define areas of specialism, in order to avoid unnecessary duplication and waste of resources.

Specific reference is made to the following museums and record offices:

Victoria and Albert Museum  
Gallery of Costume, Manchester City Art Galleries  
The Museum of London  
National Museums of Scotland  
National Portrait Gallery  
Tate Britain  
The British Museum  
The National Archives  
Somerset Heritage Service  
Wiltshire Record Office  
Bristol Museum and Art Gallery  
Bristol Record Office  
Radstock Museum

## **9. ACQUISITIONS NOT COVERED BY THE POLICY.**

- 9.1 Acquisitions outside the current stated policy will only be made in very exceptional circumstances, and then only after proper consideration by the governing body of the museum itself, having regard to the interests of other museums or record offices.

## **10. ACQUISITION PROCEDURES.**

- 10.1 The museums will exercise due diligence and make every effort not to acquire, whether by purchase, gift, bequest or exchange, any object or specimen unless the governing body or responsible officer is satisfied that the museum can acquire a valid title to the item in question.
- 10.2 In particular, the Museums and the Record Office will not acquire any object, record or specimen unless it is satisfied that the object, record or specimen has not been acquired in, or exported from, its country of origin (or any intermediate country in which it may have been legally owned) in violation of that country's laws. (For the purposes of this paragraph 'country of origin' includes the United Kingdom).
- 10.3 In accordance with the provisions of the UNESCO 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, which the UK ratified with effect from November 1 2002, and the Dealing in Cultural Objects (Offences) Act 2003, the Museums and the Record Office will reject any items that have been illicitly traded. The governing body will be guided by the national guidance on the responsible acquisition of cultural property issued by the Department for Culture, Media and Sport (DCMS) in 2005.
- 10.4 So far as biological and geological material is concerned, the museums will not acquire by any direct or indirect means any specimen that has been collected, sold or otherwise transferred in contravention of any national or international wildlife protection or natural history conservation law or treaty of the United Kingdom or any other country, except with the express consent of an appropriate outside authority
- 10.5 The Museums will not acquire archaeological antiquities (including excavated ceramics) in any case where the governing body or responsible officer has any suspicion that the circumstances of their recovery involved a failure to follow the appropriate legal procedures. In England the procedures include reporting finds to the landowner or occupier of the land and to the proper authorities in the case of possible treasure as defined by the Treasure Act 1996.
- 10.6 Any exceptions to the above clauses 9.1, 9.2, 9.3, or 9.5 will only be because the museum or Record Office is:

- acting as an externally approved repository of last resort for material of local (UK) origin;
- acquiring an item of minor importance that lacks secure ownership history but in the best judgement of experts in the field concerned has not been illicitly traded;
- acting with the permission of authorities with the requisite jurisdiction in the country of origin;
- in possession of reliable documentary evidence that the item was exported from its country of origin before 1970;

In these cases the Museum and the Record Office will be open and transparent in the way it makes decisions and will act only with the express consent of an appropriate outside authority.

10.7 If a Museum holds or intends to acquire human remains from any period, it will follow the procedures in the 'Guidance for the care of human remains in museums' issued by DCMS in 2005.

## **11. SPOILIATION.**

11.1 The Museums will use the statement of principles 'Spoliation of Works of Art during the Nazi, Holocaust and World War II period', issued for non-national museums in 1999 by the Museums and Galleries Commission.

## **12. THE REPATRIATION AND RESTITUTION OF OBJECTS AND HUMAN REMAINS.**

12.1 A museum's governing body, acting on the advice of the museum's professional staff, may take a decision to return human remains (unless covered by the 'Guidance for the care of human remains in museums' issued by DCMS in 2005), objects or specimens to a country or people of origin. The museum will take such decisions on a case by case basis; within its legal position and taking into account all ethical implications and available guidance. This will mean that the procedures described in 13.1, 13.3 and 13.8 below will be followed but the remaining procedures are not appropriate.

The disposal of human remains will follow the procedures in the 'Guidance for the care of human remains in museums'.

## **13. MANAGEMENT OF MUSEUM ARCHIVES.**

13.1 As the Museums hold and intend to acquire supporting archives, including photographs and printed ephemera, their governing body will be guided by the Code of Practice on Archives for Museums and Galleries in the United Kingdom (third edition, 2002).

## **14. DISPOSAL PROCEDURES (Museums only).**

### **14.1 Disposal preliminaries:**

The governing body will ensure that the disposal process is carried out openly and with transparency.

By definition, the museum has a long-term purpose and holds collections in trust for society in relation to its stated objectives. The governing body therefore accepts the principle that sound



curatorial reasons for disposal must be established before consideration is given to the disposal of any items in the museum's collection.

The museum will confirm that it is legally free to dispose of an item and agreements on disposal made with donors will be taken into account.

When disposal of a museum object is being considered, the museum will establish if it was acquired with the aid of an external funding organisation. In such cases, any conditions attached to the original grant will be followed. This may include repayment of the original grant and a proportion of the proceeds if the item is disposed of by sale.

#### **14.2 Motivation for disposal and method of disposal.**

When disposal is motivated by curatorial reasons the procedures outlined in paragraphs 14.3-14.8 will be followed and the method of disposal may be by gift, sale or exchange.

The Museums and Record Office will not undertake disposal motivated principally by financial reasons.

Any financial benefit arising from disposal will be assigned to the care and development of the collections as set out in paragraph 14.5 below. This supports the Council's duty of care in discharging its trusteeship of the collections which have been acquired for public benefit rather than as financial investments.

#### **14.3 The disposal decision-making process.**

Whether the disposal is motivated either by curatorial or financial reasons, the decision to dispose of material from the collections will be taken by the governing body only after full consideration of the reasons for disposal. Other factors including the public benefit, the implications for the museum's collections and collections held by museums and other organisations collecting the same material or in related fields will be considered. External expert advice will be obtained and the views of stakeholders such as donors, researchers, local and source communities and others served by the museum will also be sought.

#### **14.4 Responsibility for disposal decision-making.**

A decision to dispose of a specimen or object, whether by gift, exchange, sale or destruction (in the case of an item too badly damaged or deteriorated to be of any use for the purposes of the collections or for reasons of health and safety), will be the responsibility of the governing body of the museum acting on the advice of professional curatorial staff and not of the curator of the collection acting alone.

#### **14.5 Use of proceeds of sale.**

Any monies received by the museum governing body from the disposal of items will be applied for the benefit of the collections. This normally means the purchase of further acquisitions. In exceptional cases, improvements relating to the care of collections in order to meet or exceed Accreditation requirements relating to the risk of damage to and deterioration of the collections may be justifiable. Any monies received in compensation for the damage, loss or destruction of items will be applied in the same way. Advice on those cases where the monies are intended to be used for the care of collections will be sought from Arts Council England.

The proceeds of a sale will be ring-fenced so it can be demonstrated that they are spent in a manner compatible with the requirements of the Accreditation standard.

#### **14.6 Disposal by gift or sale.**

Once a decision to dispose of material in the collection has been taken, priority will be given to retaining it within the public domain, unless it is to be destroyed. It will therefore be offered in the first instance, by gift or sale, directly to other Accredited Museums likely to be interested in its acquisition.

If the material is not acquired by any Accredited Museums to which it was offered directly as a gift or for sale, then the museum community at large will be advised of the intention to dispose of the material, normally through an announcement in the Museums Association's Museums Journal, and in other specialist journals where appropriate.

The announcement relating to gift or sale will indicate the number and nature of specimens or objects involved, and the basis on which the material will be transferred to another institution. Preference will be given to expressions of interest from other Accredited Museums. A period of at least two months will be allowed for an interest in acquiring the material to be expressed. At the end of this period, if no expressions of interest have been received, the museum may consider disposing of the material to other interested individuals and organisations giving priority to organisations in the public domain.

#### **14.7 Disposal by exchange.**

The museums will not dispose of items by exchange.

Retaining an option to dispose by exchange can lead to objects which are no longer of benefit being retained indefinitely in hope of a suitable exchange opportunity arising. This can waste resources on retention costs and delay or prevent the value of unwanted items being assigned to the benefit of the wider collection and its development. Disposal by exchange can also lead to the full and correct value of collections not being recognised or realised.

#### **14.8 Documenting disposal.**

Full records will be kept of all decisions on disposals and the items involved and proper arrangements made for the preservation and/or transfer, as appropriate, of the documentation relating to the items concerned, including photographic records where practicable in accordance with the SPECTRUM procedure on de-accession and disposal.

### **15. Disposal Procedures (Record Office).**

- 15.1. Collections acquired by the Record Office may consist of a very large number of individual items. While it will be clear that the collection as a whole meets the collecting policy, individual items within it may not. It may not always be possible to inspect the whole collection at the time of acquisition.
- 15.2 All records within collections will be appraised either at the time of accessioning or later at the time of cataloguing (or both). With the agreement of depositors and donors those records not deemed worthy of permanent preservation will be destroyed or returned to the depositor or donor, while any records which do not meet the collections policy but which are worthy of permanent preservation may be transferred to a more appropriate repository.
- 15.3 The Record Office sometimes acquires by purchase a unit of records (for example a lot at auction) where some of the items do not fall into the Collecting Policy. In such cases, the items will where possible be transferred to a more appropriate repository.

<b>Bath &amp; North East Somerset Council</b>		
<b>MEETING</b>	<b>Cabinet</b>	
<b>MEETING DATE:</b>	<b>04 December 2013</b>	<b>EXECUTIVE FORWARD PLAN REFERENCE:</b>
		E 2600
<b>TITLE:</b>	<b>Homelessness Strategy 2014-2018</b>	
<b>WARD:</b>	All	
<b>AN OPEN PUBLIC ITEM</b>		
<p><b>List of attachments to this report:</b>  Appendix 1: Draft Homelessness Strategy 2014-2018  Appendix 2: Equalities Impact Assessment Homelessness Strategy</p>		

## 1. THE ISSUE

- 1.1. The Homelessness Act 2002 imposes a duty on local housing authorities to carry out a homelessness review and to formulate and publish a homelessness strategy every 5 years. The current Homelessness Strategy, approved in 2009, is now due to expire and so in early 2013 Housing Services, working in partnership with a range of interested parties including those in the Homelessness Partnership, undertook a new homelessness review. The evidence of that review and analysis of the impacts of welfare reform on vulnerable people, have been considered in the attached draft Homelessness Strategy.
- 1.2. Whilst the current Homelessness Strategy has proved successful, the updated strategy proposes a number of enhancements to homelessness prevention and support to people who are homeless.
- 1.3. The Homelessness Strategy contributes to realisation of the vision set out in the Health and Wellbeing Strategy.

## 2. RECOMMENDATION

The Cabinet agrees:

- 2.1. To note the report
- 2.2. To approve the Homelessness Strategy 2014-2018 as contained in Appendix 1.

### **3. RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

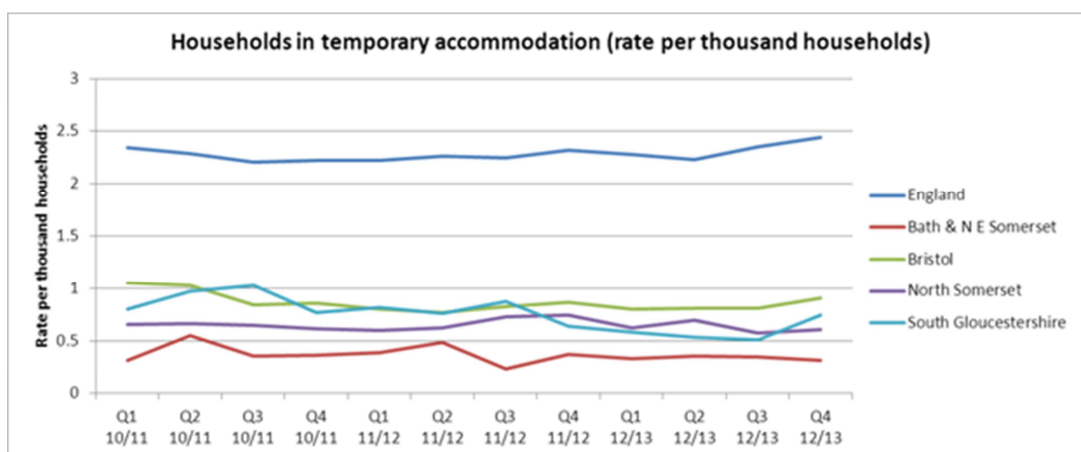
- 3.1. There are no direct financial implications arising from the approval and publication of the Bath and North East Somerset Homelessness Strategy 2014-2018. However, it should be noted that the effective prevention of homelessness has a significant and positive direct financial impact on the Council. This is due to the reduction in the costs associated with preventing homelessness, investigating and assessing statutory homelessness applications and the very significant costs associated with the provision of temporary accommodation.
- 3.2. The priorities of the Strategy should also form a key consideration in the commissioning and allocation of health, social care and wellbeing resources.

### **4. STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1. The Homelessness Act 2002 imposes a duty on local housing authorities, with the assistance of social services, to carry out a homelessness review for their district and to formulate and publish a homelessness strategy based on the results of that review every five years. The homelessness strategy plans to prevent homelessness, have sufficient accommodation and support available for people who are or may become homeless and support to prevent them becoming homeless again.
- 4.2. In accordance with the Homelessness Act, the Homelessness Strategy must include specific actions which the authority expects to be taken by public authorities and which are offered by voluntary and community organisations whose activities are capable of contributing to the achievement of these aims.
- 4.3. The review of homelessness shows that homeless people are at particular risk of negative health outcomes. The strategy will contribute to:
  - Improving health and reducing health inequalities by preventing homelessness and improving outcomes for homeless people.
  - Tackling the effects of troubled childhoods and adolescence by promoting innovative approaches to youth homelessness.
  - Reducing involvement in crime by improving offender access to private rented sector accommodation.
  - Reducing inequalities within the community see 4.5
- 4.4. The Homelessness Strategy proposes a number of enhancements to homelessness prevention and support for the homeless in the light of current evidence and best practice. It follows extensive public and stakeholder engagement, analysis of the impacts of welfare reform on vulnerable people, a current homelessness review and an Equalities Impact Assessment (attached at Appendix 2).
- 4.5. The Equalities Impact Assessment demonstrates that the strategy will have a positive impact on women, disabled people, different age groups, socio-economically disadvantaged and rural communities.

## 5. THE REPORT

- 5.1. The current Homelessness Strategy 2008-2013 has been effective. Since 2008 Homefinder (our private rented sector access scheme) and our supported lodgings access scheme have prevented around 300 families, young people and care leavers from being homeless. The number of homeless applications from 2006 to 2011 decreased by 52% and 60% of homelessness enquiries were resolved with advice provision demonstrating the importance of early intervention.
- 5.2. The rate of homeless households in temporary accommodation is less in Bath and North East Somerset than in other West of England Authorities and nationally. However, since 2008 two new pieces of legislation have been introduced that could have a significant negative impact on households at risk of homelessness. Since October 2012 the rate of households in temporary accommodation has been increasing nationally and in other West of England Authorities.



- 5.3. The Welfare Reform Act 2012 gives people on benefit increased personal responsibility for money management and increased incentives to work. Changes include Universal Credit which is a new single payment for people who are looking for work or on a low income, and changes to benefits including removal of the spare bedroom subsidy.
- 5.4. The Localism Act 2011 provides that social housing is made available to people with greatest housing need. This allows the Council to have greater control over the social housing waiting list (Homesearch) and to use private sector housing as a solution for homeless people. It also allows social landlords to provide flexible tenancies for social housing. New tenants have less security in the first year of tenancies than previously and contraventions can lead to repeat homelessness.
- 5.5. The Joint Strategic Needs Assessment provides an indication of the number of vulnerable or newly vulnerable individuals and families affected by welfare reform. ([www.bathnes.gov.uk/jsna](http://www.bathnes.gov.uk/jsna)) It refers to possible associated risks for this group which include worsening health outcomes, particularly mental ill health, domestic abuse, family breakdown, fuel poverty, debt and homelessness.

- 5.6. Preventing homelessness contributes to the 3 main themes of the Health and Wellbeing Strategy; the Homelessness Strategy contributes to the realisation of the vision set out in the Health and Wellbeing Strategy. (<http://www.bathnes.gov.uk/services/neighbourhoods-and-community-safety/working-partnership/health-and-wellbeing-board>)

Theme 1: by helping people to stay healthy,

Theme 2: improving the quality of their lives

Theme 3: creating fairer life chances.

- 5.7. It reduces the chances of people with associated risks becoming homeless; strengthens partnership working with other statutory agencies; and targets appropriate support to help rebuild lives.
- 5.8. The provisions for homelessness and how well they meet local need were reviewed in 2013. The review found that the two main reasons for becoming homeless in Bath and North East Somerset have stayed the same over time (leaving the home of parents, friends or relatives and loss of private rented accommodation). However, the third main reason for becoming homeless is now domestic violence and/or violence or harassment. Preventing domestic violence is an important element of preventing homelessness.
- 5.9. The new Homelessness Strategy identifies ten local priorities to meet these changes and prevent homelessness more effectively:
- Priority 1 Identify people most at risk of domestic violence and prevent homelessness
  - Priority 2 Improve housing advice and support for people living in rural areas
  - Priority 3 Target mortgage rescue advice and assistance at low income households
  - Priority 4 Target welfare advice at low income households living in social housing
  - Priority 5 Prevent evictions of social housing tenants in the first year of new tenancies
  - Priority 6 Review the distribution and tenant profile of family sized social housing
  - Priority 7 Protect housing standards and conditions in low cost private rented housing
  - Priority 8 Develop access to shared rented housing for single people aged under 35
  - Priority 9 Provide suitable temporary accommodation and stop using Bed & Breakfast
  - Priority 10 Review rough sleeper services and adapt to meet changes in diversity
- 5.10. New government guidance produced in 2012 focuses on preventing all households, regardless of whether they are families, couples, or single people, from reaching a crisis point where they are faced with homelessness. It urges local authorities to focus on widening responsibility

for prevention activities to all services. It challenges local authorities to 'adopt a corporate commitment to prevent homelessness which has buy in across all local authority services' and sets five cross cutting themes:

- Agencies working together to target those at risk of homelessness
- Identifying and tackling the underlying causes of homelessness as part of housing needs assessments by referral to appropriate support
- Local authorities co-coordinating access to services for vulnerable people; multi agency action, case work, agencies responding flexibly
- Increasing access to the private sector; supporting people to remain in private sector tenancies
- A focus on youth homelessness.

5.11. On 18 September 2013 Housing Services presented a report on the Homelessness Strategy to the Health and Wellbeing Board. The Board resolved to endorse the statement contained in the strategy that 'The Health and Wellbeing Board will champion the homelessness agenda in Bath and North East Somerset'. Various comments were made on the strategy and these have been taken into consideration in the revised draft strategy.

5.12. The Homelessness Strategy is therefore a joint high level strategic plan for all services working with or coming in to contact with vulnerable people, troubled families and young people. Through the sponsorship of the Health and Wellbeing Board the intention is that these services will contribute to a delivery plan that is framed around the five cross cutting themes and local priorities and will ultimately lead to the council obtaining the national Gold Standard accreditation for homelessness.

## **6. RATIONALE**

6.1. The Council has a statutory responsibility to produce and publish a Homelessness Strategy based on a homelessness review every five years.

6.2. The Homelessness Strategy takes account of national guidance, local priorities arising from a homelessness review and consultation responses received over the course of several months as the strategy developed.

6.3. A corporate commitment to preventing homelessness is fundamental to achieving the main objectives of the Homelessness Strategy.

## **7. OTHER OPTIONS CONSIDERED**

7.1. It is a statutory duty to produce and publish a Homelessness Strategy based on a homelessness review every five years, and as such, no other options were considered.

## **8. CONSULTATION**

8.1. A programme of extensive consultation has been implemented throughout the development of the Homelessness Strategy. It commenced with initial planning meetings with a wide range of organisations that form the local Homelessness Partnership in early 2013. A Welfare Reform conference was subsequently facilitated by Housing Services and the Homelessness

Partnership in March 2013. The conference enabled key stakeholders to consider local challenges and contribute to forming a Homelessness Strategy.

- 8.2. The draft Homelessness Strategy was approved by the Homelessness Partnership and presented to the Health and Wellbeing Board in September 2013. A formal open public consultation on the draft Homelessness Strategy was endorsed by the Board and launched on 28 September. The consultation together with the draft strategy and evidence base was posted on the council website until 6 November 2013.
- 8.3. Everyone who attended the welfare reform event, homelessness service providers, key local authority service managers and all councillors on the exchange including all parish councillors were invited to contribute to the consultation. Comments from the Board and other respondents led to amendments and improvements in the strategy, for example a greater emphasis on the health impacts of homelessness.
- 8.4. A strategic core group of the Homelessness Partnership met on 7 November to review the amended strategy and their comments have been taken into account in the final version of the strategy that is presented to Cabinet.
- 8.5. The draft Homelessness Strategy was amended following these consultations and the amended version was presented to the Wellbeing Policy Development and Scrutiny Panel on 22 November 2013.

## 9. RISK MANAGEMENT

- 9.1. A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	Sue Wordsworth Planning and Partnership Manager Tel 01225 396050 sue_wordsworth@bathnes.gov.uk
<b>Background papers</b>	None
<b>Please contact the report author if you need to access this report in an alternative format</b>	



# Homelessness Strategy 2014-2018

Preventing homelessness and making every contact count

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This document can be made available in a range of languages, large print, Braille, on tape, electronic and accessible formats from Housing Services, Bath and North East Somerset Council.

Telephone: 01225 396050

Email: [housing@bathnes.gov.uk](mailto:housing@bathnes.gov.uk)

Web: [www.bathnes.gov.uk/housing](http://www.bathnes.gov.uk/housing)

### 1.1 EXECUTIVE SUMMARY

House prices and private rents in Bath and North East Somerset have stayed high despite a national trend for a housing market slowdown. It is an area of high demand for social housing and contains some of the least affordable areas of the country for housing. The local area covers around 20kms of countryside from west to east and is serviced from the city of Bath and the principal towns of Keynsham and Midsomer Norton and Radstock.

The overall stock of social housing has remained broadly the same for the last 10 years and is now around 14% of all housing. It has been estimated that 3,400 new affordable homes are needed between now and 2031 in Bath and North East Somerset to meet the needs of people who can't afford market housing. Our housing delivery programme expects to achieve significant new provision within the next five years; however we cannot rely solely on the delivery and distribution of new housing to resolve the needs of all homeless people.

Demand for private rented accommodation, particularly amongst single people who are homeless or at risk of becoming homeless, greatly outstrips supply. Reforms mean that single people aged 35 or younger will only be entitled to shared accommodation rates of housing benefit so we are anticipating an increased demand for shared housing. Although levels of homelessness have not changed substantially since 2008 when the previous strategy was published there are considerable new challenges for the Council in tackling homelessness.

Areas of south west Bath where the predominant tenure is social housing, rank amongst the most deprived 20% of the country. Domestic abuse is a common cause of homelessness and accounts for the greatest cost to the health care services, making up 22% of the total cost (£3.7 million). Rates of domestic abuse are strongly correlated with socio-economic inequality in Bath and North East Somerset.

National evidence<sup>1</sup> suggests that 8 in 10 single homeless people have one or more physical health condition and 7 in 10 single homeless people have one or more mental health condition. Some of the causes of poor health are more prevalent in the single homeless population: for example, 77% of single homeless people smoke compared to 21% of the general population. As a result of their complex needs, single homeless people disproportionately use acute local health services at a cost four times more than the general population.

In developing this Strategy we consulted with the public, our partners and local stakeholders many of whom have been actively involved in our local Homelessness Partnership, to listen to their views and

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<sup>1</sup> 'Improving The Health Of The Poorest, Fastest': Including Single Homeless People In Your JSNA

concerns and we identified local issues from evidence based information. This has helped us to put together a delivery plan to support the Homelessness Strategy and respond to local needs.

There have been a significant number of achievements since the last Homelessness Strategy. However, with continuing demands and challenging circumstances, much more remains to be done and we are planning ahead and will work in partnership with others who can help deliver solutions. We have prioritised the government's 'Gold Standard' for homelessness prevention and aim to achieve it within the next five years, building on our past success and responding to the impacts of changing housing markets and social and welfare reform.

Our major challenges include:

- Demand for affordable housing currently significantly outstrips supply
- High housing costs both for rent or purchase
- Increased pressures on household incomes
- Meeting the needs of all residents across the whole geographical area
- Meeting the needs of households with complex needs
- Increasing problems in accessing private rented accommodation
- Developing solutions to future funding constraints
- Improving communications, knowledge and managing expectations

During the next five years we plan to strengthen our corporate commitment to prevent homelessness through the influence and scrutiny of the Health and Wellbeing Board. We will work with extended partnerships to tackle the underlying causes of homelessness such as low income and worklessness which affect the most disadvantaged people in our communities. An Equalities Impact Assessment demonstrates that this strategy has the potential to improve the health and wellbeing of vulnerable residents. In particular it is likely to have a positive impact on equalities groups such as women, disabled people, young people and older single homeless people, socio-economically disadvantaged and rural communities.

We plan to build on our successful approach to homelessness prevention, improve pathways into settled accommodation and make a big difference to the health and wellbeing of homeless people.

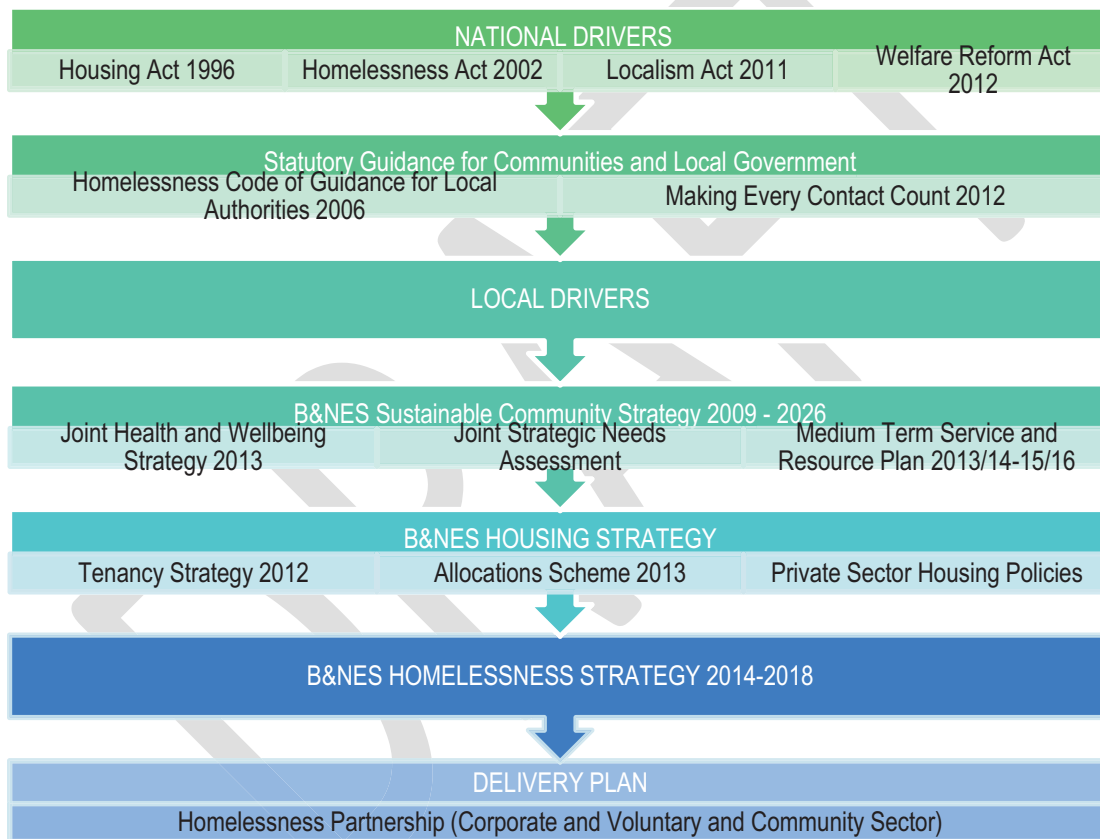
Cabinet Member for Wellbeing

[Date]

## 2 SHARED AIMS AND OBJECTIVES

### 2.1 THE BIG PICTURE

This Homelessness Strategy responds and relates to the Acts of Parliament and statutory guidance that set out the government's intentions for protecting homeless people, preventing homelessness and managing welfare benefits and support. The following diagram shows the main national and local strategies and plans taken into account by this Homelessness Strategy leading to a Delivery Plan that is implemented and monitored by the Homelessness Partnership:



### 2.2 NATIONAL DRIVERS

Since the **Homelessness Act 2002** the Council must have a Homelessness Strategy in place that sets out how it plans to prevent homelessness and make sure that there is sufficient accommodation and support for homeless people or anyone who is at risk of becoming homeless. The Council also has a range of duties to people who are homeless, and this includes advice and assistance and the provision of temporary accommodation. The main housing duty is to accommodate those who are unintentionally homeless and in priority need.

**The Homelessness Code of Guidance** explains how the Act should be implemented. In practice it is a guide that tells the Council how to review the effectiveness of its homelessness provisions and produce a new strategy every five years. It states the requirement that all organisations, within all sectors, whose work can help to prevent homelessness and/or meet the needs of homeless people in their district must be involved in the development of the strategy.

**Making Every Contact Count 2012** is the government's most recent report on preventing homelessness. It expresses how the government expects all local services to work together locally to make every contact with a homeless person count and to target funding and resources on early intervention initiatives for groups most at risk of homelessness. It contains five cross cutting themes and introduces an accreditation for council homelessness services called the Gold Standard which underpin the Delivery Plan for this Homelessness Strategy.

The government's vision statement:

*'There is no place for homelessness in the 21st Century. The key to delivering that vision is prevention - agencies working together to support those at risk of homelessness.'*

Cross cutting themes:

- Agencies working together to target those at risk of homelessness
- Identifying and tackling the underlying causes of homelessness as part of housing needs assessments by referral to appropriate support
- Local authorities coordinating access to services for vulnerable people; multi agency action, case work, agencies responding flexibly
- Increasing access to the private sector; supporting people to remain in private sector tenancies
- A focus on youth homelessness.

**The Localism Act 2011** includes measures for ensuring that social housing is made available to people with greatest housing need by enabling flexible tenancies for social housing and changes to securing accommodation for homeless people. It meant that local authorities had to consider increasing mobility within the social housing sector by introducing these new flexibilities within their local context and formulate a Tenancy Strategy as a framework for registered providers of social housing in the area.

**The Welfare Reform Act 2012** is the governments' legislative framework for the biggest change to the welfare system for over 60 years. The intention of the Act is to give people on benefit increased personal responsibility for money management and improved incentives to work. Changes include Universal Credit which is a new single payment for people who are looking for work or on a low income and changes to rates of Housing Benefit such as a shared accommodation rates for single people aged 34 and under and cuts for working age social housing tenants with spare bedrooms.

## 2.3 LOCAL DRIVERS

**The B&NES Joint Strategic Needs Assessment** is the Council's live research and evidence base for local facts and intelligence for the area and includes data from the 2013 review of homelessness. It helps elected members, council officers and service providers understand and identify local priorities and to target services and understand how decisions impact on different communities in different ways. It establishes evidence that the prevention of homelessness through a raft of early interventions will reduce the risks of a wide range of negative health outcomes that are commonly experienced by homeless people and families.

**The B&NES Health and Wellbeing Strategy 2013** provides the big picture about current and future health and wellbeing needs of residents of Bath and North East Somerset. The **Health and Wellbeing Board** connects work with schools, local commissioners, including the Police and Clinical Commissioning Group and local delivery partners. Its objective is to narrow the health and inequalities gap between different geographical areas, communities, social and economic groups in the local population by improving the lives of those worst affected and champion the priority themes:

- Helping people to stay healthy
- Improving the quality of people's lives
- Creating fairer life chances

**The B&NES Medium Term Service and Resource Plan (MTRSP) 2013/14-15/16** includes savings from the Supporting People and Communities budget, which incorporates work on homelessness. In the short term the Council's reserves and commercial sources of income, together with its long term financial plans and efficiencies, put it in a relatively strong position. There are also key demographic changes, with a projected 40% increase in the older population by 2026 creating a significant additional financial pressure and an increase of the entire population of 12% by the same date.

In this context, the Council is faced with meeting increasing levels of need with shrinking resources. This means the focus of the money available will be on the most vulnerable groups of people to support their independence and wellbeing and delaying or eliminating the need for more acute, higher cost services. Services commissioned from community and independent sector organisations will reflect this principle, with higher access thresholds being applied. Since planning to meet the requirements of the MTRSP, Central Government has published its Spending Review for 2015/16, the full implications of which are yet to be fully assessed by the Council.

**Supporting People and Communities (SP&C)** has implemented theme-based sector reviews with the intention of finding the required savings through a strategic approach rather than a top-slicing exercise, minimising wherever possible the impact on service users. Commissioned services were looked at within the following groupings:

- Advice, Information & Advocacy

- Housing related support
- Community Services
- Day Services

Using data on performance, utilisation and demand, feedback from providers and stakeholders (including service users) and intelligence on duplication of provision, the reviews have inform the development of commissioning plans for 2014/15 onwards [Sector Review Outcomes](#). SP&C will continue to focus on prevention and early intervention as the cost benefit of this approach has been clearly evidenced ( '[The Cost Benefit of Housing Related Support in Bath and North East Somerset. Sitra 2011](#)'). Services commissioned will provide quality and choice, they will work in partnership, be person centred, outcome focused, accessible, and promote independence. They will, necessarily, be targeted at the most vulnerable groups of people.

## 2.4 LOCAL HOUSING STRATEGY

**The B&NES Housing and Wellbeing Strategy 2010-2015** aims to improve the supply, distribution and access to affordable housing and is structured around these three themes: more housing, better housing and healthy lives. It sets out priorities that include working in partnership with selected social housing providers to maximise opportunity for building new affordable homes and supporting private sector landlords to bring empty homes back into use and protect housing standards and conditions particularly in houses in multiple occupation.

**The B&NES Tenancy Strategy 2012** was developed from an evidence base that demonstrated the high demand for social housing in this area and how supply could be improved by encouraging the new flexibilities. The framework explains why and under which circumstances private sector tenancies may be used to accommodate homeless households and social sector tenancies will be allocated for fixed term rather than as a home for life. As a result, most local social housing for non-retirement age households is now let on one year introductory or starter tenancy followed by a minimum five year fixed term tenancy. Landlords will be able to review the tenant's housing need at the end of a fixed term period and decide whether or not to continue the tenancy depending on the circumstances of the tenant and housing demand at that time.

**The B&NES Allocation Scheme 2013** is the way that social housing is allocated within the area. The Scheme was reviewed in the light of recent government guidance and now restricts access to local social housing to means tested households that pass a residency test about their local connection with Bath and North East Somerset area. Housing applicants, including current social housing tenants wanting to move house, must actively search and bid for properties. The scheme gives priority to applicants depending on their housing needs and medical and welfare requirements. Priority is given to homeless households, those leaving the armed forces and social housing tenants who need to downsize.



**The B&NES Homelessness Partnership** is a group of agencies that contribute to the development and delivery of Bath and North East Somerset Council's Homelessness Strategy. Membership includes the Council's Housing Services, registered providers, commissioned homelessness and advice service providers, police and voluntary and community sector agencies. The Partnership holds networking events, champions homelessness initiatives and monitors the Delivery Plan which is set out at the end of this Homelessness Strategy.

## 2.5 CONSULTATION

Consultation has been extensive and includes strategy development meetings with the wide range of organisations that form the Homelessness Partnership, a consultation event held in March 2013 that enabled key stakeholders to consider local challenges and contribute to forming local priorities and an open public consultation on these priorities.

### Welfare Reform Conference

At the consultation event we were asked for practical solutions to support people to manage with less money, better communications and 'smarter' provision of services. There was a desire to join up to share consistent messages and resources and to develop a more strategic approach linking up all stakeholders.

### Open Public Consultation

The online consultation asked for responses to the draft version of the Homelessness Strategy. All respondents agreed that the strategy and delivery plan were clear and the majority of respondents agreed with the local priorities. Additional comments and responses have helped to refine the strategy:

*"I have concerns about the mental and physical ill health of homeless people."*

The Health and Wellbeing Board oversees how health services are provided in Bath and North East Somerset. It has agreed to champion this homelessness strategy which will help to ensure that the health needs of the whole community including homeless people are always carefully considered.

*"Look at what empty properties and land you have to provide cheap housing for homeless"*

Owners of long term empty properties are directly approached with help, support and sanctions to encourage them to bring empty homes back into use and we have a dedicated website [No Use Empty](#). Through our partnership with social enterprises, Clean Slate Training and Employment and Developing Health and Independence Charity, homeless people have gained employment experience and helped renovate empty properties.

*“I think you should prioritise the needs of local people leaving military service, have practical help for older people to downsize... and have a policy to help troubled families get rehoused locally whenever possible.”*

Our Allocation Scheme sets out how social housing is fairly distributed and how housing applications are assessed and prioritised. Priority can be given on grounds of medical, welfare or hardship and special arrangements are in place for people leaving the armed forces and to assist downsizers.

*“We need more rural outreach the strategy should take into account the needs of people in rural areas, considering how difficult for them is to access services in Bath.”*

We recognise that this is an area for improvement and have identified it as a local priority. Homelessness can happen wherever you live and it is very important that everyone has access to good advice and prevention services.

*“We need council and third sector resources to hold families with teenagers together, and more help with substance abuse as alcohol and ketamine cause many young people to become temporarily homeless.”*

There are many interventions such as a Family Mediation Scheme, emergency ‘Crash Pads’ and supported lodgings already in place for young people. Reducing substance misuse is a priority theme within the Children and Young People Plan and will contribute to the prevention of youth homelessness.

*“There appear to be a growing number of beggars on the streets of Bath - some clearly have addiction/mental Health issues.”*

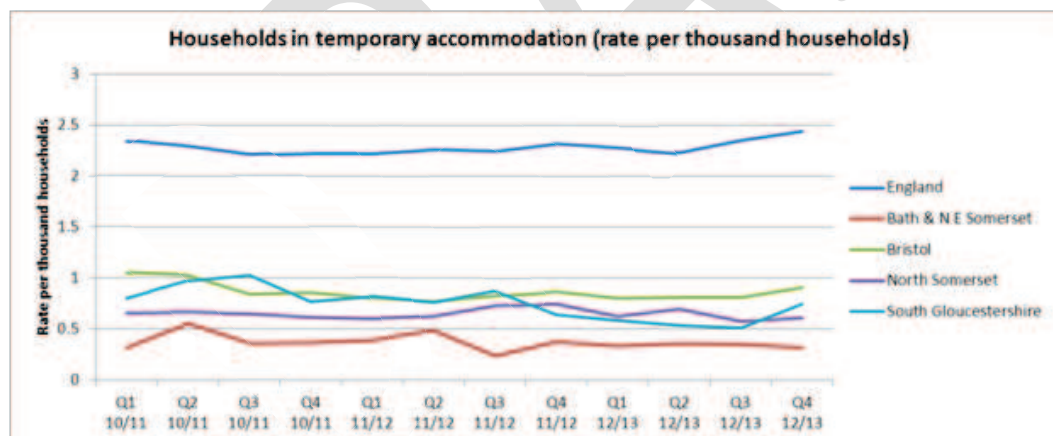
We know that the numbers of rough sleepers is increasing and we have identified that finding out more about how to meet the needs of men and women who are street homeless as a local priority. Service providers are already meeting with the council to tackle the causes of rough sleeping and forming plans to reduce begging and be even more pro-active about getting people into settled and sustainable lives.

## 3.1 MAKING A DIFFERENCE 2008-2013

The Homelessness Strategy 2008-2013 set out strategic priorities to improve information and understand housing need better, for partnerships to prevent homelessness more efficiently and to broaden the range of housing options for homeless people. During the five years that the strategy was implemented there were some significant changes and achievements in the way homelessness services responded to the needs of service users:

**Improving information.** Housing and Mental Health Commissioners pooled resources to fund a specialist mental health worker to provide housing advice. The Housing Support Gateway has improved access to supported housing by facilitating a single application approach and improving partnerships. Julian House created a reporting line and website so that local residents can ask them to make contact with and provide support for rough sleepers throughout the district.

**Preventing homelessness.** The number of homeless applications from 2007 to 2011 decreased by 52% and more than half (60%) of homelessness enquires to the Council were resolved by housing advice that prevented homelessness. The rate of homeless households in temporary accommodation was halved in 2010 and is currently lower in Bath and North East Somerset than in the three other West of England housing authorities and nationally:

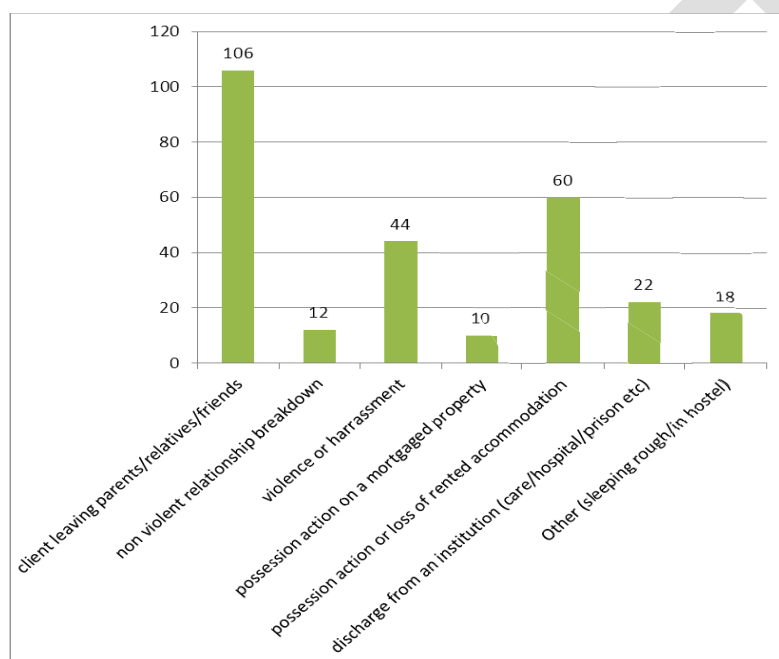


**Housing options.** Since 2008 our private rented sector access scheme, Homefinder, and the Supported Lodgings Scheme prevented around 300 families, young people and care leavers from being homeless. A new family mediation service was commissioned to support families and young people to find safe and practical housing options and plan pathways to independence. The innovative Supported Lodgings Scheme means that young people and care leavers can live in a supportive home until they are ready to move on into other housing options.

### 3.2 LOOKING AHEAD TO 2014-2018

Homelessness services and support were reviewed in 2013 and findings were fed into the Council's Joint Strategic Needs Assessment (JSNA) which is a 'live' document on the Council's website. In the three years from 2010 - 2013, 272 families and single people were homeless and entitled to a 'main housing duty' which means that the Council had to make sure that they were provided with settled housing. These households became homeless for a variety of reasons, the main three are leaving the home of parents/relatives or friends, loss of a rented accommodation and violence or harassment.

#### Main reasons for Homelessness April 2010 – April 2013



Only homeless people with a 'priority need' are entitled to the 'main housing duty'. The three main reasons for having priority need amongst those entitled to the main housing duty were having dependent children or being pregnant, having a mental or physical disability and being a young person aged 16 or 17 or a care leaver.

The Joint Strategic Needs Assessment also includes an impact assessment of welfare reform [JSNA Welfare Reform](#). It indicates that the number of people affected could include around 11000 Council Tax Support recipients and 770 under occupying Housing Benefit recipients. Associated risks for this group include worsening health outcomes, particularly mental ill health, domestic abuse, family breakdown, fuel poverty, debt and homelessness. Ten local priorities have been identified for the next five years of the Homelessness Strategy emerging from the review and JSNA.

## **PRIORITY 1 IDENTIFY PEOPLE MOST AT RISK OF DOMESTIC VIOLENCE AND PREVENT HOMELESSNESS**

Domestic violence is the third most common reason for women with children becoming homeless.

**Southside** is a charity that works with children and families with multiple and complex difficulties in Bath and North East Somerset, to help them get the care and support they need. 90% of victims of domestic violence reported to Southside are social housing tenants and reported incidence of domestic violence is increasing. (From July 2009 to June 2012 the number of referrals to Southside have increased by 41%).

[JSNA Domestic Abuse](#)

## **PRIORITY 2 IMPROVE HOUSING ADVICE AND SUPPORT FOR PEOPLE LIVING IN RURAL AREAS**

Around 14% of Bath and North East Somerset residents live in dispersed rural areas. The cost and difficulties of accessing centralised services is a particular problem for older people, families with young children and young people. Between 8-18% of low income households live in areas outside of the market towns and Bath city and it is likely that these populations will experience similar risks to those living in larger, more deprived communities. [JSNA Rural Areas](#)

## **PRIORITY 3 TARGET MORTGAGE RESCUE ADVICE AND ASSISTANCE AT LOW INCOME HOUSEHOLDS**

32% of the resident population own their homes with mortgages or shared ownership. We are seeing gradual increases in rates of mortgage repossession locally and risks are greatest for owner occupiers with lower incomes and with less employment security. Typically, these mortgagors will have less or no capital resources and will risk becoming homeless without good advice and assistance that helps them to keep their home. [JSNA House Prices and Tenure](#)

## **PRIORITY 4 TARGET WELFARE ADVICE AT LOW INCOME HOUSEHOLDS LIVING IN SOCIAL HOUSING**

Bath and North East Somerset is a popular place to live and most people who live here enjoy a good standard of living. Within the area, however, are distinct geographical locations where high densities of social housing correspond with multiple deprivations ranking amongst the worst 20% in the country. Two in every three social housing tenants are in receipt of either full or part Housing Benefit. Under welfare reforms, Housing Benefit payments will be rolled into a single Universal Credit payment for recipients to manage. [JSNA Socio-Economic Inequality](#)

## **PRIORITY 5 PREVENT EVICTIONS OF SOCIAL HOUSING TENANTS IN THE FIRST YEAR OF NEW TENANCIES**

44 households have been evicted from Curo tenancies in the previous 3 years (April 2010-March 2013). Last year, the rate of evictions from Curo tenancies doubled (22). Social housing is let intensively to those with greatest housing needs. New working age tenants have less security of tenure as the pattern is for them to have an initial one year starter tenancy followed by a fixed term tenancy reviewed at the end of 5 years. There are signs that the impact of these changes could increase the number of failing social housing tenancies and 'revolving door' homelessness. [JSNA Homelessness](#)

## **PRIORITY 6 REVIEW THE DISTRIBUTION AND TENANT PROFILE OF FAMILY SIZED SOCIAL HOUSING**

The resident population in B&NES is getting older and, since 2001 the greatest increases in the ageing population are within the very old (23% increase in age 85+). The age profile of social housing tenants is significantly older than nationally (50% of social rented sector tenants are retirement age compared to 31% nationally). However the demand for social housing is greatest from working age population (90% of households on the Housing Register). The supply of family sized social rented housing is not meeting demand (61% of average annual lettings are 2+ bed homes). We must have a good understanding of how to meet the housing aspirations of older social housing residents so that they can live safely, well and with independence and to free up family sized social housing. [JSNA Aging Population](#)

## **PRIORITY 7 PROTECT HOUSING STANDARDS AND CONDITIONS IN LOW COST PRIVATE RENTED HOUSING**

There has been no significant expansion in the provision of social housing locally and the number of private rented sector tenancies has been increasing and is now 18% of all housing in the area. 9.5% of private residential buildings in Bath & North East Somerset are Houses in Multiple Occupation. The allocation of social housing is targeted at those with greatest statutory housing need, including people to whom there is a 'main housing duty'. We can expect that the demand for lower cost private rented housing might increase amongst those with non-statutory housing needs and that people with lower incomes will be seeking lower cost housing in lower cost areas where landlords are willing to let to Housing Benefit recipients. 34% of private sector tenants are considered to be vulnerable households in 'non decent homes'. [JSNA House Conditions](#)

## **PRIORITY 8 DEVELOP ACCESS TO SHARED RENTED HOUSING FOR SINGLE PEOPLE AGED UNDER 35**

Young people are at particular risk of homelessness and 50% of homelessness applications in Bath and North East Somerset are from people aged under 25. Young people are newly independent and relatively inexperienced at managing household expenses or finding and keeping a roof over their heads. Changes to Housing Benefit mean that most young people will only be entitled to shared housing rates until the age of 35. Failure to find and keep shared housing may increase the number of homeless young people. [JSNA Children and Young People](#)

## **PRIORITY 9 PROVIDE SUITABLE TEMPORARY ACCOMMODATION AND STOP USING BED & BREAKFAST**

The combination of early and effective homelessness prevention services and provision of a range of good quality suitable temporary accommodation means that we have only placed 16 households, of which 4 are young people in B&B each year since 2010 (annual average 2010 -2013). Although we try to avoid the use of B&B it can sometimes be used for people with complex needs. 13 households (2 families, 3 young people and 8 singles aged 25+) have spent longer than 6 weeks in B&B. We accept that living in B&B is not a good option for families with children, young people or those with a mental or physical disability. [JSNA Homelessness](#)

## **PRIORITY 10 REVIEW ROUGH SLEEPER SERVICES AND ADAPT TO MEET CHANGES IN DIVERSITY**

Demand for the Nightshelter and associated services for rough sleepers are high. The total number of people using B&NES Nightshelter is increasing every year and doubled from 2011/12 (75) to 2012/13 (146). Only a small proportion of service users are women however the number of women using the service trebled from 2011/12 (9) to 2012/13 (27). Around 60 % of service users are aged 36 or older. More than half of new service users come from other areas and the percentage of out of area service users is increasing every year. [JSNA Homelessness](#)

The Delivery Plan is focused on making an impact on the ten local priorities and working towards achieving the [Gold Standard administered by the National Practitioner Support Service](#).

Gold Standard Objectives:

1. To adopt a corporate commitment to prevent homelessness which has buy in across all local authority services
2. To actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
3. To offer a Housing Options prevention service to all clients including written advice
4. To adopt a No Second Night Out model or an effective local alternative
5. To have housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support
6. To develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord
7. To actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme
8. To have a homelessness strategy which sets out a proactive approach to preventing homelessness, reviewed annually to be responsive to emerging needs
9. To not place any young person aged 16 or 17 in Bed and Breakfast accommodation
10. To not place any families in Bed and Breakfast accommodation unless in an emergency and for no longer than 6 weeks



<b>PRIORITY</b>	<b>Gold Standard Measure</b>	<b>Who will do it</b>	<b>Outcome</b>
<b>Priority 1 Identify people most at risk of domestic violence and prevent homelessness</b>	1 Corporate	Health and Wellbeing Board Homelessness Partnership	Victims of domestic violence have access to advice and homelessness interventions.
<b>Priority 2 Improve housing advice and support for people living in rural areas</b>	2 SEET needs 3 Options	Economic and Community Development Policy Development and Scrutiny Panel Homelessness Partnership JCP/ VCS Training and Education Providers Registered Social Landlords	Low income and workless have access to good quality education, volunteering and employment opportunities and needs are included in corporate Economic Strategy.  People with mental or physical difficulty get positive message about getting into work.
<b>Priority 3 Target mortgage rescue advice and assistance at low income households</b>	7 MR Scheme	Supporting People and Communities	Low income mortgagors have access to advice and interventions.
<b>Priority 4 Target welfare advice at low income households living in social housing</b>	2 SEET needs	Supporting People and Communities Homelessness Partnership Housing Services	Low income social housing tenants have access to advice and interventions.  Single people as well as families in need are given a comprehensive prevention service, steps to improve the service through Peer-led Practitioner Prevention Partnership developed by the National Homelessness Advice Service.
<b>Priority 5 Prevent evictions of social housing tenants in the first year of new tenancies</b>	2 SEET needs	Registered Providers (Curo) Housing Services	New social housing tenants have access to first year tenancy advice and interventions. Pre-eviction protocols reviewed. Homesearch applicants have access to Enhanced Housing Options Services

<b>Priority 6 Review the distribution and tenant profile of family sized social housing</b>	5 Pathways	Registered Providers (Curo) Housing Services	Family sized and retirement social housing mapped and gapped. Older people's housing aspirations understood.
<b>Priority 7 Protect housing standards and conditions in low cost private rented housing</b>	5 Pathways 6 PRS Offer	Housing Services Private rented sector landlords and lettings agencies	Private rented housing is well managed and incentives are in place to encourage landlords to let to low income households.
<b>Priority 8 Develop access to shared rented housing for single people aged under 35</b>	5 Pathways 6 PRS Offer	Housing Services Supporting People and Communities Private rented sector landlords and lettings agencies	Young people aged under 35 have access to good quality shared housing.
<b>Priority 9 Provide suitable temporary accommodation and stop using Bed &amp; Breakfast</b>	9 B&B young people 10 B&B	Lead agencies for delivering local initiatives and accommodation pathways in relation to young people, ex-offenders and people with drug, alcohol mental health needs	Accommodation needs of locally targeted offenders met by having clear processes in place (using the published Integrated Offender Management key principles to set out the advantages of a wide partnership involvement).  Accommodation needs of homeless people met by improving hospital admission and discharge (Improving Hospital Admissions and Discharge for People who are Homeless 2012, a joint report from Homeless Link and St Mungos. Commissioned by the Department of Health)
<b>Priority 10 Review rough sleeper services and adapt to meet changes in diversity</b>	4 NSNO model	Local Authority and VCS Senior Managers managing services that come into contact with homeless Homelessness Partnership	Rough sleepers are sign posted to services and all services make every contact count.  Diversity (particularly of women and older homeless) and out of area needs mapped and gapped.

**Equality Impact Assessment / Equality Analysis**

<b>Title of service or policy</b>	Homelessness Strategy 2014-2018
<b>Name of directorate and service</b>	Adult Social Care, Health and Housing Housing Services
<b>Name and role of officers completing the EIA</b>	Mike Chedzoy: Housing Options and Homelessness Manager Sue Wordsworth: Planning and Partnership Manager Amanda Taylor: Homelessness Review and Policy Officer
<b>Date of assessment</b>	October 2013

Equality Impact Assessment (or 'Equality Analysis') is a process of systematically analysing a new or existing policy or service to identify what impact or likely impact it will have on different groups within the community. The primary concern is to identify any discriminatory or negative consequences for a particular group or sector of the community. Equality impact Assessments (EIAs) can be carried out in relation to service delivery as well as employment policies and strategies.

1.	Identify the aims of the policy or service and how it is implemented.	
	Key questions	Answers / Notes
1.1	Briefly describe purpose of the service/policy including <ul style="list-style-type: none"> <li>● How the service/policy is delivered and by whom</li> <li>● If responsibility for its implementation is shared with other departments or organisations</li> <li>● Intended outcomes</li> </ul>	The Homelessness Strategy prevents homelessness and protects vulnerable homeless people by <ul style="list-style-type: none"> <li>● mainstreaming homelessness prevention across council and key partnership services</li> <li>● tackling local priorities</li> <li>● performance targets leading to the government's Gold Standard for Homelessness Prevention.</li> </ul> Homelessness prevention services are delivered by the council's Housing Options and Homelessness Team and many other service providers and third sector organisations who are members of the Homelessness Partnership.
1.2	Provide brief details of the scope of the policy or service being reviewed, for example: <ul style="list-style-type: none"> <li>● Is it a new service/policy or review of an existing one?</li> <li>● Is it a national requirement?).</li> <li>● How much room for review is there?</li> </ul>	Homelessness Prevention Services have been in place since the Homelessness Act 2002 made it a national requirement that all housing authorities to have a homelessness strategy based on a 5 yearly review of all forms of homelessness in their district.  The 5 yearly review was carried out in 2013. Ten local homelessness prevention priorities were identified:  Priority 1 Identify those most at risk of domestic violence and enable early interventions to prevent homelessness  Priority 2 Improve housing advice, information and support for people living in rural areas  Priority 3 Target mortgage rescue advice and assistance at low income households.  Priority 4 Target welfare and money management advice at low income households living in social housing.

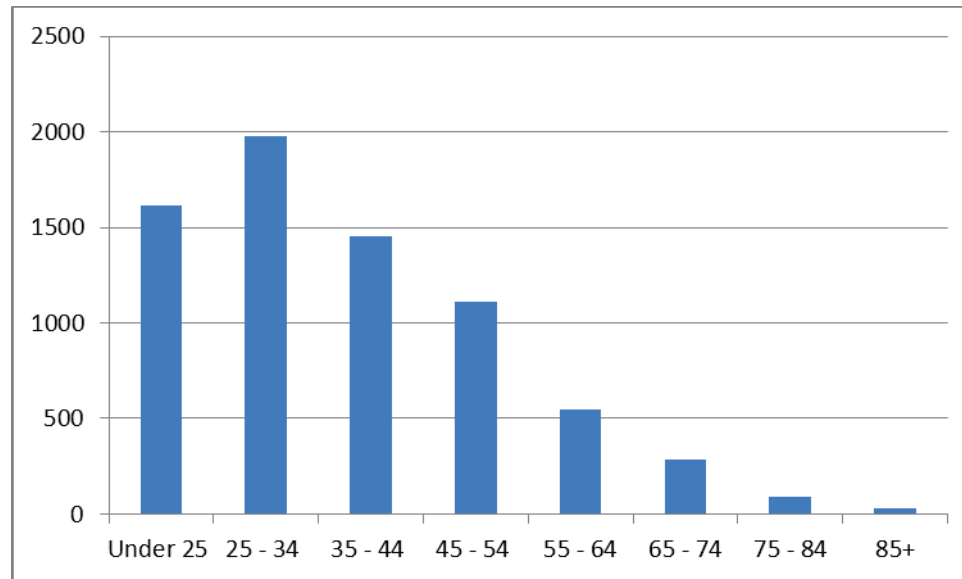
		<p>Priority 5 Prevent evictions of social housing tenants by reviewing pre-eviction protocols and ensuring adequate support in the first year of new tenancies.</p> <p>Priority 6 Review the housing aspirations of older social housing residents to enable safe and independent living and potential for freeing up family sized social housing.</p> <p>Priority 7 Protect housing standards and conditions in low cost private rented housing.</p> <p>Priority 8 Develop private sector access schemes to facilitate shared rented housing for single people aged under 35.</p> <p>Priority 9 Provide suitable temporary accommodation and stop using Bed &amp; Breakfast except in emergencies and then for less than 6 weeks.</p> <p>Priority 10 Review the housing needs of women and older rough sleepers, rough sleepers with no local connection and people with complex needs and improve their accommodation pathways and options.</p>
1.3	Do the aims of this policy link to or conflict with any other policies of the Council?	<p>The Homelessness Strategy links to:</p> <p>Sustainable Community Strategy 2009-26</p> <p>Joint Health and Wellbeing Strategy 2013</p> <p>Housing and Wellbeing Strategy 2010-15</p> <p>Tenancy Strategy 2012</p> <p>Allocations Scheme 2013</p> <p>This Homelessness Strategy will directly contribute to the Health and Wellbeing Board's priority themes:</p> <ul style="list-style-type: none"> <li>• Helping people to stay healthy</li> <li>• Improving the quality of people's lives</li> <li>• Creating fairer life chances</li> </ul>

## 2. Consideration of available data, research and information

Monitoring data and other information should be used to help you analyse whether you are delivering a fair and equal service. Please consider the availability of the following as potential sources:

- **Demographic** data and other statistics, including census findings
- Recent **research** findings (local and national)
- Results from **consultation or engagement** you have undertaken
- Service user **monitoring data** (including ethnicity, gender, disability, religion/belief, sexual orientation and age)
- Information from **relevant groups** or agencies, for example trade unions and voluntary/community organisations
- Analysis of records of enquiries about your service, or **complaints** or **compliments** about them
- Recommendations of **external inspections** or audit reports

	Key questions	Data, research and information that you can refer to
2.1	What is the equalities profile of the team delivering the service/policy?	Homelessness prevention services are delivered by several provider organisations whose equalities profile is not known.  The equalities profile of B&NES housing services is broadly similar to the equalities profile of B&NES population. (With the exception of gender likely to be caused by higher rates of part time women housing officers).
2.2	What equalities training have staff received?	Housing officers must attend corporate Equalities Training or be trained in Equalities at appropriate level. Equalities training must be updated every 3 years.
2.3	What is the equalities profile of service users?	Equalities profile main applicant seeking homelessness prevention advice (Council Services) October 2007-October 2013  Sex: 55% Female 45% Male Disability: 18% Disability Age:



Ethnicity:

Prefer not to say/unavailable	175
Asian - Pakistani	3
Asian - Bangladeshi	35
Asian - Indian	20
Asian - Other	46
Black - African	61
Black - Caribbean	65
Black - Other	51
Chinese	10
Dual Heritage - Asian	16

		<table border="1"> <tbody> <tr> <td>Dual Heritage - Black African</td> <td>22</td> </tr> <tr> <td>Dual Heritage - Black Caribbean</td> <td>61</td> </tr> <tr> <td>Dual Heritage - Chinese</td> <td>2</td> </tr> <tr> <td>Dual Heritage - Other</td> <td>32</td> </tr> <tr> <td>Dual Heritage - White</td> <td>15</td> </tr> <tr> <td>Eastern European</td> <td>38</td> </tr> <tr> <td>Gypsy/Irish Traveller</td> <td>8</td> </tr> <tr> <td>Other</td> <td>48</td> </tr> <tr> <td>South East Asian</td> <td>12</td> </tr> <tr> <td>White - British</td> <td>6104</td> </tr> <tr> <td>White - Irish</td> <td>39</td> </tr> <tr> <td>White - Other</td> <td>273</td> </tr> </tbody> </table>	Dual Heritage - Black African	22	Dual Heritage - Black Caribbean	61	Dual Heritage - Chinese	2	Dual Heritage - Other	32	Dual Heritage - White	15	Eastern European	38	Gypsy/Irish Traveller	8	Other	48	South East Asian	12	White - British	6104	White - Irish	39	White - Other	273
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2.4	What other data do you have in terms of service users or staff? (e.g results of customer satisfaction surveys, consultation findings). Are there any gaps?	<p><b>Young People:</b> Leaving the home of parents, friends or relatives is the <b>main reason for homelessness</b> locally. The resident population has increased by 4% since 2001 and a significant proportion is young adults aged 15-24, many of them students (17% compared to 13% nationally).</p> <p><b>Older People:</b> The age profile of social housing tenants is significantly <b>older than nationally</b> (50% of social rented sector tenants are retirement age compared to 31% nationally). However the demand for social housing is greatest from working age population (90% of households on the Housing Register).</p> <p><b>Social housing tenants:</b> Within the area, however, are distinct geographical locations where there are high densities of social housing and greatest likelihood of <b>multiple deprivations</b>. Two in every three social housing tenants are in receipt of either full or part <b>Housing Benefit</b> for housing costs. The <b>age profile</b> of social housing tenants is significantly <b>older</b> than nationally (50% of social rented sector tenants are retirement age compared to 31% nationally).</p> <p><b>Women:</b> Only a small proportion of nightshelter service users are women however the number of women using the service trebled from 2011/12 (9) to 2012/13 (27). <b>Domestic violence ...is the third most common reason for becoming statutorily homeless</b> amongst people who have a</p>																								



		<p>priority need for housing.</p> <p><b>Rough Sleepers:</b> Demand for the nightshelter and associated services for rough sleepers are high. The total <b>number of service users is increasing every year</b> and doubled from 2011/12 (75) to 2012/13 (146). Rough sleepers characteristically have mental and/or physical ill health. Around 60 % of nightshelter service users are aged 36 or older.</p>
2.5	<p>What engagement or consultation has been undertaken as part of this EIA and with whom? What were the results?</p>	<p>A programme of extensive consultation has been implemented throughout the development of the Draft Homelessness Strategy. It commenced with initial planning meetings with a wide range of organisations that form the local Homelessness Partnership in early 2013. A Welfare Reform conference was subsequently facilitated by Housing Services and the Homelessness Partnership in March 2013. The conference enabled key stakeholders to consider local challenges and contribute to forming a draft Homelessness Strategy.</p> <p>The draft Homelessness Strategy was approved by the Homelessness Partnership and presented to the Health and Wellbeing Board in September 2013. A formal open public consultation on the draft Homelessness Strategy was endorsed by the Board and launched on 28 September running until 6 November 2013. The consultation together with the draft strategy and evidence base was posted on the council website.</p> <p>Everyone who attended the welfare reform event, homelessness service providers, key local authority service managers all councillors on the exchange and all parish councillors were invited to contribute to the consultation. Comments from the Board and other respondents led to amendments and improvements in the strategy, for example a greater emphasis on the health impacts of homelessness.</p> <p>A strategic core group of the Homelessness Partnership met on 7 November to review the amended strategy and their comments have been taken into account in the final version of the strategy that is presented to Cabinet.</p>
2.6	<p>If you are planning to undertake any consultation in the future regarding this service or policy, how will you include equalities considerations within this?</p>	<p>None planned</p>
<p><b>3. Assessment of impact: 'Equality analysis'</b></p>		

	Based upon any data you have considered, or the results of consultation or research, use the spaces below to demonstrate you have analysed how the service or policy: <ul style="list-style-type: none"> <li>• Meets any particular needs of equalities groups or helps promote equality in some way.</li> <li>• Could have a negative or adverse impact for any of the equalities groups</li> </ul>		
		What steps have been or could be taken to address the negative/adverse impacts	Examples of actual or potential negative or adverse impact
3.1	<b>Gender</b> – identify the impact/potential impact of the policy on women and men.	<p>Priority 10 Review the housing needs of women ... rough sleepers, ...</p> <p>Priority 1 Identify those most at risk of domestic violence and enable early interventions to prevent homelessness</p>	<p>Potential adverse impact if nightshelter services are not tailored to meet women’s specific needs.</p> <p>Potential adverse impact if domestic violence preventative services are not in place.</p>
3.2	<b>Pregnancy and maternity</b>		No adverse impact
3.3	<b>Transgender</b> – – identify the impact/potential impact of the policy on transgender people		No adverse impact
3.4	<b>Disability</b> - identify the impact/potential impact of the policy on disabled people (ensure consideration both physical and mental impairments)	<p>Priority 10 Review the housing needs of ...rough sleepers with ...complex needs and improve their accommodation pathways and options.</p> <p>Review pathways into employment for people with mental or physical disability</p>	Potential adverse impact if rough sleepers fail to access health and employment services.
3.5	<b>Age</b> – identify the impact/potential impact of the policy on different age groups	<p>Priority 8 Develop private sector access schemes to facilitate shared rented housing for single people aged under 35.</p> <p>Prevent youth homelessness by producing an evidence-based document which sets out</p>	<p>Potential adverse impact on Housing Benefit claimants aged 34 and under (entitled to shared accommodation rates).</p> <p>Potential adverse impact on older social housing tenants if housing needs are unmet.</p>

		<p>effective local approaches</p> <p>Priority 6 Review the housing aspirations of older social housing residents to enable safe and independent living ...</p> <p>Priority 10 Review the housing needs of ... older rough sleepers...and improve their accommodation pathways and options.</p>	Potential adverse impact on older rough sleepers if housing and other needs are unmet.
3.6	<b>Race</b> – identify the impact/potential impact on different black and minority ethnic groups		No adverse impact
3.6	<b>Sexual orientation</b> - identify the impact/potential impact of the policy on lesbians, gay, bisexual & heterosexual people		No adverse impact
3.7	<b>Marriage and civil partnership</b> – does the policy/strategy treat married and civil partnered people equally?		No adverse impact
3.8	<b>Religion/belief</b> – identify the impact/potential impact of the policy on people of different religious/faith groups and also upon those with no religion.		No adverse impact
3.9	<b>Socio-economically disadvantaged</b> – identify the impact on people who are disadvantaged due to factors like family background, educational attainment, neighbourhood, employment status can influence life chances	<p>Priority 3 Target mortgage rescue advice and assistance at low income households.</p> <p>Priority 4 Target welfare and money management advice at low income households living in social housing.</p> <p>Priority 5 Prevent evictions of social housing tenants by reviewing pre-eviction protocols and ensuring adequate support in the first year of</p>	<p>Potential adverse impact on low income, unemployed households if</p> <p>a)homelessness prevention services are inaccessible.</p> <p>b)standards in low cost private rented housing are driven down</p> <p>Potential adverse impact on new social housing tenants if introductory tenancies fail.</p>

		new tenancies.  Priority 7 Protect housing standards and conditions in low cost private rented housing.	
<b>3.10</b>	<b>Rural communities</b> – identify the impact / potential impact on people living in rural communities	Priority 2 Improve housing advice, information and support for people living in rural areas	Potential adverse impact on rural communities because access to advice and homelessness prevention services is more difficult.

#### 4. Bath and North East Somerset Council & NHS B&NES Equality Impact Assessment Improvement Plan

Please list actions that you plan to take as a result of this assessment. These actions should be based upon the analysis of data and engagement, any gaps in the data you have identified, and any steps you will be taking to address any negative impacts or remove barriers. The actions need to be built into your service planning framework. Actions/targets should be measurable, achievable, realistic and time framed.

	Issues identified	Actions required	Progress milestones	Officer responsible	By when
1	All the issues identified in this Equalities Impact Assessment are included in the Homelessness Strategy Action Plan	The Homelessness Strategy Delivery Plan will be implemented in 2014 enabling agencies to work together to address the local priorities and issues.	Annual progress review	Housing Options and Homelessness Manager	December 2014

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#### 5. Sign off and publishing

Once you have completed this form, it needs to be 'approved' by your Divisional Director or their nominated officer. Following this sign off, send a copy to the Equalities Team ([equality@bathnes.gov.uk](mailto:equality@bathnes.gov.uk)), who will publish it on the Council's and/or NHS B&NES' website. Keep a copy for your own records.

**Signed off by:** Jane Shayler  
**Date:** October 2013

(Divisional Director or nominated senior officer)

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<b>Bath &amp; North East Somerset Council</b>		
MEETING	<b>Cabinet</b>	
MEETING:	<b>4<sup>th</sup> December 2013</b>	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 2602</b>
TITLE:	Carbon Reduction in Schools – Invest to Save Loan Fund	
WARD:	All	
<b>AN OPEN PUBLIC ITEM</b>		

## 1 THE ISSUE

- 1.1 Following energy surveys of all schools, to seek approval for the operation of the Invest to Save Loan fund to assist schools in undertaking energy efficiency projects identified in the surveys.

## 2 RECOMMENDATION

Cabinet is requested to:

- 2.1 Note the progress made in completing energy surveys of all schools as the latest stage of the Schools Carbon Reduction Programme.
- 2.2 Approve for inclusion in the Children’s Service Capital Programme 2013/14 capital allocations of £500,000 for the Invest to Save Loan Fund and £290,000 for the Schools Carbon Reduction Grant to assist schools in undertaking energy efficiency measures.
- 2.3 Delegate to the Strategic Director, People and Communities the approval of loan funding following an assessment of the individual business plans submitted by schools

### **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 The 2013/14 Children's Service capital programme included provisional approval of £500k to provide a loan fund to assist schools to undertake energy efficiency measures on an invest to save basis. The principle is that savings on energy costs will be sufficient to meet repayments for the period of the loan therefore being cost neutral to the school. Once the loan is repaid the school will continue to receive the benefit of lower energy costs in a market where energy costs are projected to rise significantly.
- 3.2 In addition to the loan fund, Schools Forum has approved £290k capital grant funding from the Direct Schools Grant(DSG) budget which can be used to meet some of costs of the energy efficiency projects, reducing the amount that schools have to finance either through loans and/or their own funds. This will have the benefit of enabling schools to fund measures they cannot afford from their own resources, reduce the amount a school may have to borrow thus shortening the payback period allowing schools to benefit more quickly from reduced energy use and costs.
- 3.3 In total 71 of 78 schools including academies have been surveyed, academies will not be eligible for an invest to save loan as they are outside the control of the Council. Academies will however be able to apply for a capital grant as this is funded from the DSG which funds all schools. Academies can however apply for a loan from the Government financed Salix fund which offers interest free loans for energy efficiency measures.
- 3.4 The loan and grant funds will be administered by the Schools Strategic Finance Team who together with the Schools Sustainability Project Officer will assess the business case supporting each application to ensure the financial basis of proposals are sound. Applications will need to demonstrate that external funding sources have been explored and where available are in place. Recommendations for grant and loan funding will be made to the Strategic Director, People and Communities. All costs of administering the assessment of applications, evaluation of business plans, liaison with schools and overseeing the central procurement process will be met from the Direct Schools Grant.
- 3.5 Actual spend of the loan and grant funding will be determined by the expressions of interest from schools but it is hoped that some works will be undertaken in early 2014 with the remainder completed in 2014/15.

### **4 CORPORATE OBJECTIVES**

- 4.1 **Sustainability** – The Council's Sustainable Community Strategy contains the ambition to lead Bath and North East Somerset to an environmentally sustainable, low carbon and climate resilient future. In addition the Council's Carbon Management Plan (CMP) sets out the aim to reduce carbon emissions by 30% by 2013/14. Schools form the largest section of the Council's carbon footprint. This project to reduce schools energy use will contribute to both of those objectives.

### **5 THE REPORT**

- 5.1 Following the establishment of the Council's carbon reduction target carbon emissions have in fact increased by 9% against the baseline year of 2007/08. This is mainly due to schools' energy consumption increasing. In 2012-13 schools collectively spent £2.2m on energy costs and emitted 11,070 tonnes of



CO2. This is an increase from £1.6m and 9,591 tonnes in 2011-12. Assisting schools in reducing energy use is therefore key.

5.2 The completion of energy surveys for schools is the latest stage of the Schools Carbon Reduction Programme which has included:

- support and training to use energy data
- energy performance analysis
- support with involving pupils in energy savings campaigns
- grants for energy efficient lighting and insulation
- automatic meter reading(AMR)

5.3 Together with the Schools Forum we are keen to remove all potential barriers for schools in reducing carbon emissions. Discussions with schools identified a need for accurate information, access to funding and project management help as significant requirements to tackling energy use.

5.4 The energy surveys carried out by a specialist contractor in energy efficiency, have provided comprehensive and detailed information for each school/academy of actual energy use and costs together with recommendations of carbon reduction measures, estimated costs of investment required, energy savings and cost savings achieved and the payback period.

5.5 Where measures identified have a payback of 5 years or less schools will be expected to undertake these from their own funding or with assistance from the normal loan fund available to schools but will not normally be able to apply for an invest to save loan or carbon reduction grant as these funds will be targeted at measures where more substantial investment is needed.

5.6 The three most common measures identified in the surveys which would make a significant impact are:

Heating, ventilation and air-conditioning controls, either new-controls or re-commissioned controls

Fabric measures including cavity wall and ceiling insulation

Lighting up-grades

Following the provision of information explaining options for financing the projects listed in their energy survey, schools will be asked to complete an expression of interest setting out which measures they wish to undertake and funding support required through grant and /or loan.

5.7 Schools will be free to manage projects but the scope for a central procurement process to undertake the common measures listed above across a number of schools is being investigated as this has the potential to achieve economies of scale, remove the administrative burden from schools of researching contractors and seeking quotes for works and enable greater control of costs and project delivery.

5.8 Procurement will be in line with the 'Think Local' strategy recently adopted by Council. The initiative to reduce carbon reduction in schools is consistent with principles set out in that strategy offering sustainable solutions to meet local needs and providing opportunities for local suppliers.

5.9 Loans or grant will not be offered for renewable generation projects such as Solar PV as it is cheaper and more effective to first save energy before then generating the remaining energy required through renewable sources. Schools

will of course be free to invest in such measures if they have the necessary funding but they will be encouraged to prioritise investment on energy reduction.

5.10 Although project costs are only estimates at this stage, analysis shows that measures identified in the surveys which qualify for a loan and/or grant across all schools including academies would achieve savings on fuel costs of £127,000 and 716 tonnes of CO2 annually with an estimated payback in 4.16 years

5.11 The completion of the energy surveys for all schools providing accurate information on energy saving measures and potential costs and fuel savings, has removed a major barrier to efficient energy management for head teachers and governors.

## 6 RATIONALE

6.1 The availability of the invest to save loan fund and carbon reduction grant will enable schools to undertake energy efficiency measures reducing energy use and costs but also contributing to the Council's carbon reduction target.

## 7 OTHER OPTIONS CONSIDERED

7.1 None

## 8 CONSULTATION

8.1 Cabinet Member; Section 151 Officer; Strategic Director; Monitoring Officer

8.2 Consultation has been undertaken with the Schools Forum who are part funding this initiative. The Schools Sustainability Project Officer has also provided briefings for head teachers, governors and schools finance officers on the outcome of the energy surveys and the potential to access invest to save loan and grant funding.

## 9 RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	<i>Chris Kavanagh 01225 395149 chris_kavanagh@bathnes.gov.uk</i>
<b>Background papers</b>	<i>List here any background papers not included with this report because they are already in the public domain, and where/how they are available for inspection.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	

<b>Bath &amp; North East Somerset Council</b>		
DECISION MAKER:	<b>Cabinet</b>	
MEETING:	<b>04/12/2013</b>	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 2604</b>
TITLE:	<b>Bath Spa – Proposed Change of Control</b>	
WARD:	All	
<b>AN OPEN PUBLIC ITEM</b>		
<b>List of attachments to this report:</b>		
Letter of application for consent.		

**1 THE ISSUE**

1.1 To consider whether to grant consent, under the terms of the relevant legal agreements, to a change of control (in other words, of ownership) of Thermae Development Company Limited (**TDC**), the contractor appointed by the Council in 2001 to operate the Bath Spa facility (the **Spa**).

**2 RECOMMENDATION**

- 2.1 That Cabinet approve the proposed change of control; and
- 2.2 The Chief Financial Officer, in consultation with the Chief Executive and Monitoring Officer, be authorised to enter into any necessary arrangements or take any other action to give effect to the decision, including finalising the terms of a formal deed of consent.

**3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 Paragraph 5.5 of the report sets out the current financial arrangements between the Council and TDC. It is not proposed that they will be changed.
- 3.2 The Council have incurred legal and other professional costs to assist it in the consideration of the request. TDC has agreed to pay up to £20,000 towards these costs. The additional cost to the Council will be met from one-off funding.

**4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

4.1 The Council’s powers to hold and manage land are contained in a number of statutes, primarily the Local Government Act 1972.

- 4.2 The Council has particular responsibility under the County of Avon Act 1982 in respect of certain hot springs, including those which supply the Spa. It is not considered that the proposed change of control will have any adverse impact to the water supply to the Spa.

## 5 THE REPORT

### 5.1 Background

- 5.1.1 The Council and TDC are parties to a Lease, a Water Supply Agreement and a Content Agreement each dated 12 July 2006 (the **Lease, WSA and Content Agreement** respectively). These documents entitle TDC to occupy and operate the Spa.
- 5.1.2 Under the terms of the Lease and the WSA, the Council's consent is required for a change in control, being a change in the ownership of the controlling share of TDC. Currently, 100% of the shares in TDC are owned by its parent company, Thermae OntwikkelingsMaatschappij (T.O.M.) N.V. (**TOM**).
- 5.1.3 TOM has entered into a conditional agreement for the sale of the shares to YTL Hotels and Properties Sdn (**YTL Hotels**). TOM wrote to the Council on 29 July 2013 requesting consent to the sale in accordance with the terms of the Lease and the WSA. The sale agreement is conditional upon the Council granting consent.
- 5.1.4 YTL Hotels is a wholly owned subsidiary of YTL Corporation Berhad, a company listed on the Tokyo stock exchange, and YTL Hotels, itself, owns and/or operates a number of hotels. These are principally in Malaysia, but it also owns and/or operates three hotels in Australia, one in France and will from Spring 2014 operate the new Gainsborough Hotel in Bath.
- 5.1.5 Since receiving the request for consent, the Council has been engaged in a due diligence process of investigating YTL Hotel's financial standing, its track record as a spa operator, its management structure and its business plan for the Spa. The Council is currently taking up YTL Hotel's references.

### 5.2 Consent

- 5.2.1 The grounds for the granting of consent by the Council to a change of control of TDC are slightly different under the terms of the Lease and the WSA. However, neither agreement can be transferred without the other, which means the two different tests work in tandem and must both be satisfied by the proposed new owner, YTL Hotels.

#### **Water Supply Agreement**

- 5.2.2 Under clause 4.2 of the WSA, the Council cannot unreasonably refuse consent. However, it can decide under clause 4.3 not to consent if it decides the "*person, firm or body corporate concerned*" (in this case, YTL Hotels) is not a "*reasonable and prudent operator*".

5.2.3 A “reasonable and prudent operator” is defined in clause 1 of the WSA as set out below. The key words are highlighted in bold.

*“... a person firm or body corporate seeking in **good faith** to perform its **contractual obligations** in accordance with the terms of this [WSA] insofar as such performance is possible and not beyond reasonable control and in so doing and in the general conduct of its whole undertaking (insofar as aforesaid) exercising that **degree of skill diligence prudence and foresight which would reasonably and ordinarily be expected from a skilled and experienced operator engaged in the same or a similar type of undertaking** under the same or similar circumstances especially having regard to ensuring **the safe handling storage and use of Spa Facilities Water** and any reference to the standard of a reasonable and prudent operator shall include such degree of diligence prudence and foresight.”*

5.2.4 Under clause 4.3 of the WSA, it would be reasonable for the Council to be supplied with any information which would demonstrate YTL Hotels' capacity to meet these criteria.

### **The Lease**

5.2.5 Under clause 4.15.9 of the Lease, a change of control requires the Council's consent in writing, such consent not to be unreasonably withheld.

5.2.6 The Council can withhold consent under clause 4.15.10 for various reasons including:

5.2.6.1 if TDC cannot demonstrate “to the satisfaction of the (Council) (acting reasonably) that the proposed assignee or Controller ... is ... **responsible and respectable**”;

5.2.6.2 if “**it is otherwise reasonable to do so**”.

### **5.3 Due Diligence**

5.3.1 Since August 2013, the Council's due diligence exercise has been focussed in two directions. Firstly, towards YTL Hotels and the extent to which it is able to satisfy the criteria mentioned above and secondly, toward TDC and its operation of the Spa to ensure that if ownership is transferred there are no existing breaches of either the Lease, the WSA or the Content Agreement.

5.3.2 If any breaches of the WSA or the Lease are found, YTL has confirmed that it will be prepared to deal with the rectification of these after any decision to grant consent has been given and that it is prepared to give assurances in that regard.

### **5.4 Decision Making**

5.4.1 The Council therefore has a rights under clause 4.15.10 of the Lease and clause 4.3 of the WSA to withhold consent, but in making a decision it is important that Council acts reasonably and only considers evidence that is within the criteria set out above.

5.4.2 The Council would be acting reasonably in considering the information below in making its decision whether or not to grant consent. It has contractual authority under the Lease and the WSA to receive such information from TDC (being the party requesting consent under these agreements):

5.4.2.1 statutory and management accounts of YTL Hotels;

5.4.2.2 a business plan and all related due diligence information for YTL Hotels' acquisition of TDC;

5.4.2.3 references for YTL Hotels;

5.4.2.4 evidence of the operation by YTL Hotels of a spa similar in size, profile and importance to the Spa;

5.4.2.5 any specific evidence of experience of the "... *safe handling storage and use of ...*" water of an equivalent importance to that which is the subject of the WSA.

## 5.5 Financial Implications

5.5.1 Under the Lease, the Council receives rent which comprises five parts:

5.5.1.1 First part: £25,000 rent for the demised premises between year 1 and year 10 (inclusive) of the Lease. This increases from year 11 to £80,000 or 10% of net profit whichever is the greater (by way of explanation, 8 May 2006 being the beginning of year 1 and 8 May 2016 being the beginning of year 11).

5.5.1.2 Second part: An additional rent of 25% of net profit if the net profit exceeds £2.4m in year 6 to year 10 (inclusive) and from year 11 if net profit exceeds 30% of capital employed one quarter of the sum by which net profit exceeds 30% of capital employed (capital employed is agreed and defined at £3,416,000).

5.5.1.3 Third part: 12 ½% of net profit in accordance with Schedule 4 of the WSA (this is a payment for water).

5.5.1.4 Fourth part: Insurance rent.

5.5.1.5 Fifth part: VAT.

5.5.2 The WSA and the Lease provide guidance upon accounting procedures and a definition of net profit.

## 5.6 Big Lottery Fund

5.6.1 As part of the funding for the development of the Spa, the Council received a grant from the Millennium Commission. The Millennium Commission assumed the rights and obligations of the Big Lottery Fund (BLF) from 2007. The grant funding agreements impose various obligations on the Council, and in some circumstances require consent to be obtained from BLF before a specific course of action is taken. The Council has been given legal advice that

consent from BLF is not formally required before it can itself give consent to the proposed change of control. However, in keeping with the spirit of the grant, the Council has kept BLF informed of the proposed change in ownership and the timescale within which the decision is being made.

## 6 RATIONALE

6.1 Council officers and their appointed external legal and financial advisers in this matter have reviewed the information obtained under the due diligence exercise referred to in section 5.4.2 above. It is reasonable to conclude that the new parent company of TDC, YTL Hotels, meets the criteria set out in section 5.2.3 and 5.2.6. It is therefore considered that the Council's interests will be protected by agreeing to the proposal and that it should agree to consent to the change of control.

## 7 OTHER OPTIONS CONSIDERED

7.1 The only other option would be to refuse consent. It is considered this would not be defensible.

## 8 CONSULTATION

8.1 Consultation has taken place with the Chief Executive, Monitoring Officer and the Council's external financial and legal advisers.

## 9 RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision-making risk management guidance.

<b>Contact person</b>	<i>Tim Richens, Chief Financial Officer and Divisional Director – Business Support – (01225) 477468</i>
<b>Background papers</b>	<i>List here any background papers not included with this report because they are already in the public domain, and where/how they are available for inspection.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	

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# Thermae OntwikkelingsMaatschappij (T.O.M.) N.V.

## **Strictly Private & Confidential**

Bath & North East Somerset District Council  
The Guildhall  
High Street  
Bath  
BA1 5AW

For the attention of: Councillor Paul Crossley  
Dr. Jo Farrar, Chief Executive

29<sup>th</sup> July 2013

Dear Sirs

## **Thermae Bath Spa – consent for change of control**

### **Background**

We refer to:

1. the lease dated 12 July 2006 entered into by and between Bath & North East Somerset District Council (the "**Council**") (1) and Thermae Development Company Limited (the "**Company**") (2) relating to the Bath Spa premises at Bath Street, Hot Bath Street and Beau Street, Bath (the "**Lease**");
2. the water supply agreement dated 12 July 2006 entered into by and between the Council (1) and the Company (2) relating to the supply of water by the Council to the Company for use at the premises the subject of the Lease (the "**Water Supply Agreement**"); and
3. the content agreement dated 12 July 2006 entered into between the Council (1) and the Company (2) (the "**Content Agreement**").

The Company is a wholly owned subsidiary of Thermae Ontwikkelingsmaatschappij (T.O.M.) NV, a company whose registered office is at Kaya W.F.G. (Jombi) Mensing 35A, Curacao, Dutch Antilles ("**TOM**").

### **Proposed Transaction**

TOM has entered into a sale and purchase agreement dated 29th July 2013 with YTL Hotels & Properties Sdn Bhd ("**YTL Hotels**"), a company incorporated in Malaysia and a subsidiary of YTL Corporation Berhad, by which YTL Hotels has, subject to the fulfilment of the condition described in more detail below, agreed to acquire the entire issued share capital of the Company (the "**Proposed Transaction**")

# Thermae OntwikkelingsMaatschappij (T.O.M.) N.V.

## **Condition**

Pursuant to clause 4.15.9 of the Lease and clause 4.1 of the Water Supply Agreement, no Change of Control (as such term is defined in the Lease and the Water Supply Agreement) of the Company is permitted without the consent in writing of the Council (such consent not to be unreasonably withheld). Pursuant to clause 6.2(d) of the Content Agreement, the Council may terminate the Content Agreement on the change of control of the Company where the Council considers that the change of control materially affects the ability of the Company to carry out its obligations under the Content Agreement in a manner satisfactory to the Council.

Completion of the Proposed Transaction will result in the Change of Control of the Company with YTL Hotels becoming its sole shareholder. The Proposed Transaction is therefore conditional upon the Council's written consent to such change of ownership of the Company being given to TOM.

## **YTL Corporation**

YTL Corporation Berhad, (Company No. 92647-H), is one of the largest companies listed on the Malaysian Stock Exchange and, together with its four listed entities, has a combined market capitalisation of about RM 31.3 billion (approx. USD9.79 billion, based on the exchange rate of USD1.00:RM3.20) as at 30 June 2013, and has total assets of over RM51.6 billion (USD16.9 billion). The company was listed in 1985 and has also had a secondary listing on the Tokyo Stock Exchange since 1996. YTL Corporation Berhad was the first Asian non-Japanese company to be listed on the Tokyo Stock Exchange.

## **YTL Hotels**

YTL Hotels is a wholly owned subsidiary of YTL Corporation Berhad. YTL Hotels owns and manages a collection of internationally renowned, award winning hotels and resorts throughout Malaysia, ranging from moderately priced hotels to resorts among the most luxurious in the world.

YTL Hotels does not confine itself to any particular activity or sector in the hospitality industry. The division has developed core competencies in owning, managing and constructing world class accommodation featuring impressive services and facilities – examples of which are Pangkor Laut Resort ("Best Hotel" as voted by SLH Club Members, 2009, Small Luxury Hotels of the Worlds 2009) and Tanjung Jara Resort ("Top 10 Super Spas" – Spa Village Tanjung Jara, Elle UK 2009).

Hotels owned and/or managed/operated by YTL Hotels and its affiliates include, Pangkor Laut Resort, Tanjung Jara Resort, The Chedi, Phuket (50% owned by YTL Hotels), The Ritz-Carlton, Kuala Lumpur, JW Marriot, Kuala Lumpur, The Cameron Highlands Resort, The Majestic Malacca, Spa Village Tembok Bali, The Majestic Kuala Lumpur, Muse Saint Tropez, Niseko Village (a ski resort in Hokkaido, Japan), and Gaya Island Resort Borneo and Vistana Hotels (Kuala Lumpur, Penang and Kuantan – moderately priced hotels catering to business travellers). Adding on to YTL Hotels luxury collection is The Gainsborough Bath Spa opening in Spring 2014 which exclusively offers the only natural thermal spa within a hotel in the United Kingdom.

# Thermae OntwikkelingsMaatschappij (T.O.M.) N.V.

## Consent

This letter is formal notice of the Proposed Transaction and a request for consent from the Council to the Change of Control and confirmation that the Council will not exercise its rights of termination under the Content Agreement. Please confirm your consent to the Change of Control as is required pursuant to the terms of both the Lease and the Water Supply Agreement and that the Council will not exercise its rights of termination under the Content Agreement by signing where indicated below and returning the signed original to Mr H.M.W. Verschuur, care of Simon Spooner.2 Temple Quay Bristol.

Yours faithfully



Henk Verschuur

For and on behalf of **Thermae Ontwikkelingsmaatschappij (T.O.M.) NV**

**We hereby consent to the Change of Control that will be effected upon completion of the Proposed Transaction as required pursuant to the terms of the Lease and the Water Supply Agreement and we confirm that the Council will not exercise its right of termination under the Content Agreement arising from the Change of Control.**

.....  
Authorised Signatory

**Bath & North East Somerset District Council**

Name: .....

Title: .....

Dated: .....

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<b>Bath &amp; North East Somerset Council</b>		
<b>MEETING/ DECISION MAKER:</b>	<b>Cabinet</b>	
<b>MEETING/ DECISION DATE:</b>	<b>4th December 2013</b>	<small>EXECUTIVE FORWARD PLAN REFERENCE:</small>
		<b>E 2590</b>
<b>TITLE:</b>	<b>Cycle City Ambition Grant Bid</b>	
<b>WARD:</b>	Kingsmead and Abbey Wards	
<b>AN OPEN PUBLIC ITEM</b>		
<p><b>List of attachments to this report:</b>  Appendix A : Bath City Centre Cycle Routes  Appendix B: Seven Dials Concept Design  Appendix C: Governance Structure</p>		

## 1 THE ISSUE

- 1.1 The Council, together with its West of England partners, was one of only four city regions to be successful in being awarded £1,165,891 from the Department for Transport (DfT) Cycle City Ambition Fund. The Fund aims to remove barriers to cyclists and improve the public realm for pedestrians. This report seeks approval to accept the funding from the DfT to develop and implement the Seven Dials Scheme following consultation and satisfactory completion of statutory Traffic Regulation Order processes.

## 2 RECOMMENDATION

- 2.1 That Cabinet accept the DfT Cycle City Ambition grant to develop the Seven Dials concept scheme and associated contraflow cycle facilities in Saw Close, Monmouth Street, Westgate Buildings, Lower Borough Walls, New Street and Avon Street into a detailed scheme following consultation (Appendix B).
- 2.2 Delegated authority is given to the Strategic Director for Place in consultation with the Cabinet Member for Transport to approve and implement a detailed design following consultation and approval of £58,000 match funding by Council.
- 2.3 Implementation of the scheme will be subject to successful completion of statutory processes, including Traffic Regulation Orders and Cycle Track Orders.

### 3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 The scheme is estimated to cost a total of £1,223,891 funded by £1,165,891 DfT capital grant (to be spent by April 2015) and £58,000 match funding provisionally from the Local Transport Plan 2014/15 Capital programme, subject to full approval by the Council in February 2014. The staff costs associated with the scheme is currently estimated to be £155,000 for external fees and £79,000 for internal fees, which are fully recovered by the project.
- 3.2 The cost of the scheme and funding sources are summarised in the Table 1 below.

Table 1

Total Scheme Cost	DfT Grant	LTP Contribution
£1,223,891	£1,165,891	£58,000

- 3.3 The scheme is managed by through West of England LSTF WEST governance structure. The proposed governance structure within the Council is shown in Appendix C.
- 3.4 An indicative programme for completion of the scheme is shown below. Officers will make every effort to reduce the programme where possible.

Table 2 Indicative Programme

<b>Milestones</b> <i>Based on the Project Action Plan, identify the key points during the project and the target dates when they will be reached.</i>	
<i>Milestone</i>	<i>Due date</i>
Preliminary design complete	Feb 2014
Public exhibition	Feb 2014
Preparation of draft TRO	Feb 2014
Detailed design complete	May 2014
TRO complete and procurement approach complete	May 2014
Procurement complete/order placed	July 2014
Commence on site	July 2014
Complete construction	April 2015

- 3.5 In addition a master programme is being developed by officers to show how the programme for delivery of this scheme fits in with delivery of other significant schemes within central Bath including those for Saw Close, Rossiter Road and Bath Quays Water Side.
- 3.6 Currently there is no future maintenance funding provision for the Seven Dials Project. Consequently planned or reactive works to this asset could potentially increase the existing maintenance backlog. However as this project will be

replacing an old asset with a new surface, pressures on the maintenance budget in this location will reduce in the short term.

#### **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1 The scheme will be implemented within the highway boundary using the council's powers under the 1980 Highway Act, 1984 Cycle Track Act and 1984 Road Traffic Regulation Act.
- 4.2 In particular the scheme will remove current restrictions for cyclists to improve access for cyclists to and through the city centre using Avon Street, New Street, Saw Close, Monmouth Street, Lower Borough Walls and Westgate Buildings.

#### **5 THE REPORT**

- 5.1 The DfT Cycle City Ambition Grant bid submitted by West of England was successful in being awarded £7,766,000 for three schemes in Bath and North East Somerset, Bristol and South Gloucestershire.
- 5.2 The successful bid included the Seven Dials National Cycle Route Scheme which lies at the entrance to the former West Gate entrance to the Roman city at the convergence of seven roads – all but one of these existing to this day. The scheme is central to providing a network of cycle routes in the city (Appendix A).
- 5.3 Traffic management measures and one way systems introduced over the years to manage traffic have created a divided space, which is difficult for both cyclists and pedestrians to negotiate. Today over 300 cyclists and 21,000 pedestrians use this space every day, emphasising the continuing importance of Seven Dials as an entry point to the historic core of the city.
- 5.4 The main north-south shopping streets in Bath are largely pedestrianised with restrictions on cycling on the north-south axis. All alternative routes for cyclists on the west side of the city centre pass through Seven Dials. The main east - west national cycle route (NCN4) also passes through Seven Dials, thus creating an important node for cyclists on the Bath cycle network.
- 5.5 The Cycle City Ambition Fund not only aims to improve facilities for cyclists, but also pedestrians and the public realm. Bath is one of the most walkable cities in the UK, and levels of cycling are growing strongly albeit from a low base.
- 5.6 The project recognises that there is insufficient space in the compact city centre to provide separate facilities for both pedestrians and cyclists in all cases and to meet the council's transport objectives which promote both walking and cycling it is important that both cyclists and pedestrians are able to share the same space safely and with common courtesy to other road users, including motor vehicles where present.
- 5.7 The Seven Dials Scheme is one of a number of schemes being developed to improve the public realm in the city and is identified in the Council's public realm and movement strategy as a place for improvement. The scheme lies between Kingsmead Square and Saw Close and draws on the work being developed for the Bath Pattern Book to ensure a consistent standard of design, workmanship and materials is used on all new projects in Bath city centre affecting the public realm.

5.8 The Seven Dials scheme will be closely co-ordinated with the forthcoming Saw Close public realm scheme and the Kingsmead Square planning and licencing application.

## 6. RATIONALE

6.1 The rationale is to provide a high quality shared space for cyclists and pedestrians and improve access for cyclists into and across the city centre.

## 7. OTHER OPTIONS CONSIDERED

7.1 Providing conventional cycle lane markings would not provide an acceptable public realm solution in this area.

## 8. CONSULTATION

8.1 Consultation has been carried out by email and informal meetings with Ward Members and Cabinet Members. The bid was supported by local cycle groups and Bath Federation of Small Businesses. However The Bath Chamber of Commerce did not support the proposals because of the potential conflict between pedestrians and cyclists. Attitudinal surveys will be undertaken before and after the implementation of the scheme to establish the reactions of pedestrians and cyclists towards shared space and, in particular, promote appropriate use of shared space by cyclists.

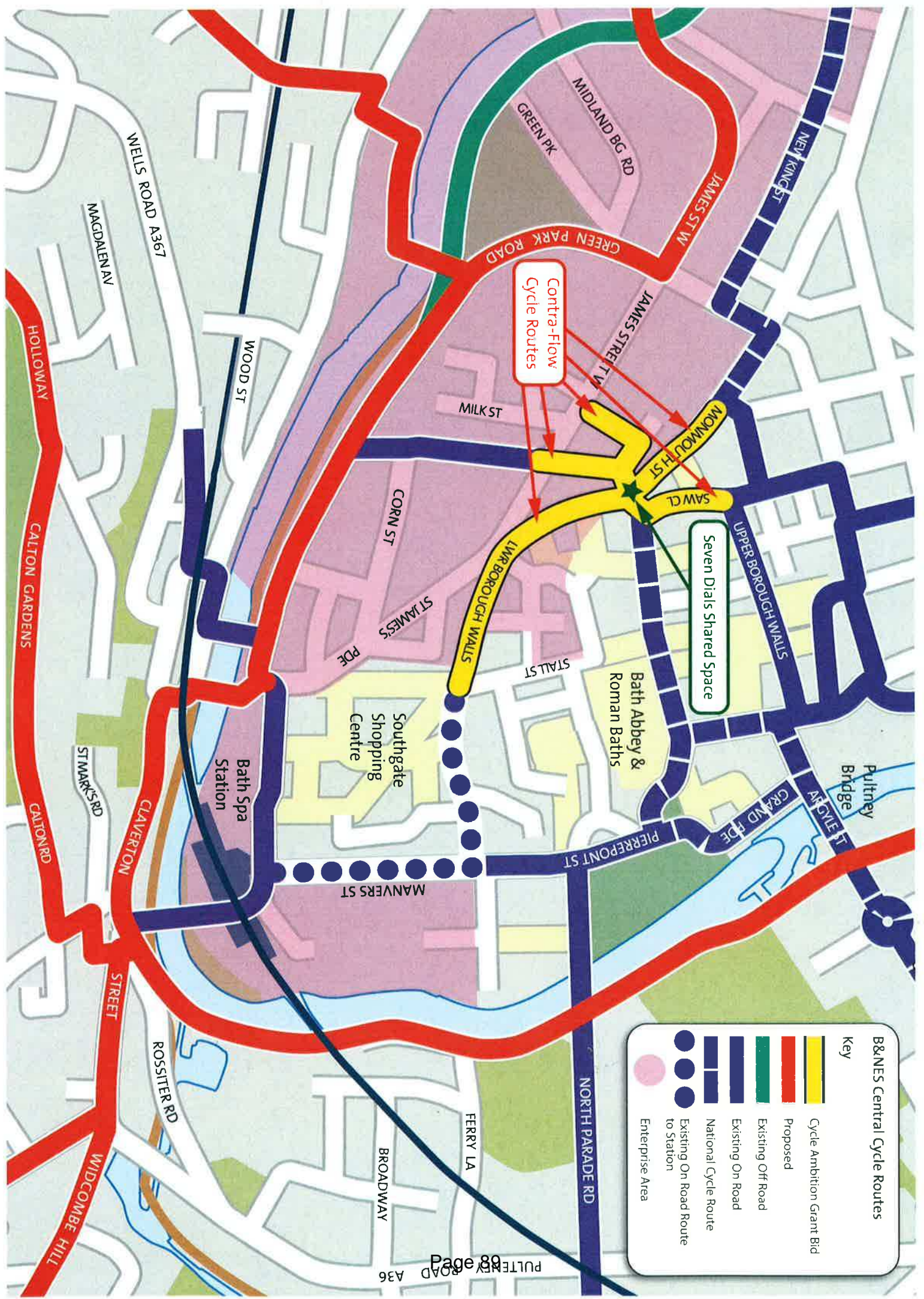
8.2 The scheme will be developed in consultation with ward members, local businesses and residents in the area, as well as other stakeholders.

## 9. RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	<i>Adrian_Clarke@Bathnes.gov.uk 01225 395223</i>
<b>Background papers</b>	<p>Highways Act 1980</p> <p>Road Traffic Regulation Act 1984</p> <p>Cycle Track Act 1984</p> <p><a href="http://www.travelwest.info/cycleambitiongrant">http://www.travelwest.info/cycleambitiongrant</a></p> <p><a href="http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/Evidence-Base/Urban-Design-Landscape-and-Heritage/PublicRealmandMovementStrategy.pdf">http://www.bathnes.gov.uk/sites/default/files/sitedocuments/Planning-and-Building-Control/Planning-Policy/Evidence-Base/Urban-Design-Landscape-and-Heritage/PublicRealmandMovementStrategy.pdf</a></p>
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**B&NES Central Cycle Routes**

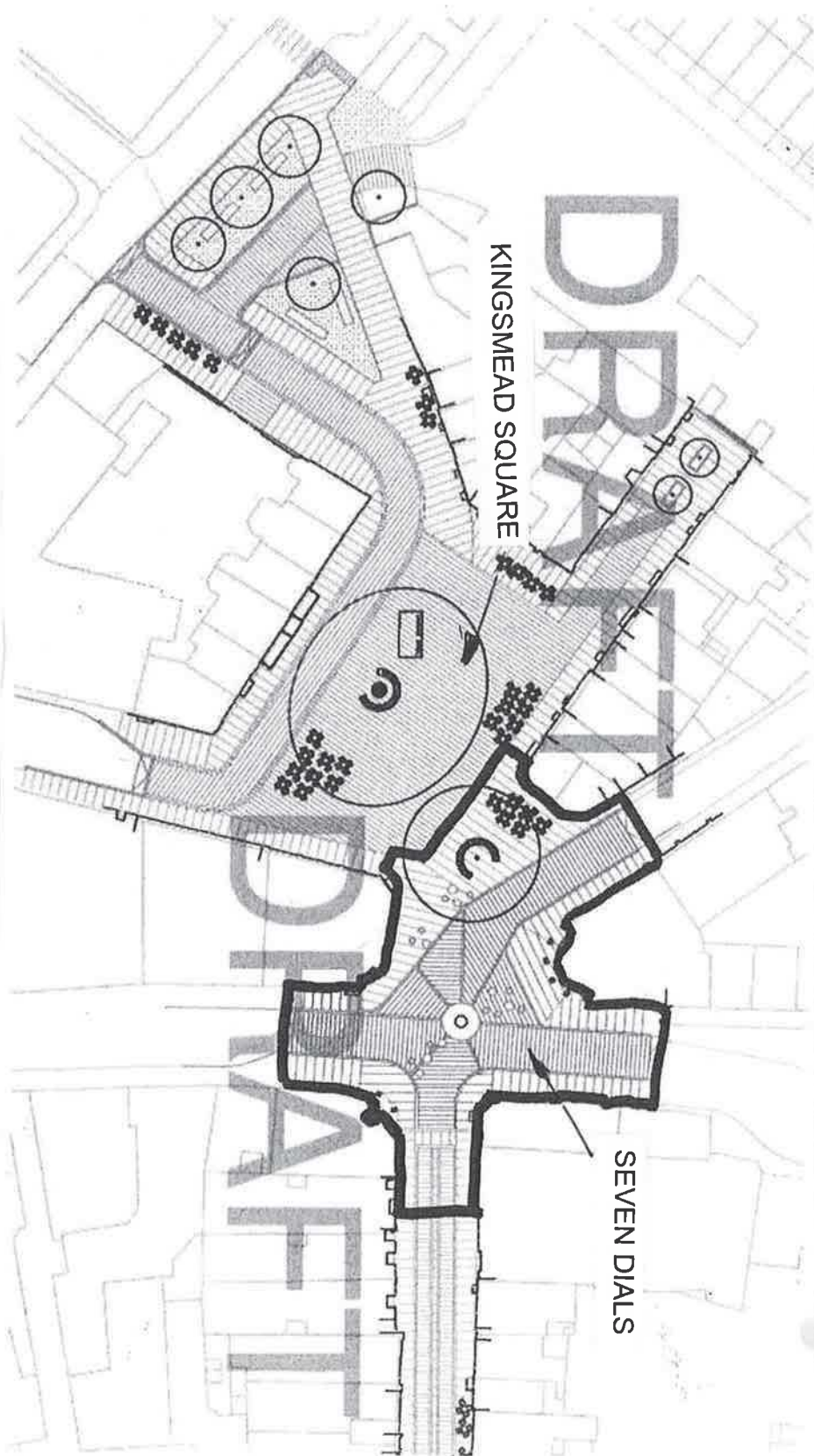
**Key**

- Cycle Ambition Grant Bid
- Proposed
- Existing Off Road
- Existing On Road
- National Cycle Route
- Existing On Road Route to Station
- Enterprise Area

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APPENDIX B SEVEN DIALS CONCEPT DESIGN

**KINGSMEAD SQ / SEVEN DIALS CONCEPT DESIGN >**  
**DRAFT : FOR ILLUSTRATIVE PURPOSES ONLY**



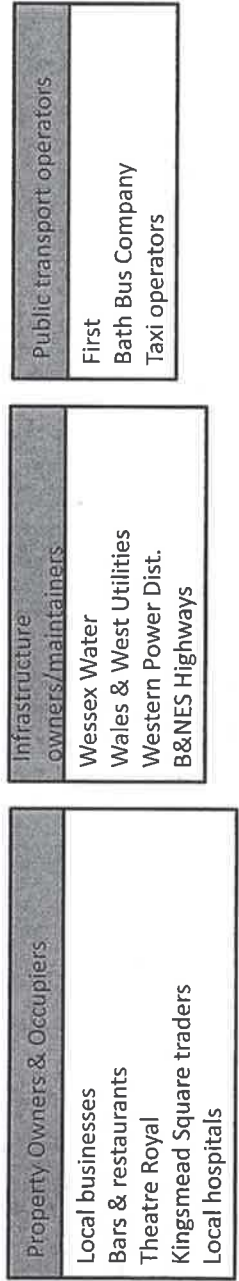
Extent of Seven Dials Scheme

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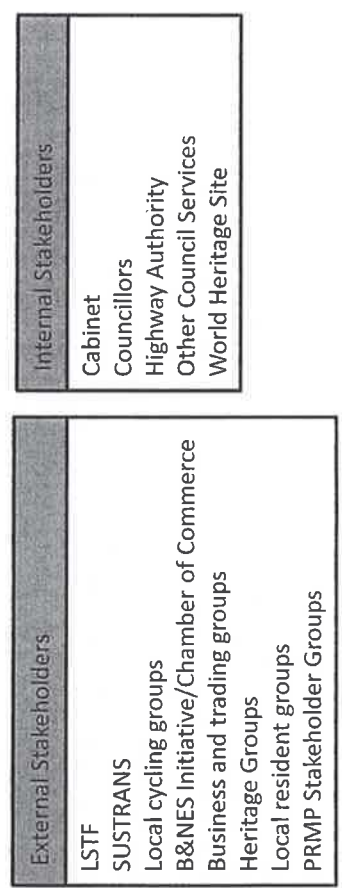


# Seven Dials Project Governance & Communications Structure

AFFECTED PARTIES



STAKEHOLDERS



GENERAL PUBLIC

<b>Bath &amp; North East Somerset Council</b>		
MEETING/ DECISION MAKER:	<b>Cabinet</b>	
MEETING/ DECISION DATE:	<b>4 December 2013</b>	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 2607</b>
TITLE:	<b>Advice &amp; Information Strategy 2014-2017</b>	
WARD:	All [or list specific wards]	
<b>AN OPEN PUBLIC ITEM</b>		
<b>List of attachments to this report:</b>		
Appendix 1: Draft Advice & Information Strategy 2014-16		
Appendix 2: Council Resolution		

## 1 THE ISSUE

- 1.1 Following a debate of full Council on 14 November 2013 in relation to the contract the Council holds with BaNES Citizens Advice Bureau (the CAB) and in light of the subsequent Resolution (attached as Appendix 2) the Cabinet confirmed its intention to produce and publish an Advice & Information Strategy for Bath and North East Somerset. The Advice & Information Strategy 2014-17 ('the Strategy') attached at Appendix 1 is in draft form and it is proposed that this Strategy be further developed and informed by a period of public consultation and engagement before adoption in early 2014.

## 2 RECOMMENDATION

- 2.1 That the Cabinet agree to consult for a period of 6 weeks from 9<sup>th</sup> December to 24<sup>th</sup> January on the draft Advice & Information Strategy 2014-16 attached at Appendix 1.
- 2.2 That the Cabinet receive a report on the outcome of the consultation at its February 2014 meeting, with a view to agreeing and publishing an Advice & Information Strategy 2014-17 in fulfilment of the commitment made at Council on 14 November 2013.

### **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 The draft Strategy will support the delivery of the approved savings identified in the Medium Term Service and Resource Plan. The delivery and development of the Strategy will be met from within existing budget resources.
- 3.2 The Council has a number of statutory power and duties, the discharge of which are assisted by the provision of services as outlined in the report and draft Strategy.
- 3.3 In deciding how to shape and prioritise commissioning under the strategy the Council will need to have particular regard to the public sector equality duty and ensure the use of available funds represents the optimal arrangement in compliance with its responsibilities.

### **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1 The Strategy has been informed by the review of current advice and information provision undertaken over the past 12 months and by listening to people's feedback about current and future provision.
- 4.2 The Council is committed to promoting and enhancing the quality of local people's lives through the commitments set out in the joint Health & Wellbeing Strategy, under the themes: i) helping people to stay healthy; ii) improving the quality of people's lives; and iii) creating fairer life changes. The principles set out by Think Local Act Personal have been used in the development of the Strategy.

### **5 THE REPORT**

- 5.1 The CAB is currently contracted to deliver a universal advice and information service and income maximiser service for people with mental health problems with an annual contract value of £436,722 funded from the Supporting People & Communities commissioning budget. In addition, the CAB is commissioned to deliver advice from Children's Centres and this contract is valued at £36,000 in 2013/14. . The funding the CAB currently receives from the Council is to provide a specific contracted service on behalf of the local taxpayer for universal, available to all advice. The contract was awarded to the CAB in 2008, has been extended twice, and expires at the end of May 2014.
- 5.2 Further extension of the CAB's contract would leave the Council vulnerable to challenge. European Union public procurement directives (commonly referred to as OJEU) mean that the contract must be tendered in an open market process.
- 5.3 In the first half of 2013 commissioners conducted a series of sector reviews, themed according to four categories, including "Advice, Advocacy & Information", to find out more about the effectiveness of services both individually and across sectors. In particular the reviews aimed to assess what contribution the services make to delivery of the aims set out in the joint Health and Well Being Strategy. The findings of the Advice, Advocacy & Information review, which included service user feedback, have informed the aims, objectives and priority themes of the Strategy.



5.4 As articulated in the Strategy, at the heart of all Supporting People & Communities commissioned services must be an approach (or way of working) that is:

- Person Centred – services should be centred on the needs of the individual
- Outcomes focused – services should contribute to the key outcomes of prevention, maximise independence and focus on recovery.
- Preventative and Enabling – services should aim to prevent service users falling into higher level services and enable independence at most basic level
- ‘Just Enough Support’ – services should be recovery focused and strengths based.
- Accessible – services should ensure fair access across tenures, delivered across the Authority in communities where people live.
- Partnerships – services should share good practice, resources, premises etc. They should link into community events and activities as well as mainstream provision.
- Quality and choice

5.5 The Strategy is seeking to achieve the following outcomes:

- People know how and where to get the information and advice that they need
- People tell us that they get the same quality of information and advice wherever they choose to access it and it is tailored to their specific needs
- People are able to use the advice and information we provide to maximise their independence and delay their need for higher intensity support
- People get the right information and advice the first time they seek it
- People can choose how and where they get advice and information and have options which suit how and where they live their lives
- People who don't usually seek advice and information are more likely to do so

5.6 The Strategy identifies six key priority themes designed to achieve the aims and outcomes of the strategy and help commission and deliver better information and advice:

**Theme 1: Improving our infrastructure and delivery models**

We want to make sure that no door is the wrong door. We want to offer a range of information and advice support to suit the needs and preferences of the range of people that may need it.

**Theme 2: Improving our co-ordination**

We want to make sure that the co-ordination, signposting and referral between information providers and across professional / organisational boundaries are improved and unhelpful barriers to information provision are removed.

### **Theme 3: Improving our message**

We want all information and advice to be given in everyday language that does not institutionalise or professionalise social care. Our information and advice will be given a way that stresses the importance of people staying connected and part of local community, emphasises a person's ability to have choice and control, avoids negative connotations around burden and gives out a positive message about feeling respected for what you can do, rather than being labelled for what you can't.

### **Theme 4: Increasing general awareness of information and advice**

We want all people that need information and advice to know that there is information and advice available and to know how to get this.

### **Theme 5: Improving things for 'unengaged' and socially excluded groups**

We want to make information and advice attractive to everyone, including those that will fund their own care. We want our information and advice to be accessible to, and useful for all groups, and for information and advice giving / finding to be a positive, non-stigmatising experience. If people need support to use the information and advice that is provided, we want to offer support for them to be able to do so.

### **Theme 6: Improving the quality and consistency of information and advice**

We want people to find that they get the right information, first time. We want our information and advice to be up to date and relevant and we want it to be adapted as we learn more about what people are interested in.

- 5.7 In the context set out in this report and the attached draft Strategy, it is proposed that the new contract, to be procured through the required open tendering process, reflects both the amount of money that is considered to be appropriate and the need, in particular, to ensure help to those in danger of becoming homeless, people at greatest risk of being unable to live independently and elderly residents who may need advice on how to remain in their own home, through access to specific 'financial wellbeing' advice services.

## **6 RATIONALE**

- 6.1 The draft Strategy at Appendix 1 will be developed and enhanced by the views and experience of those consulted.

## **7 OTHER OPTIONS CONSIDERED**

- 7.1 No other options were considered in light of the Council Resolution and Cabinet commitment to produce and publish an Advice & Information Strategy.

## 8 CONSULTATION

8.1 It is proposed that the Cabinet agree a six-week consultation and engagement on the draft Strategy, to include: on-line public consultation; facilitated service user engagement events; engagement with current advice and information providers; and specific consultation with Wellbeing PDS Panel at its 17<sup>th</sup> January 2014 meeting.

## 9 RISK MANAGEMENT

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	<i>Ann Robins, Telephone: 01225 396288</i> <i>Jane Shayler, Telephone: 01225 396120</i>
<b>Background papers</b>	<i>List here any background papers not included with this report because they are already in the public domain, and where/how they are available for inspection.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	

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**Bath & North East Somerset Council**

**DRAFT Advice & Information Strategy 2014 – 2017**

**Contents**

1. Introduction
2. Definitions
3. Scope
4. Needs Analysis
5. The aims of our strategy
6. Outcomes
7. How will we achieve this?
8. How will we know when we've got there?
9. Where are we now?
10. Managing the strategy
11. What are we going to do next?

## **Section 1.**

### **Introduction**

Information and advice services are essential for all people who need, or may need, services and support in order to manage their day to day lives. Most people, at some point in their life will need to access advice services, regardless of their financial circumstances. In particular, information and advice are necessary to enable people to have control of their lives, make choices and access services relevant to their current situation.

The Government places increasing emphasis on the provision of targeted advice services to support and develop the range of welfare and social care reforms introduced by the current and previous administration. The Council is committed to promoting and enhancing the quality of local people's lives through the commitments set out in the joint Health & Wellbeing Strategy.

In Bath & North East Somerset our customers, staff and partner providers have indicated that although there are a wealth of information and advice available locally, it is not always provided in ways people need or can access it. Bath & North East Somerset is committed to improving our customers' experience of information and advice. Over the past twelve months we have made good progress in reviewing current advice provision and listening to people's views. However, we recognise that we will need to continually review this strategy to ensure that all those who need it can access high quality, local and targeted advice in a timely manner.

Bath & North East Somerset Council is committed to supporting the provision of information and advice that is universal to all although we also recognise that in times of need we must focus our resources on providing targeted services which have the greatest impact on local communities.

Our strategy aligns with the 'One Council' approach to customer care and access. The delivery of the strategy will rely on strong partnership arrangements with internal and external partners to ensure that the different strands of our approach are co-ordinated in a clear and meaningful way for our local population. We have made good progress on this already, as evidenced by the popularity of the Council's One Stop Shops. Being strategically located across Bath and North East Somerset, the One Stop Shops provide a hub for a wide range of services which enables the local authority and partners to make best use of limited financial resources.

We have used the principles set out by [Think Local, Act Personal](#) in the development of this strategy, which are:

- Involve people who use services and carers in determining what is needed and how it is provided
- Be available at the right time for people who need it, in a range of formats and through a range of channels
- Be clear, comprehensive and impartial
- Be consistent, accurate and up-to-date
- Meet quality standards
- Be based on a detailed analysis of the needs of the local population served by the Council
- Avoid reinventing the wheel
- Signpost people to sources of further information
- Be used to inform future planning

## Section 2.

### Definitions

Advice can be described as ‘Offering guidance and direction on a particular course of actions which needs to be undertaken in order to realise a need, access a service or realise individual entitlements.’ (Source: Margiotta et al). Information in this context can be described as either self-help resources (websites, leaflets) easily accessed and freely available or resources developed and shared by providers of advice and support for the benefit of service users. The effective provision of advice and information to a local population must accurately reflect the range of issues and needs present in that population, so it is crucial that these are well understood by both commissioners and providers.

The means through which advice and information are made available or delivered are critical in delivering improved services. They include different types of services provided by a range of organisations including websites, call centres, one-stop shops, floating support services, social care professionals, libraries, community information and advice centres, health centres or practitioners and outreach services. Diagrammatically this can be represented as:

### Section 3.

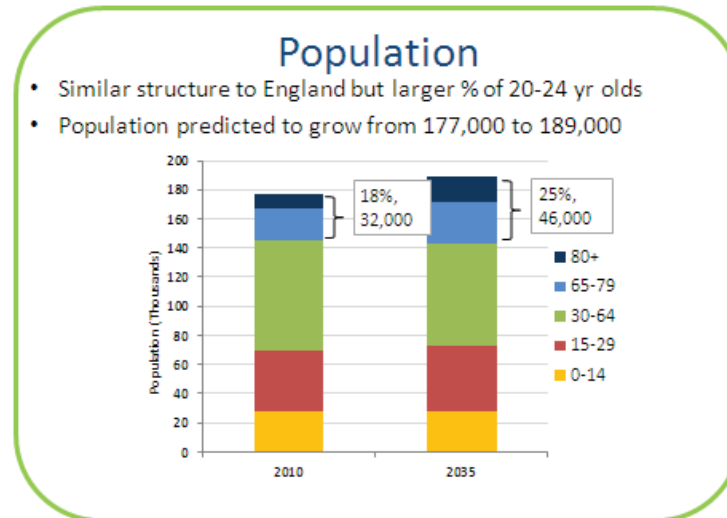
#### Scope

#### Key Facts About Our Residents and their Needs

The [Joint Strategic Needs Assessment](#) (JSNA) for Bath & North East Somerset provides extensive data on a wide range of aspects of the local population. Most of the following data represents relevant highlights from the JSNA.

#### Population

We know that our population is increasing. The 2011 Census estimated that there were 176,900 people living in Bath & North East Somerset, an increase of 4% since the last Census in 2001.





The projected population increase in Bath & North East Somerset between now and 2035 is significant and this is expected to mainly be in older age groups; in particular the 65+ age group is expected to increase by 50% and the 85+ age group by 110% in the same time period.

There are 114,6222 people of working age resident in B&NES according to the 2011 Census, with a peak of 79% economically active over the last financial year and the highest for B&NES since 2005. This is in line with the South West as a whole and higher than the national average of 77%. The Economic Activity rate in B&NES has increased by nearly 1% over the last quarter and by almost 5% in the last year, with a greater increase than any other of its comparators. There has also been a corresponding decrease in economic inactivity over the same period - mostly composed of students but with a moderate increase in those looking after a family home.

## **Factors affecting our population**

### **Economic Wellbeing and Employment**

Bath and North East Somerset is one of the least deprived authorities in the country, ranking 247 out of 326 English authorities. Despite these relatively low levels of social inequality, there are small geographical areas with notable issues. Five areas are within the most notable 20% of the country across a range of data for deprivation:

- Twerton West
- Whiteway
- Twerton
- Fox Hill North
- Whiteway West

7,428 residents live in these areas, representing 4.35% of the total population.

Whilst unemployment rates are lower than national and regional figures, the impact within the more deprived areas is acute and disproportionate to population levels. At October 2013, there were 8,200 working age people in receipt of out of work benefits. Of these, 1,400 were likely to be found fit to work and have their welfare benefit reduced or removed. 11,000 people were receiving

Council Tax Support. Analysis of some of the lowest-income households in Bath and North East Somerset suggests that between 8% (Chew Valley South) and 18% (Bathavon West) of residents in wards outside the city of Bath and the Market Towns are in receipt of income related support or tax credits. Curo, the area's largest social landlord, reported that 770 households were deemed to be under-occupying their homes and at risk of increased financial pressure due to changes to Housing Benefit.

### **Welfare Reform**

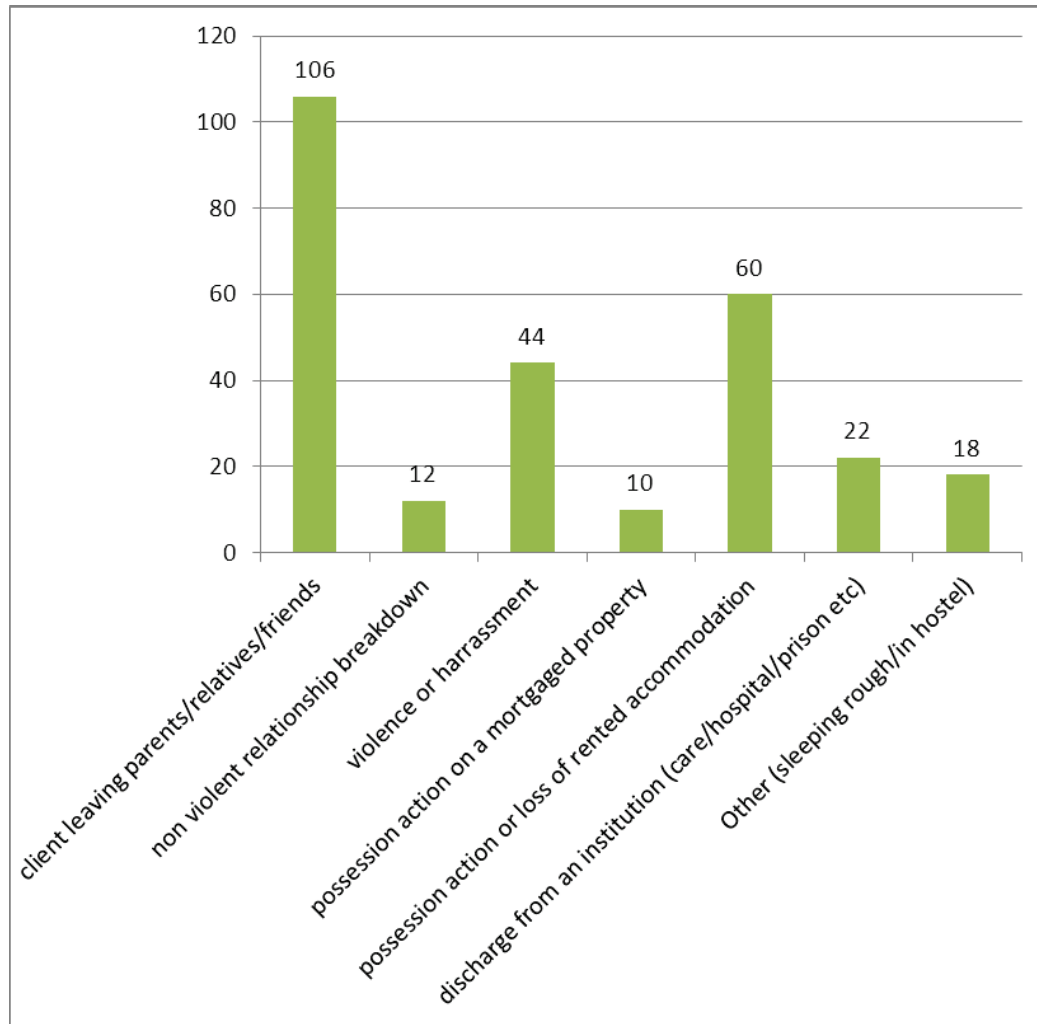
The Welfare Reform Act 2012 is the governments' legislative framework for the biggest change to the welfare system for over 60 years. The intention of the Act is to give people on benefit increased personal responsibility for money management and improved incentives to work. These changes will have a significant impact on individuals and the implications are set out below in *Section 3 – Scope*. The changes will also require a new approach by the Council and DWP to customer interfaces, as responsibility for administering welfare benefits shifts and the need for better co-ordination and easier access increases. **Adult Social Care Needs** In recent years the way we provide 'Social Services' in Bath & North East Somerset has changed dramatically. Personal Budgets have been available to service users for several years now. Since October 2012 our social work service has been provided by Sirona Care & Health CIC. Social services and social care mean different things for different people depending on their age, and depending on the type of advice, care or support they need. Many individuals benefit from preventative services that help them continue to manage independently at home, with informal support from friends and their local community, whilst others need to access more supportive services such as domiciliary care or residential/nursing care.

The number of people seeking assistance from social services has changed over the past five years. Local analysis of social services contact activity (via Sirona) between April 2012 and February 2013 highlights that more than 4,200 individuals made more than 6,000 separate contacts to request assistance of some kind. In 27% of cases contact resulted in no action being taken by social services as the request related to another Council department or local service provider. Of the remaining 73% some further action was taken which might include the provision of advice and information, signposting or referral to other services or the offer of a social care or occupational therapy assessment.

Assessments were offered to more than 2,300 individuals with around 69% of these resulting in a social care services or equipment being offered. Further analysis would be needed to confirm every case, but it is likely that the remaining 31% were not eligible for social care services based on either presenting need or financial circumstances.

## **Housing & Homelessness**

Between 2010 and 2013, 450 households presented to the Council as homeless. Of these, 272 families and single people were assessed as being entitled to a 'main housing duty'. This means that the Council had to make sure that they were provided with settled housing. These households became homeless for a variety of reasons. The main three are leaving the home of parents/relatives or friends, loss of a rented accommodation and violence or harassment as shown below:

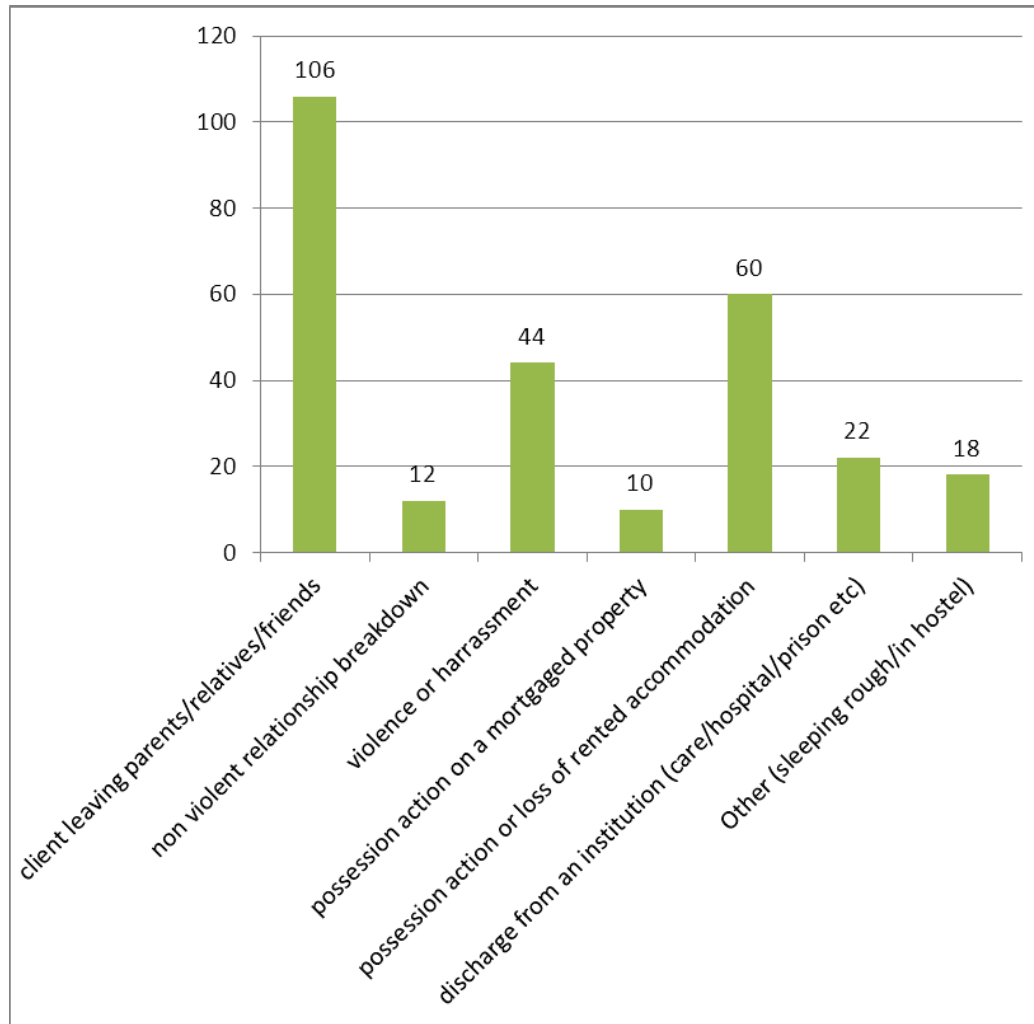


Main reasons for Homelessness April 2010 – April 2013

Homeless people with a 'priority need' are entitled to the 'main housing duty'. The three main reasons for having priority need amongst those entitled to the main housing duty were having dependent children or being pregnant, having a mental or physical disability and being a young person aged 16 or 17 or a care leaver. The rate of homeless households in temporary accommodation was halved in 2010 and is lower in Bath and North East Somerset than in other West of England Authorities and nationally.

Not all applicants' needs can be met through an application as homeless. For those households who have made a homeless application and the Council has decided it does not have a duty to secure accommodation for (approximately 50 households in 2012/3), alternative solutions will have been offered. These include help to stay put through advice on tenancy rights; negotiation or reconciliation with family or friends so they can return or stay longer; access to supported accommodation; and assistance with moving into the private rented sector via the Council's Homefinders Scheme (including loans available via Bristol Credit Union). Applicants may also have found their own solutions, securing private rented accommodation by using the Deposit Bond Scheme or Bristol Credit Union to secure a bond or deposit. A number will have lost contact with the Housing Options Team.

Over the last 3 years, an average of 69 private sector tenancies have been facilitated annually.



Main reasons for Homelessness April 2010 – April 2013

As well as discharging its statutory duty under Part 7 of the Housing Act 1996, the Council also commissions supported housing services for clients who have accommodation and support needs.

## **Debt**

Bath & North East Somerset CAB data for 2012-13 shows that their advisors worked with 1,211 clients coming directly to their service regarding debt. Of these 156 were over 60, 108 described themselves as disabled, another 276 as having long term health problems. 714 stated they were not disabled. In the same year, a further 154 clients were referred through other agencies or projects such as Children's Centres and the CAB service delivered at Hillview Lodge for people with a mental health problem. Client profile information on these cases is not available at the time of writing.

Analysis of CAB data from the first eight months of operation in 2013-14 show that 846 people directly sought assistance with debt. Of these 88 were aged over 60; 64 described themselves as disabled; 216 reported long term health problems; and 518 stated they were not disabled. A further 173 people came to the CAB via other projects as above.

Bath & North East Somerset Citizen's Advice Bureau data for 2011/12 shows that their advisors worked with 7,969 clients regarding debt and/or benefits issues. Of these, 3,984 were identified as either disabled or over the age of 60.

For 2012/13, the CAB advises that:

- Their advisors enabled on-going benefit gain for 740 households, generating an average additional £7,268 per claimant per annum.
- 131 clients had one or more debts written off, averaging £14,000 per client.
- 83 clients were assisted to manage debts averaging £5,486 per client.

In 2012/13, outcome returns from providers funded from the Supporting People & Communities commissioning budget indicated that 215 Supporting People service users identified 'Managing Debt' as a support need, and that 163 of these successfully tackled this with the support of their SP&C service.

Other key facts:

- The Council's Connecting Families team is targeting 215 families assessed as having complex needs for enhanced support.
- In 2011 between 10 and 14% of all households were experiencing fuel poverty. Of these, 71% had incomes of under £10,000 per annum.
- Between June 2012 and June 2013, the numbers of households resorting to the Food Bank increased threefold to 660.

#### **Section 4.**

##### **Needs Analysis**

People need Advice and Information on a range of topics that are relevant and helpful to their current situation. This often means information that crosses public sector boundaries and could include:

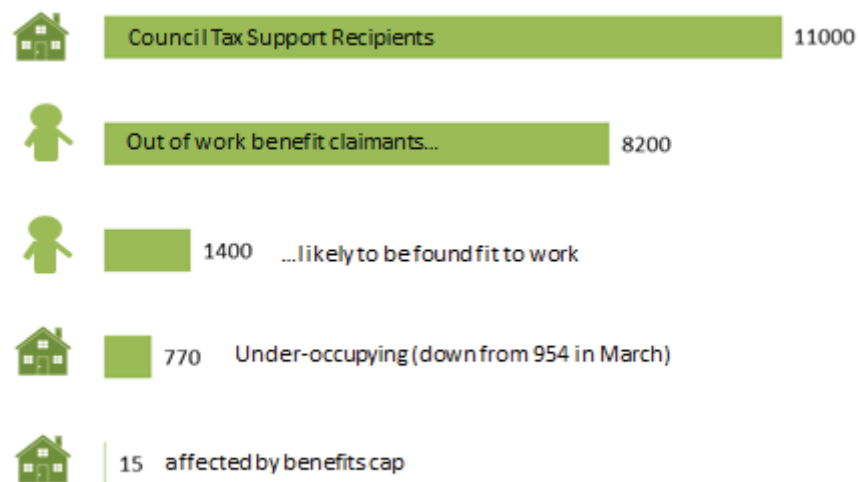
- Health (including specific conditions)
- Social care and support (including safeguarding)
- Housing
- Finances
- Welfare benefits and rights
- Employment
- Education
- Leisure activities
- Community activities and opportunities
- Transport and access

As already stated, when we consider the advice and information needs of our local population in B&NES, this must accurately reflect the issues of relevance to local people. A number of key advice themes and 'target populations' within the wider community begin to emerge:



- **Older People** – Require easily accessible, local advice and information in order to age well and to maintain health and wellbeing. This is likely to include advice on appropriate housing options, financial advice and information about preventative and social care services as well as advice and support for carers.
- **Adults of Working Age** – Require timely, easily accessible (in terms of working patterns) advice and information that is accurately targeted to the specific needs they are encountering. This is likely to include advice on access to employment, benefit entitlements and managing debt as well as information and help to access family and childcare support services.
- **Vulnerable Adults** – Require sensitively delivered, clear and skilled advice provision that is targeted at maintaining independence and promoting recovery and rehabilitation. This is likely to include housing and homelessness advice to vulnerable young people and adults, people with mental illness or problematic substance use as well as debt advice, benefits advice and support and information to access statutory social services.

The JSNA has highlighted some of the likely impacts of welfare reform on vulnerable people. These impacts relate to individuals and families who may already be known to public services, or who are coming to our notice for the first time. The illustration below provides some indication of the volume of individuals and families affected as at April 2013.



### Commissioned Services Sector Review

The services commissioned under the Supporting People & Communities programme aim to help vulnerable people improve their quality of life by enabling them to access support that promotes social inclusion, independence and wellbeing. This in turn leads to lower hospital admissions, a reduction in homelessness and a reduction in reliance on mainstream social services. These services are developed, procured and managed through strategic commissioning processes, and as such are demonstrably cost effective, reliable and of high quality.

Services focus on empowering people to achieve their aspirations of independence and fall broadly into four categories:

- Housing Related Support
- Advice, Advocacy and Information Services
- Day Services (centre-based)
- Community based services

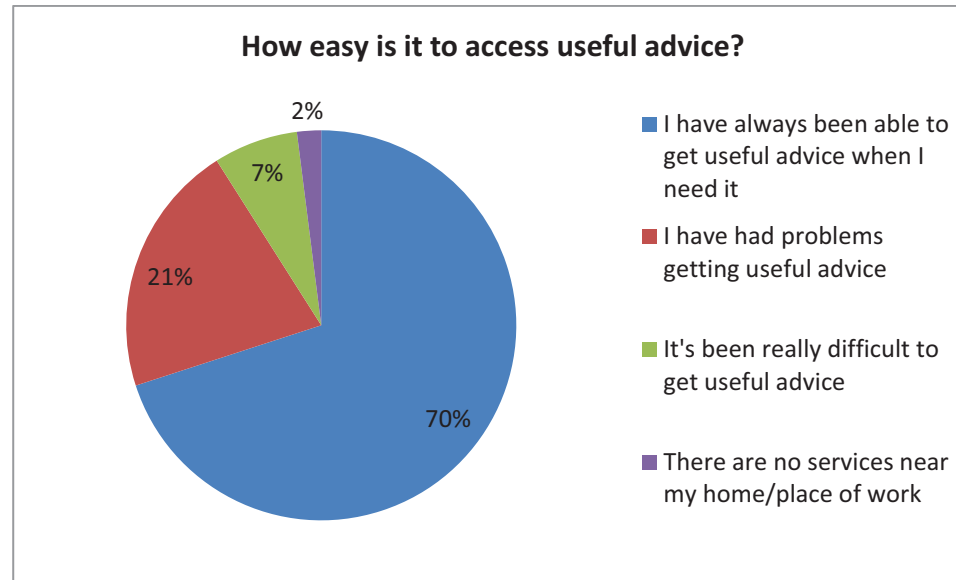
In the first half of 2013 commissioners conducted a series of sector reviews, themed according to the above categories, to find out more about the effectiveness of services both individually and across sectors. In particular the reviews aimed to assess what contribution the services make to delivery of the aims set out in the joint [Health and Well Being Strategy](#) Full details of the information gained from the sector reviews are [available here](#).

The Advice, Advocacy & Information Sector Review looked at the following themes:

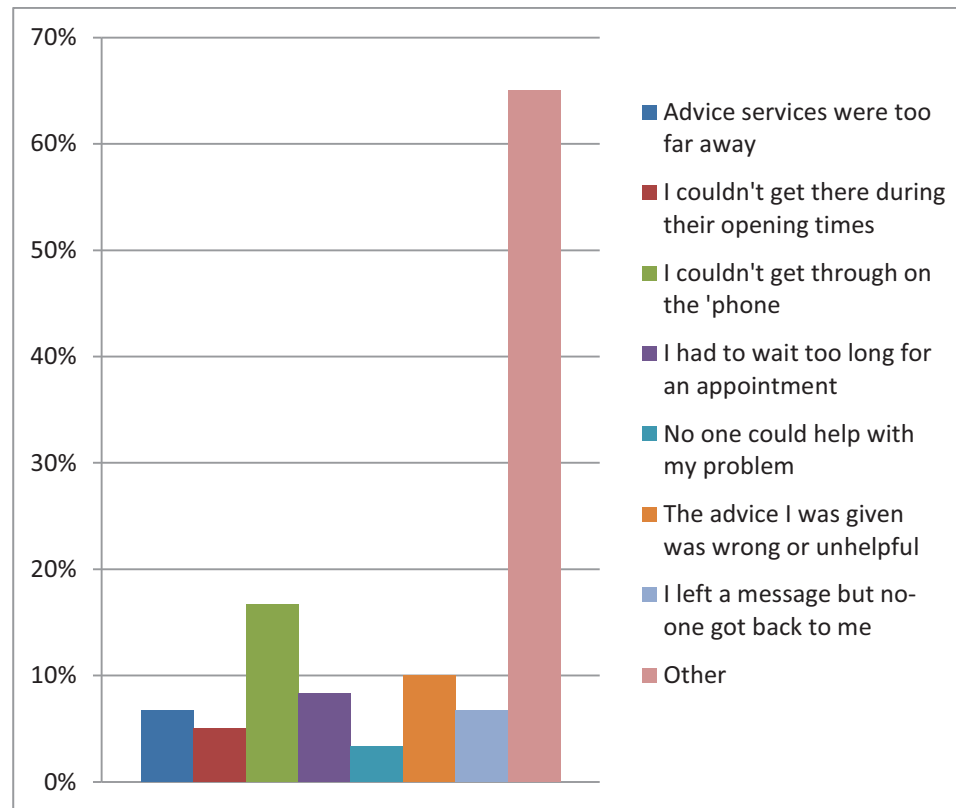
- Provision of advice and information
- Provision of advocacy
- Access to housing, employment and training
- Effectiveness of partnership working

Some services covered by the review are open to all e.g. CAB generalist advice whilst others are more targeted at people who have higher support needs e.g. Curo Choices Time 2 Talk (young people) or Age UK (older people).

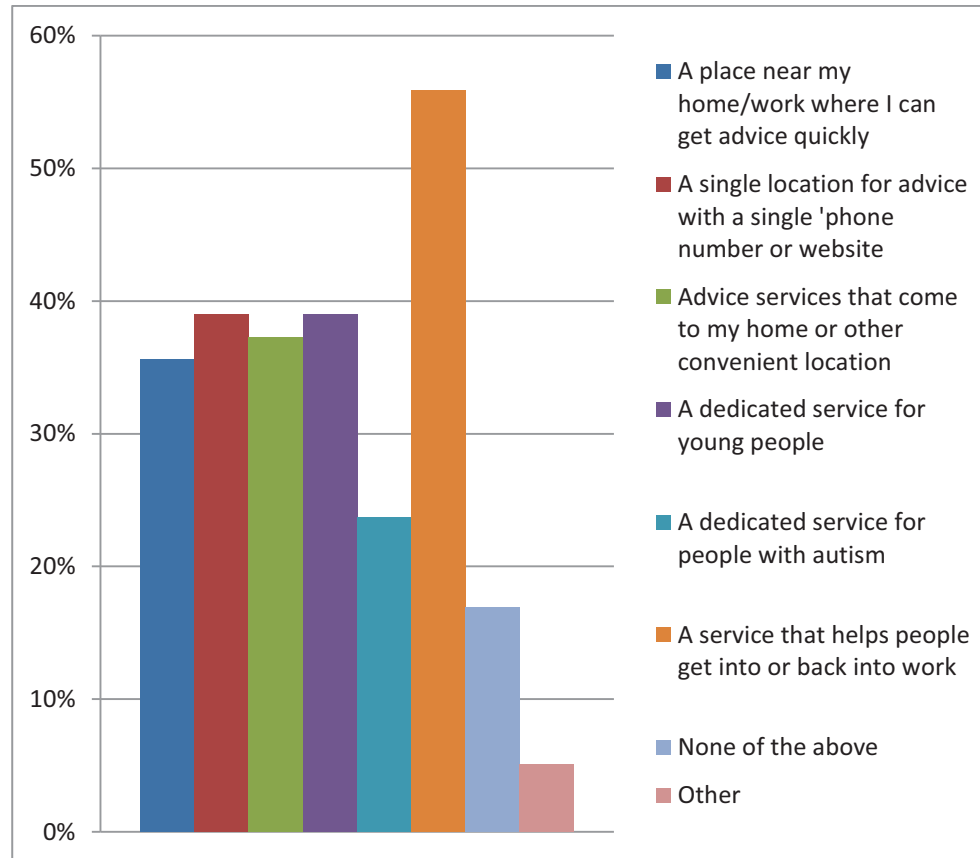
Service users were invited to contribute to the sector review by completing a survey either on-line or via paper copy. A total of 444 responses were received across the 4 sectors, with 60 of these coming from advice service users. The charts below provide an overview of the responses received from advice service users.



When asked what difficulties were encountered when trying to access advice and information, respondents gave several answers, as set out below.



When asked how services could be improved or if there were any specific areas that needed to be covered, a range of responses were received.



**Adult Social Care**

As stated in Section 3 – Scope, there is high demand for advice, information and assistance from our adult social care service, currently delivered under contract by Sirona Care & Health.

Between April 2012 and February 2013 4,221 people initiated 6,427 separate contacts with the Sirona adult social care duty desk to request assistance of some kind. Whilst a high proportion of these contacts resulted in a formal assessment being offered, a significant proportion (27% of contacts) were deemed 'inappropriate' in that no follow up action was taken, the most common reason for this being that the caller was actually seeking advice and information relating to other Council or external services. This tells us that there is further scope for communicating more clearly where people need to go for specific types of advice in order to make best use of our resources.

During the same period 73% of contacts, where the caller appeared to be in need of social services (as per statutory requirements) resulted in further action being taken which for many individuals will have included the provision of advice, information, signposting or referral to other services. For example many callers wish to access community meals or equipment or wish to find out more information about the provision of care services locally. Again, the development of this strategy has highlighted the need to target advice and information towards particular sectors of our community so that our more costly statutory social services are employed to support only eligible adult social care users.

Statutory social care assessment is offered to the most vulnerable callers to establish their eligibility for services. Eligibility is based both on presenting need and on the financial circumstances of the individual and our analysis shows that with further targeted financial advice the number of people undergoing statutory assessment who do not qualify for services on the basis of their financial circumstances could be reduced.

## **Section 5.**

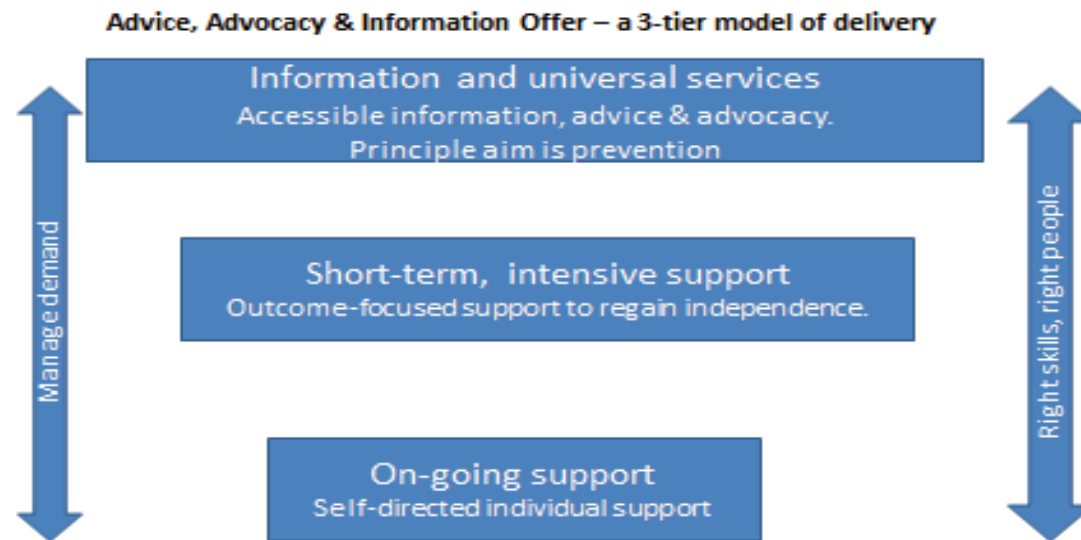
### **The aim of the strategy**

At the heart of all Supporting People & Communities commissioned services must be an approach (or way of working) that is:

- Person Centred – services should be centred on the needs of the individual
- Outcomes focused – services should contribute to the key outcomes of prevention, maximise independence and focus on recovery.
- Preventative and Enabling – services should aim to prevent service users falling into higher level services and enable independence at most basic level
- 'Just Enough Support' – services should be recovery focused and strengths based..

- Accessible – services should ensure fair access across tenures, delivered across the Authority in communities where people live.
- Partnerships – services should share good practice, resources, premises etc. They should link into community events and activities as well as mainstream provision.
- Quality and choice

The model for future advice provision below has been extensively consulted on with current providers and other stakeholders and has met with broad approval and support.





## **Section 6.**

### **Outcomes**

We will be satisfied that our strategy is successful in Bath & North East Somerset if:

- People know how and where to get the information and advice that they need
- People tell us that they get the same quality of information and advice wherever they choose to access it and it is tailored to their specific needs
- People are able to use the advice and information we provide to maximise their independence and delay their need for higher intensity support
- People get the right information and advice the first time they seek it
- People can choose how and where they get advice and information and have options which suit how and where they live their lives
- People who don't usually seek advice and information are more likely to do so

## Section 7.

### How will we achieve this?

In order to achieve the aims and outcomes of the strategy, we have identified six key priority themes that will help us to deliver better information and advice for our customers.

#### **Theme 1: Improving our infrastructure and delivery models**

We want to make sure that no door is the wrong door. We want to offer a range of information and advice support to suit the needs and preferences of the range of people that may need it.

#### **Theme 2: Improving our co-ordination**

We want to make sure that the co-ordination, signposting and referral between information providers and across professional / organisational boundaries are improved and unhelpful barriers to information provision are removed.

#### **Theme 3: Improving our message**

We want all information and advice to be given in everyday language that does not institutionalise or professionalise social care. Our information and advice will be given a way that stresses the importance of people staying connected and part of local community, emphasises a person's ability to have choice and control, avoids negative connotations around burden and gives out a positive message about feeling respected for what you can do, rather than being labelled for what you can't.

#### **Theme 4: Increasing general awareness of information and advice**

We want all people that need information and advice to know that there is information and advice available and to know how to get this.

#### **Theme 5: Improving things for 'unengaged' and socially excluded groups**

We want to make information and advice attractive to everyone, including those that will fund their own care. We want our information and advice to be accessible to, and useful for all groups, and for information and advice giving / finding to be a positive, non-stigmatising experience. If people need support to use the information and advice that is provided, we want to offer support for them to be able to do so.

## **Theme 6: Improving the quality and consistency of information and advice**

We want people to find that they get the right information, first time. We want our information and advice to be up to date and relevant and we want it to be adapted as we learn more about what people are interested in.

### **Section 8.**

#### **How will we know when we've got there?**

We will use a range of methods to measure progress towards making our strategy a reality for people in Bath & North East Somerset. These can be broadly summarised under three main headings as follows:

- **Monitoring and Managing Quality** – We will review and revise the key performance indicators included in all existing advice and information contracts to ensure they are focussed and targeted towards delivering the outcomes we have set. Any newly commissioned services will be specifically targeted with filling gaps in provision for particular individuals or communities and we will place greater emphasis on the timely and accurate provision of quality monitoring data by all contracted providers
- **Facilitating a Sector Voice** – We will develop a forum for advice and information provider organisations to facilitate a 'do and review' approach to delivering our strategy. Through the forum, commissioned service providers will be tasked with helping us develop and deliver a coherent offer to local people who need advice and information services
- **Service User Voice** – We will actively and regularly seek feedback from service users through case studies, on-going sector review, mystery shopping and direct reporting where this relates to Council provided advice and information

### **Section 9.**

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

The diagram below gives a visual representation of the diversity and overlaps in current advice provision.



The table below sets out further provision by services that are not commissioned by the Council but who provide advice on some of the areas covered by the commissioned services:

Family Law	Immigration	Employment Rights	Housing	Welfare Benefit	Debt & Money Management
<b>LOCAL NON COMMISSIONED SERVICES</b>					
<ul style="list-style-type: none"> <li>• CAB</li> <li>• Men's Advice Line</li> </ul>	<ul style="list-style-type: none"> <li>• Avon &amp; Bristol Law Centre</li> </ul>	<ul style="list-style-type: none"> <li>• Employment Law</li> </ul>	<ul style="list-style-type: none"> <li>• SWAN Advice</li> <li>• Shelter (Bristol)</li> </ul>	<ul style="list-style-type: none"> <li>• SWAN Advice</li> </ul>	<ul style="list-style-type: none"> <li>• Christians Against Poverty</li> </ul>
<b>NATIONAL, NON COMMISSIONED SERVICES</b>					
				<ul style="list-style-type: none"> <li>• Money Advice Trust</li> <li>• Shelter</li> <li>• Women's Aid</li> <li>• Citizens Advice</li> <li>• Men's Advice Line</li> </ul>	

Family Law	Immigration	Employment Rights	Housing	Welfare Benefit	Debt & Money Management
<b>TELEPHONE, WEB-BASED &amp; SELF-HELP SERVICES</b>					
<ul style="list-style-type: none"> <li>• <b>Women's Aid</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Citizens Advice</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>ACAS</b></li> <li>• <b>Citizens Advice</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Shelter</b></li> <li>• <b>Women's Aid</b></li> <li>• <b>Citizens Advice</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Citizens Advice</b></li> <li>• <b>Shelter</b></li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Citizens Advice</b></li> <li>• <b>Money Advice Trust</b></li> <li>• <b>Pay Plan</b></li> <li>• <b>Step Change</b></li> <li>• <b>Women's Aid</b></li> </ul>

### Partnership Working

Partnership working by advice agencies in Bath & North East Somerset is under-developed. Following an earlier allocation of funding to build partnerships and infrastructures, a second partnership initiative was awarded Big Lottery funding of £291,000 in May 2012. Advice Partnership for Excellence (APEX) has the following membership:

- Age UK (B&NES)
- B&NES Carers Centre
- B&NES Family Information Service
- Bath Employment Law
- CAB BANES
- Developing Health & Independence
- Off the Record
- Stone King Solicitors
- SWAN Advice Network

The bid submitted is based on the following aim:

(APEX will enable the advice sector to) “transform and adapt to a new funding environment by renewing its service models to reduce duplication, measure the difference services can make to people’s lives, and bring providers together to be more efficient and effective. In order to thrive and secure its future sustainability, the independent advice sector will also need to be more enterprising and business-minded.”

APEX has the potential to deliver significant improvements for vulnerable people in need of advice by creating the infra-structure for multi-agency partnership working provided it is aligned with the priorities set out in this strategy and proposed model of advice and information, with membership that reflects this multi-agency partnership model.

In tandem with the development of this strategy we have recognised the need to review and revise the way people access our adult social care service which is currently delivered under contract by Sirona Care & Health. Think Local Act Personal tells us, and our local analysis supports the view, that one of the best ways to delay or reduce people’s need for long term social care is to provide high quality, professional advice, information, signposting and referral to preventative and community based services. This enables organisations to clearly identify at an early stage those individuals who are eligible for social services. We have identified that we need to re-model the way in which we deliver the ‘front end’ of adult social care to boost capacity in this area and we are working closely with Sirona Care & Health to agree how the new model will operate.

## **Section 10.**

### **Managing the strategy**

It is critical that the impact of this strategy is considered within a wider context. In order to ensure this, the following steps will be taken:

- Cabinet and Wellbeing PDS Panel will receive regular updates on implementation of the strategy.
- The Supporting People & Communities Commissioning Body will, as with all other commissioned services, receive regular reports on performance, including delivery against outcomes and the findings of specific contract reviews.
- The Cabinet Member Update to each Wellbeing PDS Panel meeting includes a section on performance and any exceptional performance, either poor or excellent, will be reported to Wellbeing PDS Panel through this mechanism.

## **Section 11.**

### **What are we going to do next?**

Our next steps will be to:

1. Procure a financial wellbeing advice service for Bath & North East Somerset
2. Begin negotiations with continuing contracted advice providers to ensure that overlaps and gaps are reduced or removed
3. Establish a provider forum for the advice sector
4. Consult more broadly on the overarching model for future provision
5. Continue to work with partners on the redesign of the adult social care pathway
6. Continue to work with internal and external partners to define how the government's welfare reform programme will be delivered locally and look at how the advice sector can respond to this.



**Council, 14<sup>th</sup> November 2013, RESOLVED (unanimously) as set out below.**

Council resolves:

1. To request that Cabinet ask officers to produce and publish an Advice and Information Services Strategy which details the Council's approach, including its aims and objectives, to the provision of both general and specialist advice and information services over the coming years.
2. To request that the Advice and Information Services Strategy addresses any issues with duplication and overlap of Council commissioned advice services and details the resource requirements necessary to deliver the Strategy.
3. To request that the recommendations of the Advice and Information Services Strategy are taken into account in the Cabinet's budget proposals for 2014/15, with consideration given to providing additional resources to deliver the Advice and Information Services Strategy if necessary.
4. To request that Cabinet therefore pause the current tender process until an Advice and Information Services Strategy has been produced and reviews the proposed budget for the advice services contract once the new Strategy has been published and its resource requirements known.

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