



NOTICE OF MEETING

HOUSING & SOCIAL CARE SCRUTINY PANEL

MONDAY, 11 FEBRUARY 2019 AT 10AM

CONFERENCE ROOM A, SECOND FLOOR, THE CIVIC OFFICES

Telephone enquiries to Jane Di Dino 023 9283 4060

Email: jane.didino@portsmouthcc.gov.uk

If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Membership

Councillor Luke Stubbs (Chair)
Councillor Jason Fazackarley
Councillor Leo Madden

Councillor Claire Udy
Councillor Steve Wemyss
Councillor Tom Wood

Standing Deputies

Councillor Ben Swann
Councillor David Tompkins

Councillor Neill Young

(NB This agenda should be retained for future reference with the minutes of this meeting).

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: www.portsmouth.gov.uk

AGENDA

- 1 Apologies for absence.
- 2 Declarations of members' interests.
- 3 Minutes of the previous meeting. (Pages 3 - 6)

RECOMMENDED that the minutes of the previous meeting held on 26 October 2018 be agreed as a correct record.

- 4 The provision of temporary accommodation (Pages 7 - 30)

The panel will begin its review of the provision of temporary accommodation by agreeing the scoping document and hearing from the following officers:

- Paul Fielding, Assistant Director for Housing.
- Lucy Smith, Accommodation Manager
- Daniel Lake, Accommodation Manager
- Elaine Bastable, Housing Options Manager
- Shane Galvin, Senior Housing Options Officer

Members of the public are now permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting or records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the council's website and posters on the wall of the meeting's venue.

Agenda Item 3

HOUSING & SOCIAL CARE SCRUTINY PANEL

Minutes of the meeting of the Housing & Social Care Scrutiny Panel held on Friday, 26 October 2018 at 2pm at the Civic Offices, Portsmouth

Present

Councillor Luke Stubbs (in the Chair)
Jason Fazackarley
Leo Madden
Claire Udy
Steve Wemyss

35. Apologies for Absence. (AI 1)

No apologies had been received.

36. Minutes of the previous meeting. (AI 2)

RESOLVED that the minutes of the previous meeting held on 8 March 2018 be noted.

37. A review into models of supported accommodation for people with learning disabilities and whether similar provision can be extended to others with a support need. (AI 3)

RESOLVED that the report be signed off and forwarded to the Cabinet for consideration.

38. Consideration of potential review topics. (AI 4)

Andy Biddle, Acting Deputy Director for Adult Social Care gave an overview of adult social care (the presentation was published with the agenda).

James Hill, Director of Housing, Neighbourhoods and Buildings suggested two topics that the panel might like to consider reviewing: a) the hospitals discharge initiative and b) the impact of the Homelessness Reduction Act.

The hospitals discharge initiative.

Ellie O'Day, Telecare and Home Safety gave an overview of this initiative:

- It is funded from the Adult Social Care transformation fund for one year from February 2018.
- The telecare and housing safety team work closely with hospital staff. They undertake bedside visits with patients and family and attend twice daily meeting with the Integrated Discharge Service.
- On average 76 beds become free per month
- Patients returning home are eligible for 8 weeks free telecare equipment and support which could include moving furniture downstairs, arranging adaptations etc.
- Between February and August 2018 the service received 295 referrals. 91 of these are currently within the 8 week initial period, 50 had received home safety visits and 57 are continuing to receive the service and have ongoing telecare.

- Feedback from QA hospital shows that so far £51,000 has been saved.
- Work is underway to enhance and improve what can be offered, to offer more home safety visits to Hampshire County Council clients and to raise awareness of the service.

In response to questions, the following points were clarified:

- The council employs five full time home safety officers (one based at QA) and a full time administrative officer.
- The running costs are £15,500 per month.
- The council will evaluate the effectiveness of the hospital discharge initiative and produce a business case to apply for a funding extension.
- It is a good example of housing & Social Care working effectively with wider health staff.

The panel concluded that a review of the hospital discharge initiative would not be appropriate at this time because an update had been considered by the Scrutiny Management Panel last year, the Health Overview & Scrutiny Panel carries out regular monitoring of the delayed discharge of patients and a full review will be carried out shortly as part of the bid to secure a funding extension.

Homelessness Reduction Act (HRA)

Shane Galvin, Senior Housing Options Officer gave an overview of the HRA:

- This was a private members' bill with cross party support and gained royal assent in 2017 and came into force in April 2018.
- Local authorities have an initial duty to help housing applicants who have non-priority needs including those who are threatened with homelessness in the next 56 days (previously it was 28 days). They are entitled to a full assessment of their needs with an agreed plan and steps agreed for both the applicant and the council. A clear timescale is agreed for the actions. This adds some time before the council can make decisions.
- The council has allocated longer time slots for interviews with applicants and employed more staff.
- Now that more time is spent assessing applicants with non-priority needs, more vulnerable people may be identified.
- As the way that LAs send data to the government has changed, the council's housing department has changed its IT systems.
- The impact of the act is difficult to assess as other factors affect homelessness figures.
- From April to October 2018 the council received 740 applications. This compares to 627 last year and 586 the previous year.
- In April 2017 there were 70 people in temporary accommodation that the council was aware of and in April 2018 110. Previously, approximately 21 properties became available every week; it is currently 10.
- The council is working more closely with private landlords to increase the amount of accommodation available.
- Intentionally homeless people account for approximately 10% of applications. They are now entitled to stay longer in temporary accommodation.

- A pilot is being developed to re-purpose PCC owned properties which have little or no demand as temporary accommodation for homeless households instead.

The panel decided that a review of the HRA at this this time would not be appropriate as it is too soon to be able to determine the impact.

Members discussed the merits of carrying out a review of the lessons learnt after decantation of residents from tower blocks.

In response to a question from the panel, James Hill explained that with regard to the two tower blocks currently being decanted, ward councillors, the Cabinet Member for Housing and the Governance, Audit & Standards Committee are receiving regular reports and updated about the progress of rehousing the tenants. Approximately two thirds of residents had been rehoused and it is expected that all of them will be rehoused by Spring. Decants from council owned properties happens from time to time for various reasons. He confirmed in response to a question, that the emergency planning (civil contingency) team would support a situation in which an evacuation was required.

RESOLVED that the Scrutiny Management Panel be asked to allocate the following review topics to this scrutiny panel's work programme:

- 1. Review of the provision of temporary accommodation.**
- 2. Review of the experiences gathered after decantation of residents from tower blocks.**

The meeting concluded at 3:30pm.

Councillor Luke Stubbs
Chair

This page is intentionally left blank

Agenda Item 4

HOUSING & SOCIAL CARE SAFETY SCRUTINY PANEL

SCOPING DOCUMENT

A review of the provision of temporary accommodation.

1. **Background**

The topic was agreed by the Scrutiny Management Panel on 28 January 2019 for this municipal year.

2. **Objectives of the inquiry**

To understand:

1. The types of temporary accommodation used by the council.
2. The reasons for the increase in the use of temporary accommodation.
3. The typical length of stay.
4. The allocation process.
5. The role of the private rental sector and how the council works with it.
6. The council's plans to address the increasing use of this accommodation.
7. The council's work with other local authorities.

3. **Possible witnesses**

- Paul Fielding, Assistant Director - Housing, Property and Housing
- Elaine Bastable, Head of Housing Options
- Lucy Smith, Accommodation Manager.
- Daniel Lake, Accommodation Manager.

This page is intentionally left blank

Temporary Accommodation (TA)

Briefing to Housing & Social Care
Scrutiny Panel

February 2019

Objectives of the inquiry

- Types of temporary accommodation used by the council.
- Reasons for the increase in the use of temporary accommodation.
- Typical length of stay.
- The allocation process.
- The role of the private rental sector and how the council works with it.
- The council's plans to address the increasing use of this accommodation.
- The council's work with other local authorities.

How the council delivers this work

- The Housing Options Service (within the Housing, Neighbourhood & Building Service Directorate)
 - Assessment & Advice
 - Customer-facing staff who help people as they approach PCC
 - Accommodation & Allocations
 - Team that support people into TA, and then into move on accommodation
 - Supported Housing
 - Specific support for the most vulnerable
- Rough Sleeping Initiative

What is Temporary Accommodation(TA)?

- The council has statutory duties towards those who are homeless, or at threat of homelessness.
- Homeless means more than those sleeping rough on the streets. Most who are legally defined as homeless have not been sleeping rough.
- If homeless people approach the council for support, we have a legal duty to assess their case.
- Whilst being fully assessed, or waiting for move on accommodation, we may have a duty to provide a temporary home. This is referred to as Temporary Accommodation.

Types of Temporary Accommodation?

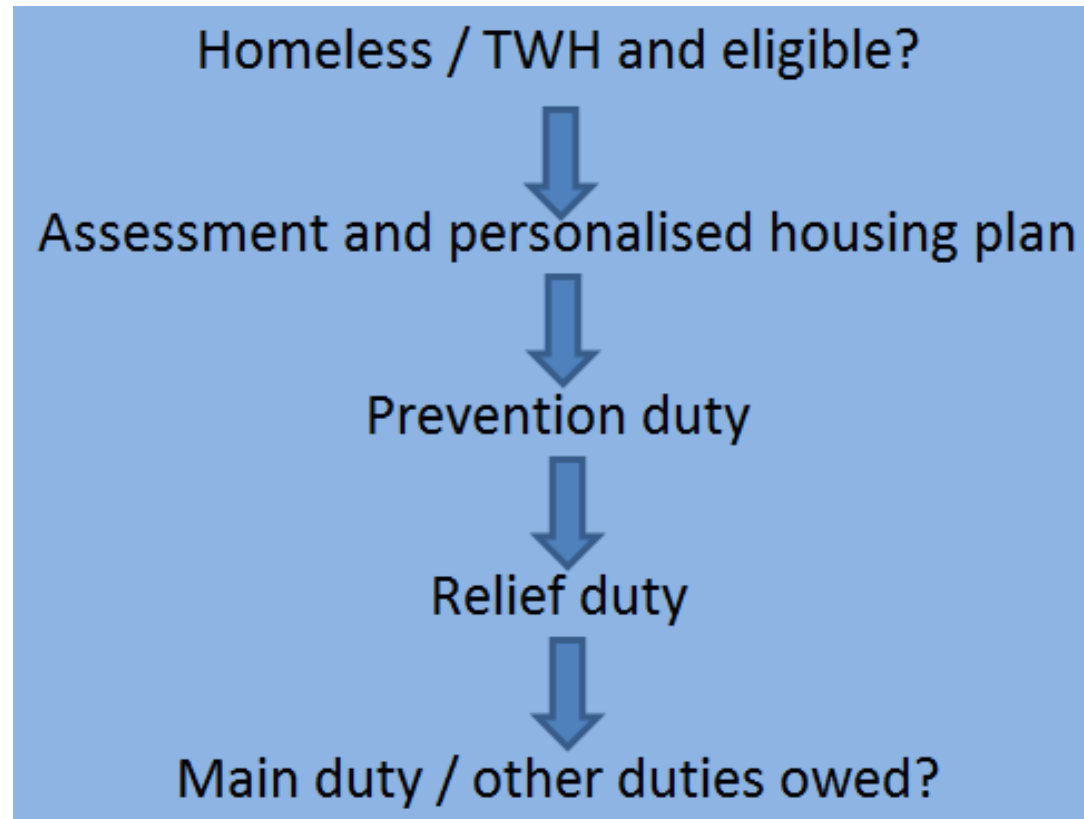
- The Council has a range of places it can place people:
 - Emergency Accommodation
 - Short-term
 - Medium-term
 - Long-term?
- Placements are not classified as tenants. They are housed on licence and have different rights to those who hold a tenancy.

Legislation

- Housing Act 1996
 - Requirement for an allocations policy
- Homelessness Act 2002
 - Requirement for a Homelessness Strategy
- Homeless Reduction Act 2017 (came into effect April 2018)

“An Act to make provision about measures for reducing homelessness; and for connected purposes”

Homelessness Reduction Act 2017

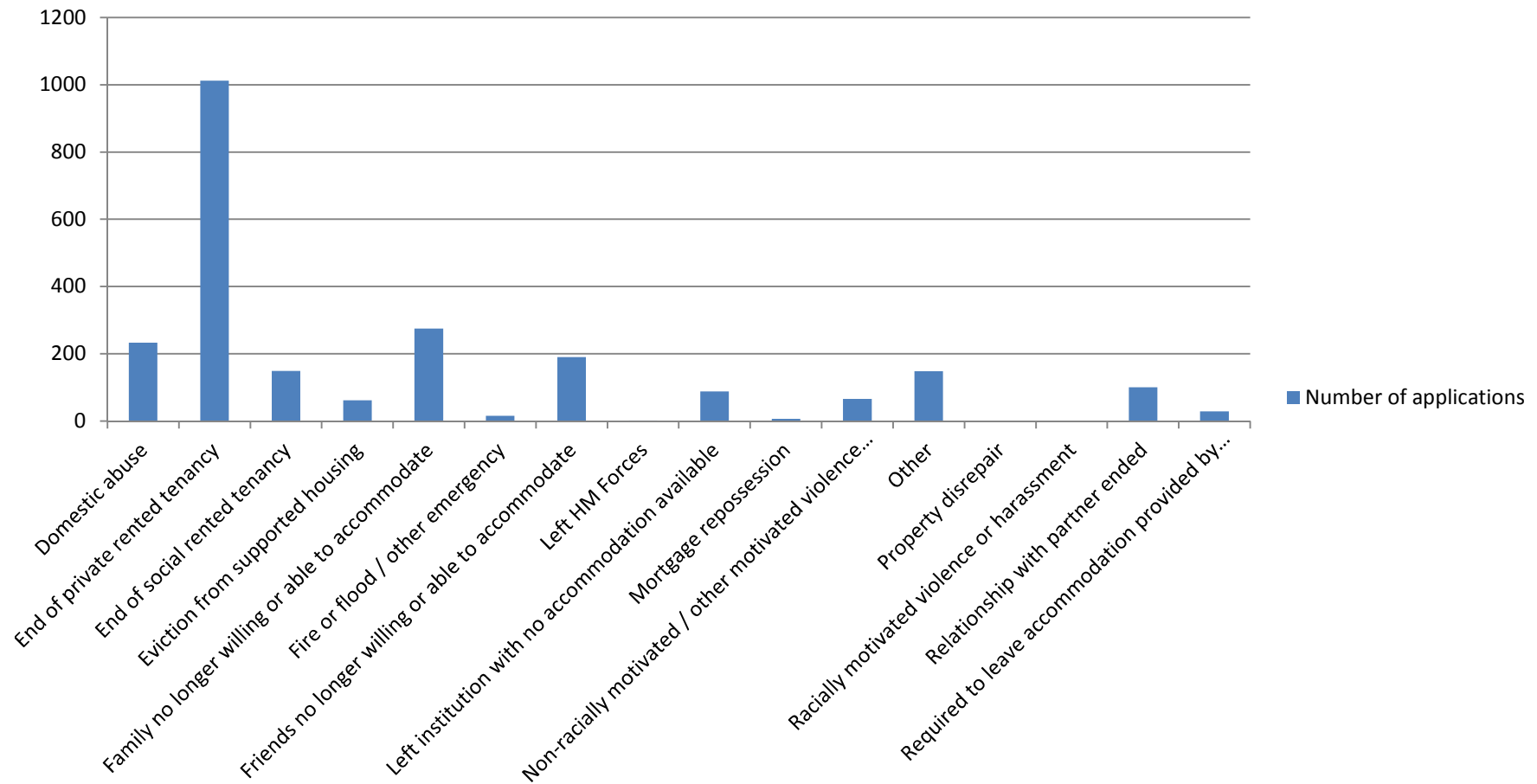


A good guide to the Homelessness Reduction Act 2017 is available from Shelter:

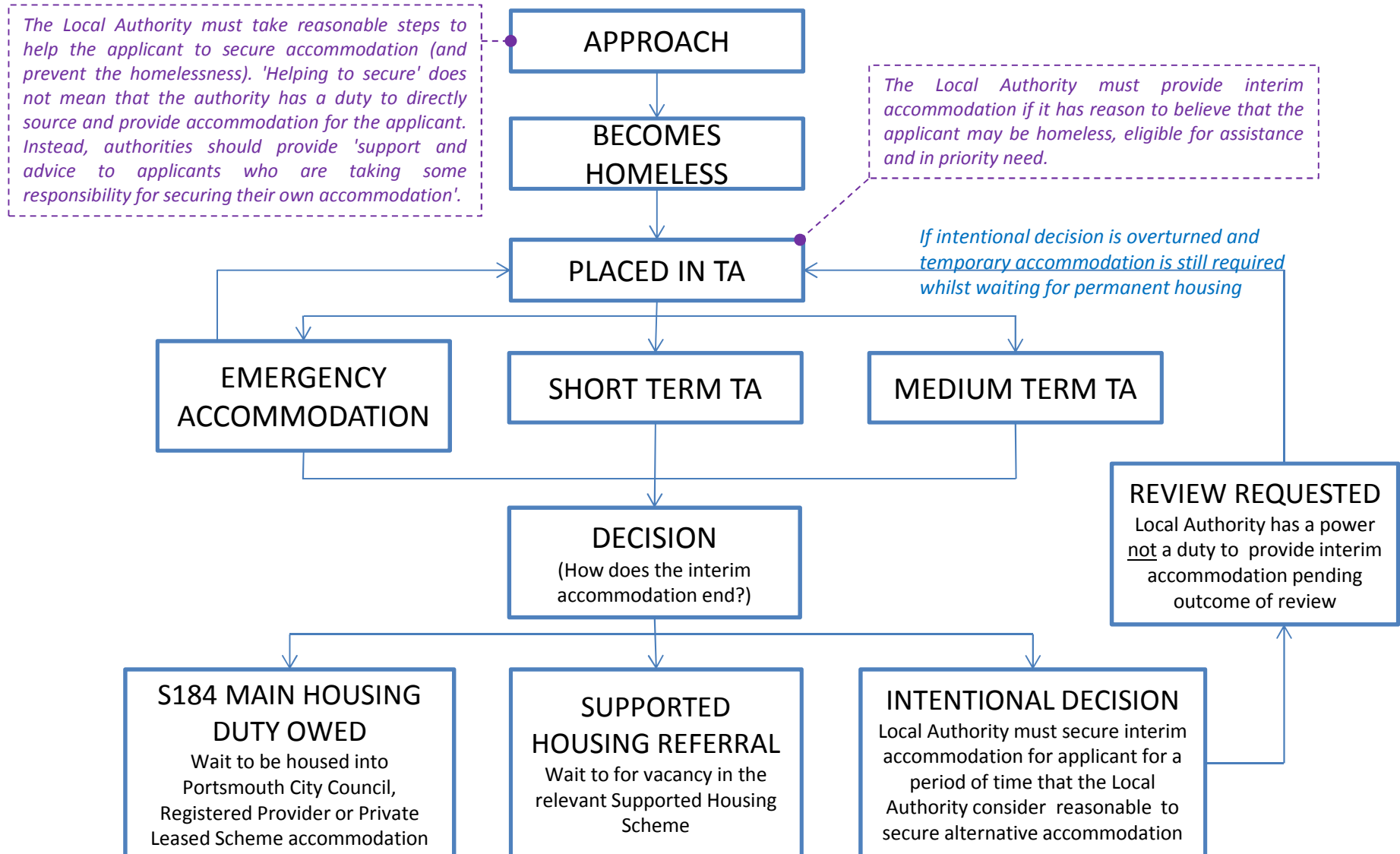
https://england.shelter.org.uk/data/assets/pdf_file/0007/1494871/Homelessness_HRA17_Implementation_Briefing_FINAL.pdf

Reasons For Homelessness

Causes of homelessness



Temporary Accommodation - Customer Journey



Current TA Provision

SHORT TERM

Temporary Accommodation
Service = 30 flats



MEDIUM TERM

Grove Road North
(HRA owned) = 20 flats



Leased Properties
= 4 flats & 1 house



5 HMO's = 25 Rooms

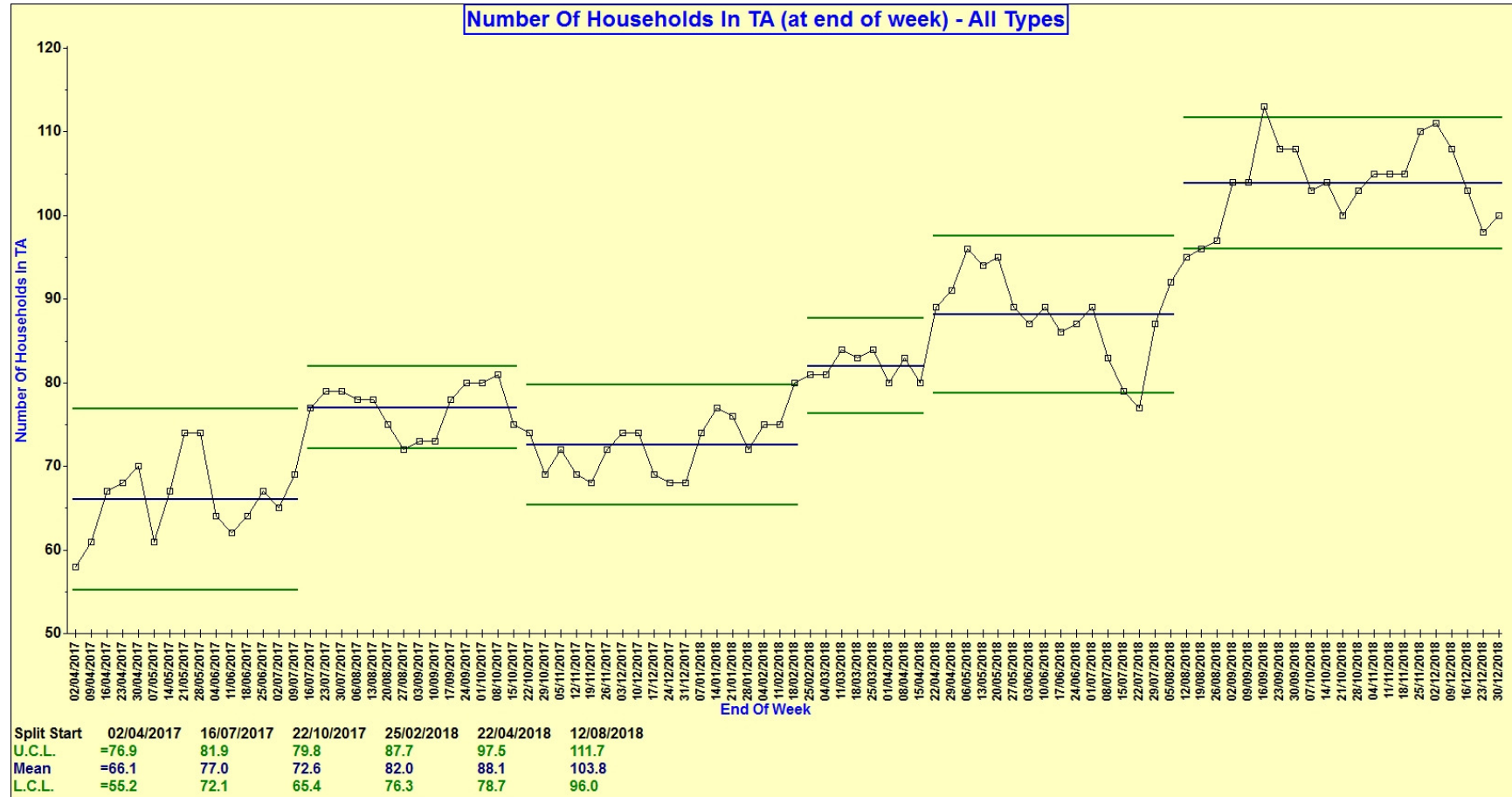


EMERGENCY ACCOMMODATION

Hotels and B&B's

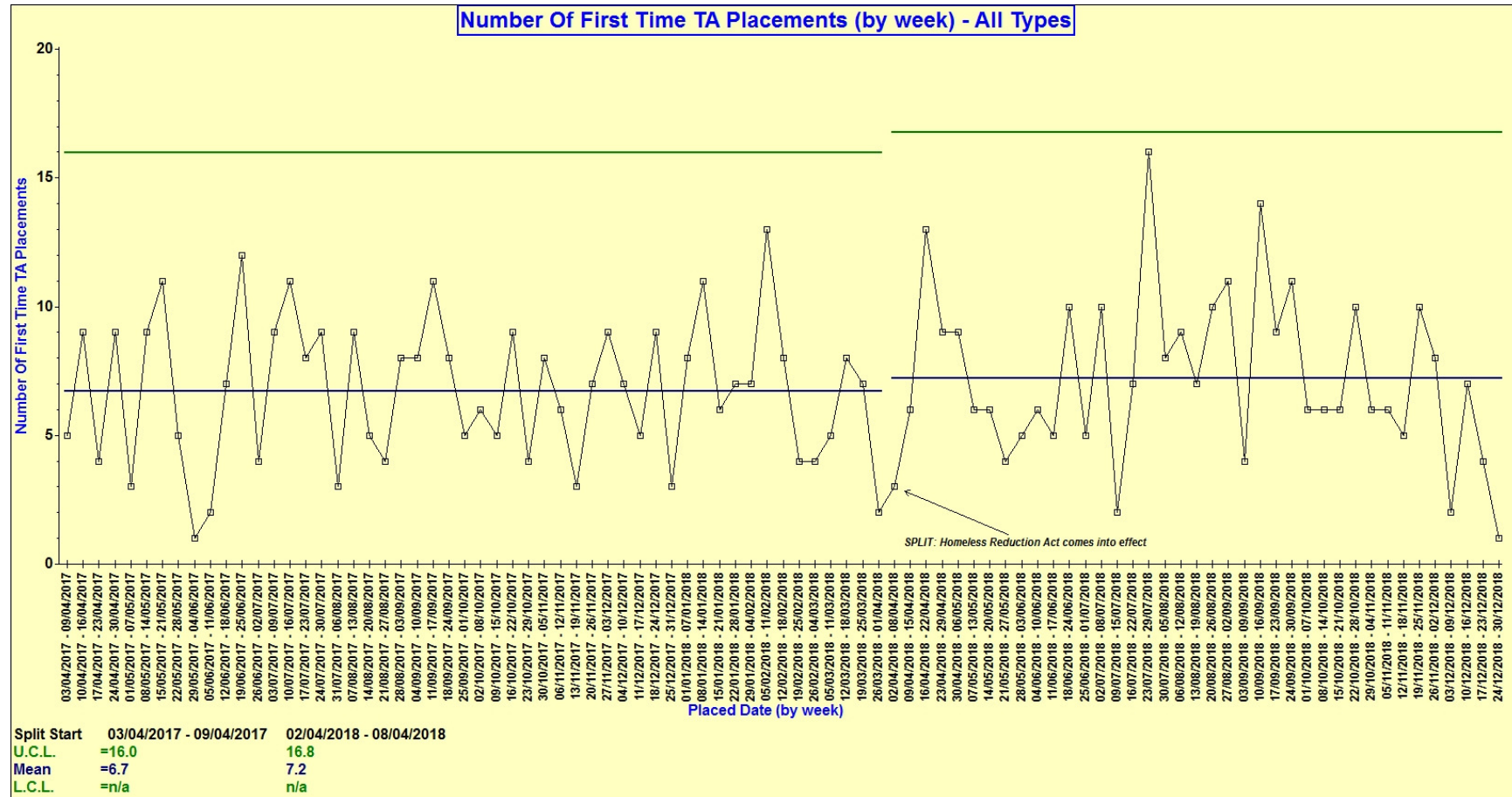


Number of Households in TA



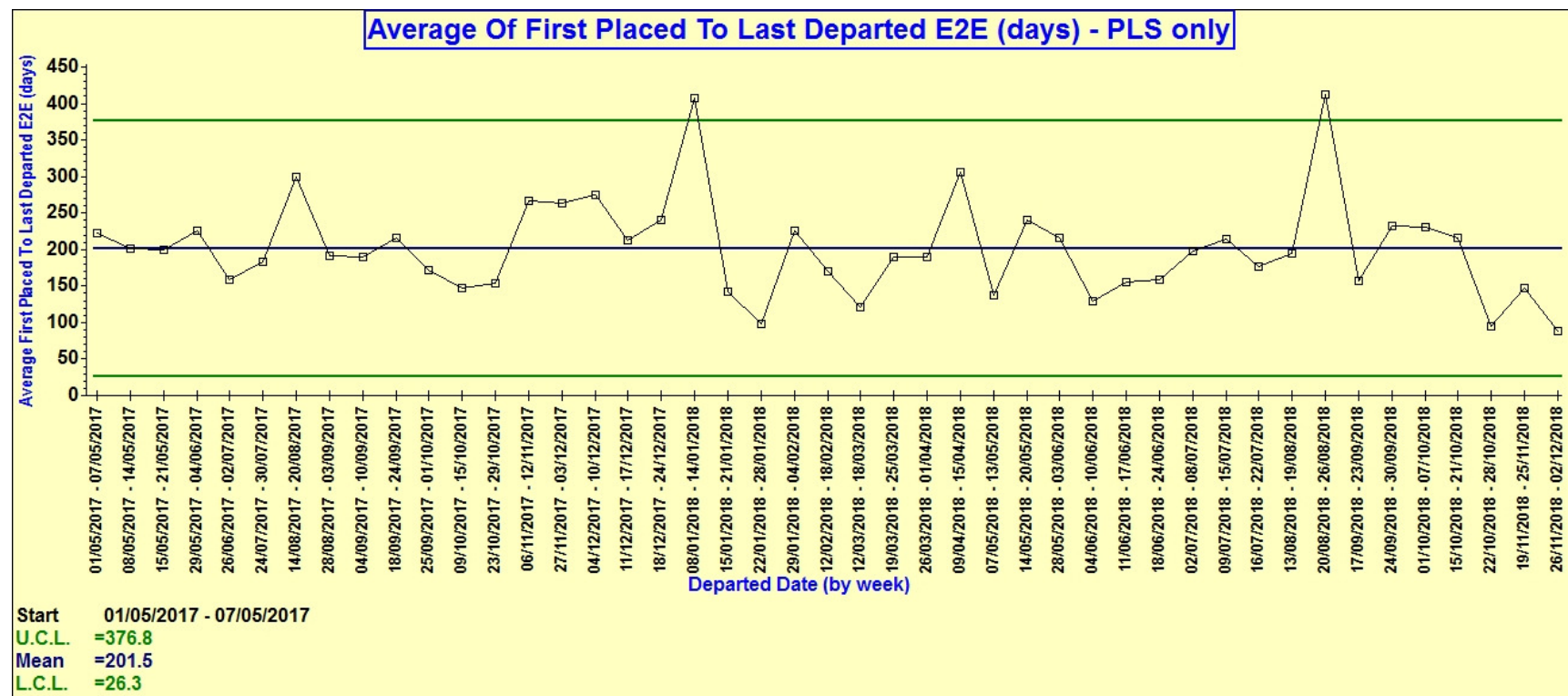
This chart shows how the number of households in TA rose from an average of 66 in April 2017 to a current average of 103 per night by the end of 2018. At the end of last year it was statistically normal to have between 96 and 112 households in temporary accommodation. A 'Household' (aka a placement) can be a single person, a couple or a family.

No. of TA Placements



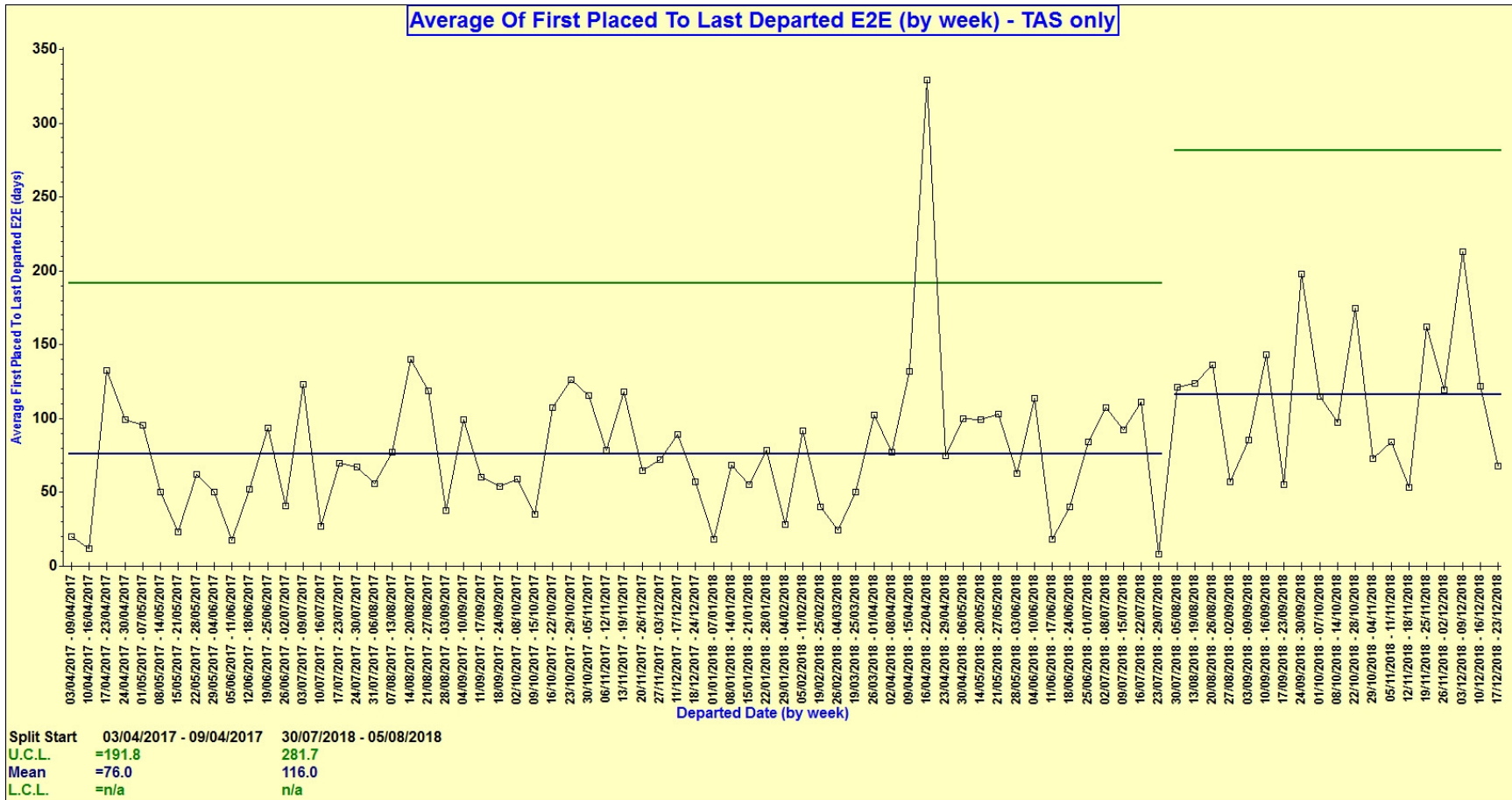
This chart shows how the number of placements into TA (per week) has risen slightly. Following the introduction of the HRA we have witnessed a small rise of 0.5 households placed per week, from an average of 6.7 per week in April 2018 to the current average of 7.2 per week. At present, it would be statistically normally to expect to place between 0 and 17 new households each week.

Average End to End time for placements in for Medium Term TA



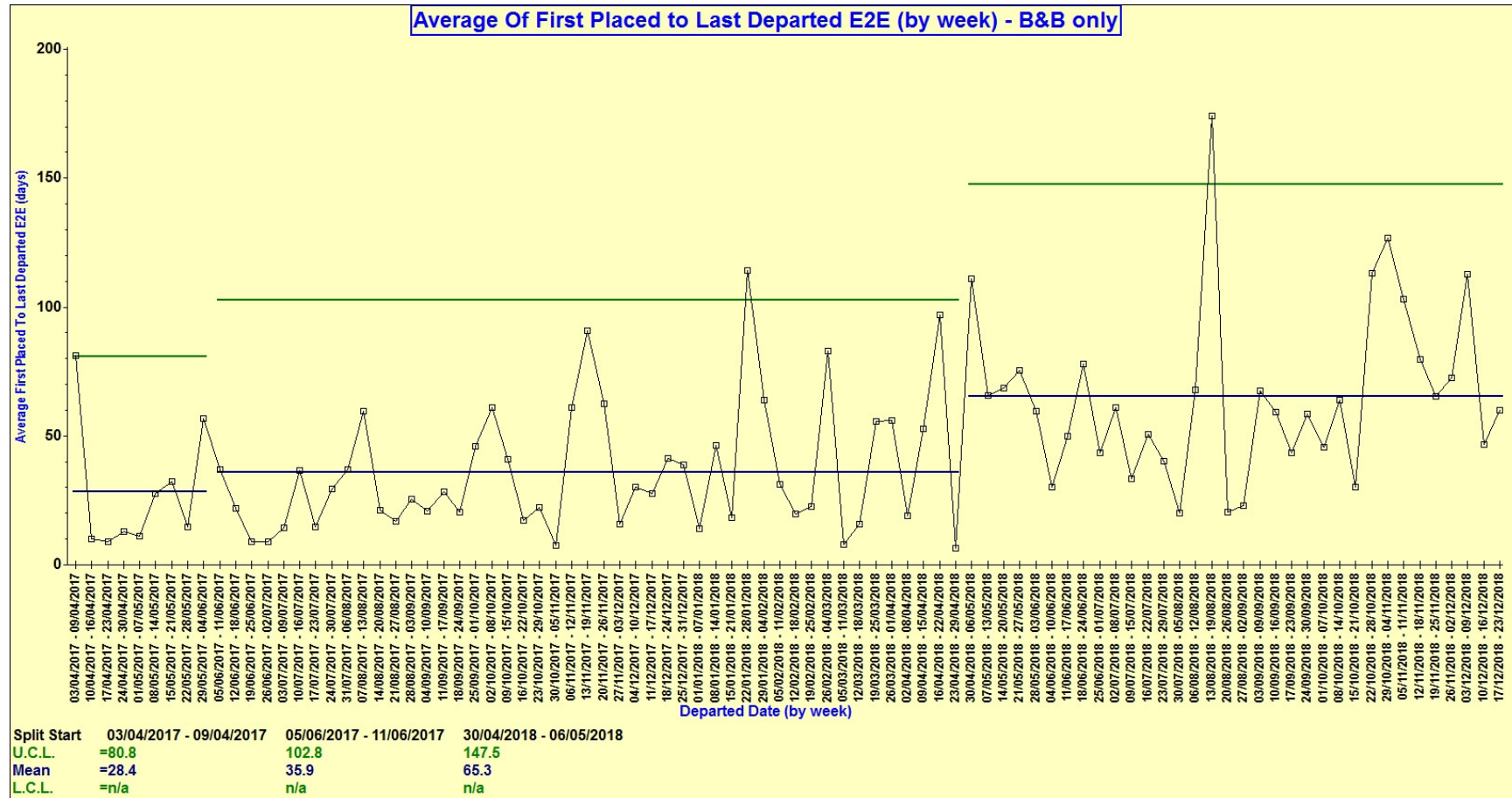
This chart shows how the average number of days a household typically spends in spent in medium term temporary accommodation (from first placed to when they leave). As you can see, the average E2E time for this type of TA has remained a consistent 201 days with a statistically normal range of between 26 and 379 days. This indicates a highly variable, but stable, system.

Average End to End time for placements in Short Term TA



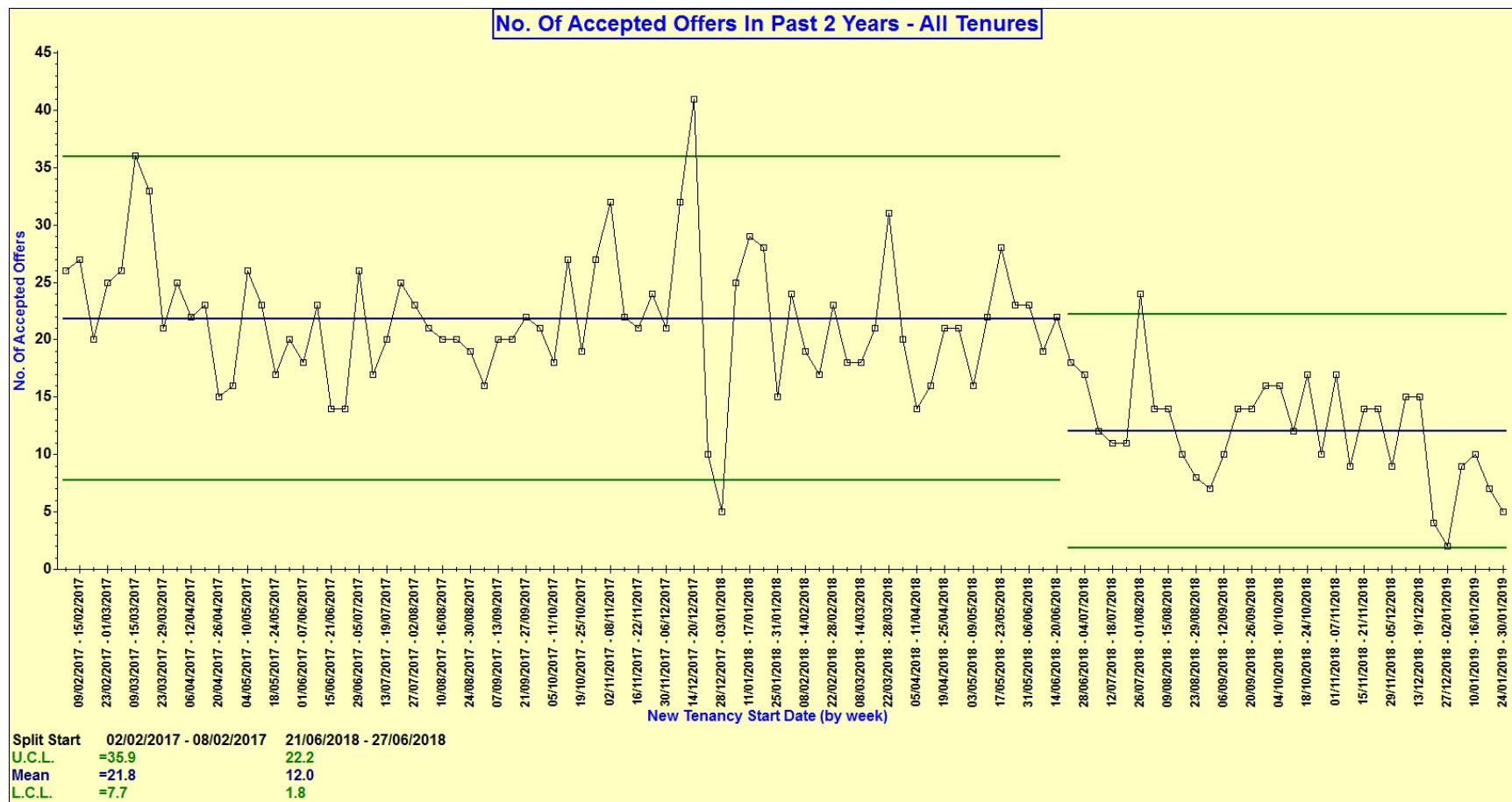
This chart shows the number of days a household typically spent in short term temporary accommodation between April 2017 to December 2018. We saw an increase in the average E2E time for this type of TA around July 2018, from a stay of 76 days to one of 116 days and with a statistically normal range of between 0 and 282 days. This indicates a highly variable, and increasing, system.

Average End to End for Emergency Accommodation



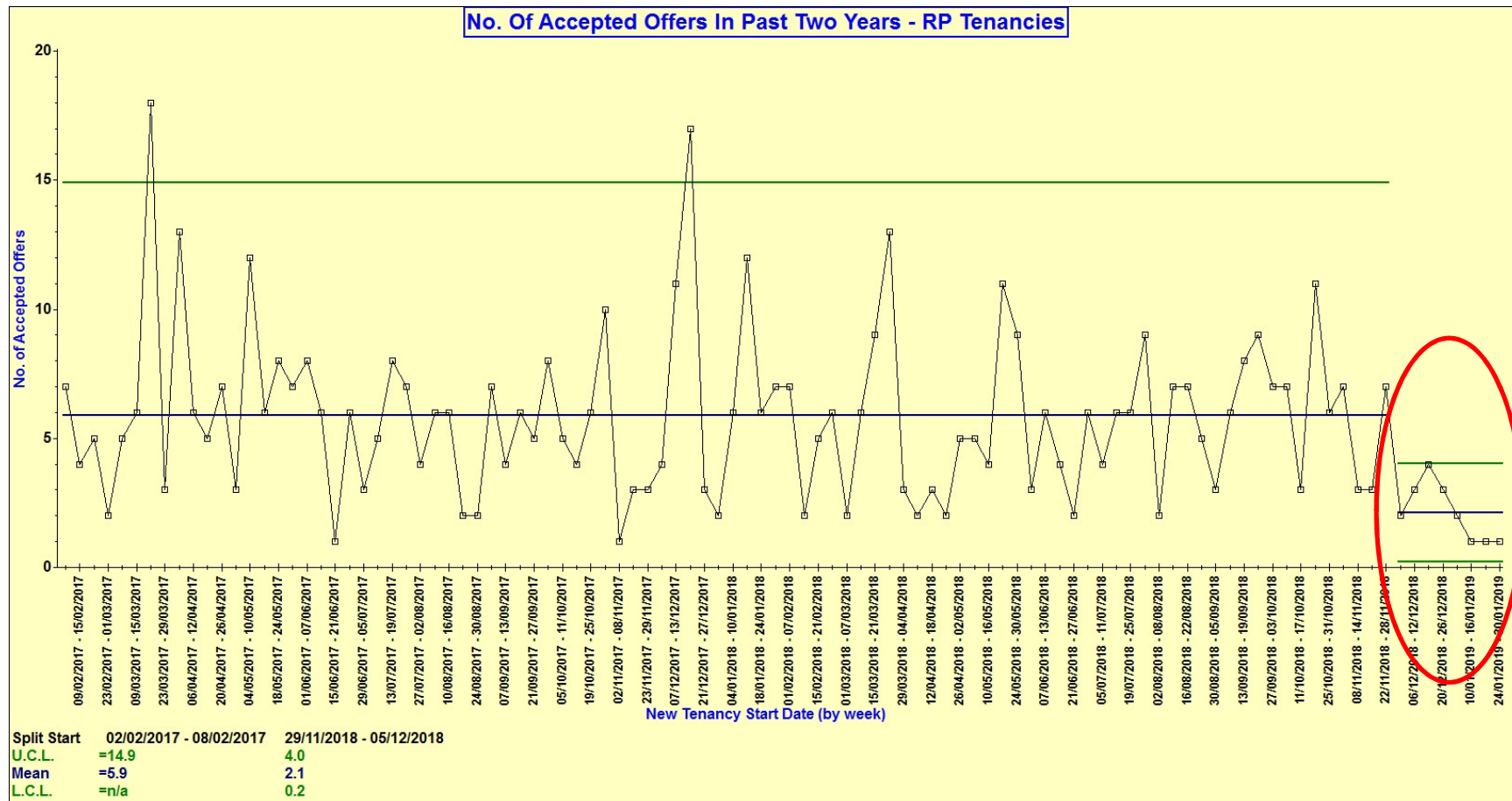
This chart shows the average number of days in emergency accommodation (B&Bs and hotels) for customers. It has risen from an average of 28 days in April 2017 to an average of 65 days in Dec 2018, with a statistically normal range of between 0 and 148 days. This indicates a highly variable, and increasing, system.

Accepted Offers (Move Ons) - Total



This chart shows the number of placements into permanent accommodation per week. It has fallen from an average of 22 per week in 2017 to an average of 12 days by Dec 2018.

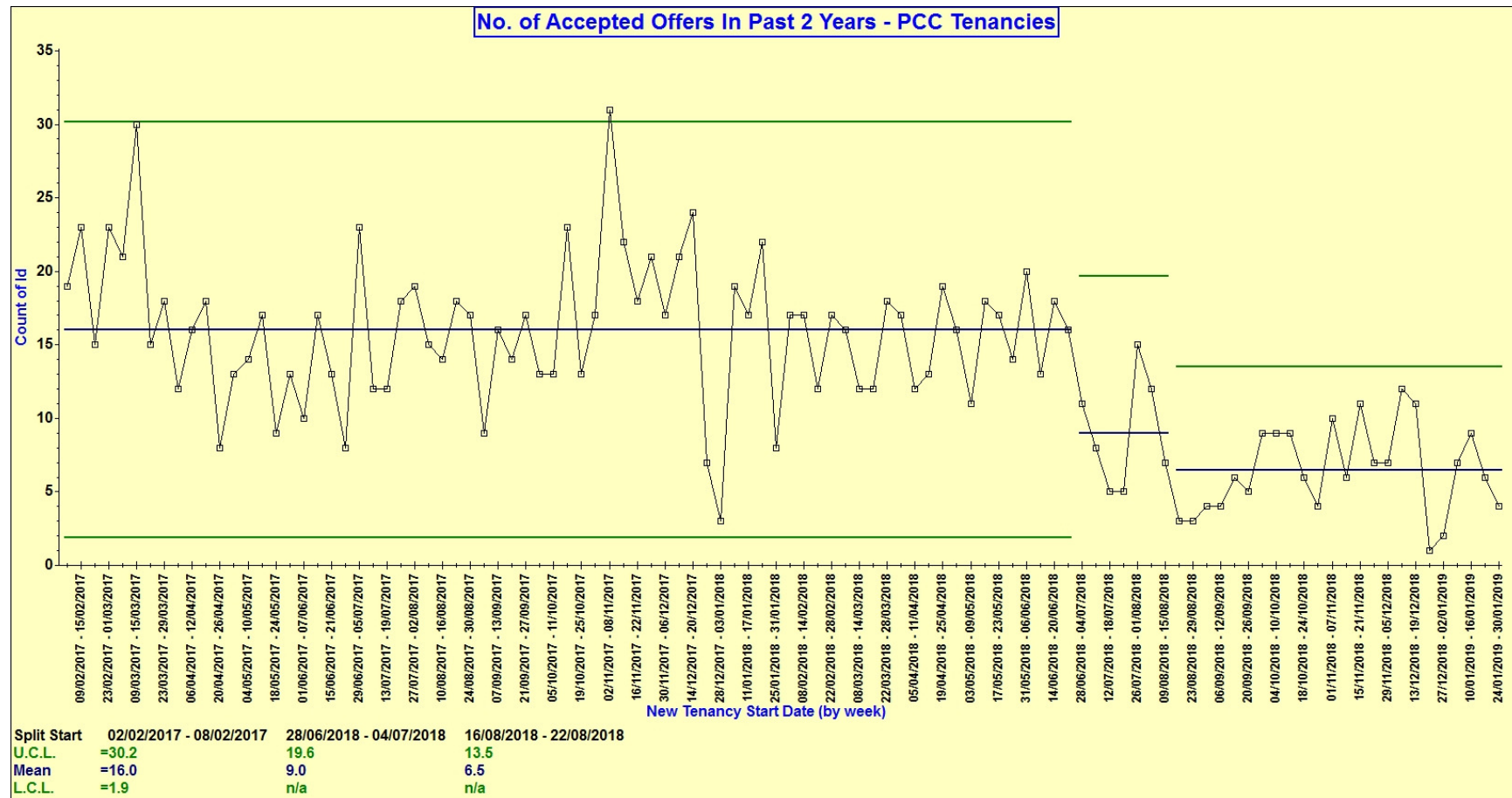
Accepted Offers (Move Ons) Registered Housing Providers



This chart shows the number of placements into registered housing associations per week. It has remained stable at 6 per week, albeit with high variability. The end of the chart is due to slow data flow and can be ignored

Accepted Offers (Move Ons)

PCC (not including Leamington & Horatia Houses rehousing)



This chart shows the number of placements into PCC properties per week. It has fallen from 16 per week to 6.5 per week. This is because capacity has been diverted to those moving from Leamington & Horatia Houses.

Summary & Background Issues

- PCC has seen a rise in the occupation rates of it's temporary accommodation.
- We are do not have more placements in temporary accommodation than a year ago, but...
- We are finding it harder to move them on, resulting in longer stays in temporary accommodation.

The question is WHY?

- Welfare reforms
- Increase in homelessness at a national level
- Introduction of Homeless Reduction Act 2017
- Reduction in alternative/permanent accommodation for households to move on.

National picture

- There has been 15% rise in the number of rough sleepers from 2016 to 2017, and (estimated) 169% rise since 2010 (source: Homeless Link 2018) .
- At June 2018 the number of households in **temporary** accommodation was 82,310, up 5% from June 2017, and up 71% from December 2010 (MCHLG 2018).
- The overall UK figure of 79,880 was up 66% on the low of 48,010 at the end of December 2010 (Inside Housing June 2018).

Work in progress to reduce use of TA 1

- Using low demand Portsmouth City Council flats for short term accommodation.
- Better types of TA; e.g. more new Private Leased flats (medium/short term TA).
- Working with procurement to negotiate better short term temporary accommodation capacity and flexibility (this will decrease cost but will not increase move-on capacity).
- The decant Horatia & Leamington Houses is nearing an end which means more move on accommodation (within PCC stock) should become available. This will not resolve the issues of temporary accommodation although it will help stabilise the problem.
- Only additional move on capacity will reduce the use of TA.

Work in progress to reduce use of TA 2

- New housing developments in the city. This is longer term.
- Additional supported housing rooms/bed spaces.
- Developing more options for private landlords with the aim of having more accommodation for households we are working with for example we have over the last 12 months started to lease HMO's.