

MEETING:	Cabinet
DATE:	Wednesday, 17 October 2018
TIME:	10.00 am
VENUE:	Reception Room, Barnsley Town Hall

AGENDA

1. Declaration of pecuniary and non-pecuniary interests
2. Leader - Call-in of Cabinet decisions

Minutes

3. Minutes of the previous meeting held on 3rd October, 2018 (Cab.17.10.2018/3)
(Pages 3 - 6)

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.17.10.2018/4) (Pages 7 - 8)

Petitions

5. Petitions received under Standing Order 44 (Cab.17.10.2018/5)

Items for Decision/Recommendation to Council

Communities Spokesperson

6. Homelessness Prevention Strategy (Cab.17.10.2018/6) (Pages 9 - 30)

Place Spokesperson

7. Berneslai Homes Services Agreement and Memorandum of Associations
Renewal 2018 (Cab.17.10.2018/7) (Pages 31 - 36)

To: Chair and Members of Cabinet:-

Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner,
Howard, Miller and Platts

Cabinet Support Members:

Councillors Franklin, Frost, Daniel Griffin, Pourali, Saunders and Tattersall

Chair of Overview and Scrutiny Committee
Chair of Audit Committee

Diana Terris, Chief Executive
Rachel Dickinson, Executive Director People
Matt Gladstone, Executive Director Place
Wendy Lowder, Executive Director Communities

Julia Burrows, Director Public Health
Andrew Frosdick, Executive Director Core Services
Alison Brown, Service Director Human Resources and Business Support
Michael Potter, Service Director Business Improvement and Communications
Neil Copley, Service Director Finance
Katie Rogers, Communications and Marketing Business Partner
Anna Marshall, Scrutiny Officer
Ian Turner, Service Director, Council Governance

Corporate Communications and Marketing

Please contact Ian Turner on email governance@barnsley.gov.uk

Tuesday, 9 October 2018



MEETING:	Cabinet
DATE:	Wednesday, 3 October 2018
TIME:	10.00 am
VENUE:	Reception Room, Barnsley Town Hall

MINUTES

Present Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Franklin (for Gardiner), Howard, Miller and Platts

Members in Attendance: Councillors Frost, Daniel Griffin, Pourali and Sheard

98. Declaration of pecuniary and non-pecuniary interests

There were no declarations of pecuniary or non-pecuniary interests.

99. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 19th September, 2018 had been called in.

100. Minutes of the previous meeting held on 19th September, 2018 (Cab.3.10.2018/3)

The minutes of the meeting held on 19th September, 2018 were taken as read and signed by the Chair as a correct record.

101. Decisions of Cabinet Spokespersons (Cab.3.10.2018/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 28th September, 2018 were noted.

102. Petitions received under Standing Order 44 (Cab.3.10.2018/5)

It was reported that no petitions had been received under Standing Order 44.

Deputy Leader

103. Public Health Strategy 2018 - 2021 - Renewing Action for a Healthier Barnsley (Cab.3.10.2018/6)

RESOLVED:-

- (i) that the Public Health Strategy for 2018-2021: Renewing Action for a Healthier Barnsley that has been produced in consultation with key partners, as set out in Appendix 1 of the report now submitted, be approved; and
- (ii) that the delivery of the Public Healthy Strategy be supported.

104. Food Plan (Cab.3.10.2018/7)

RESOLVED:-

- (i) that the aims and priorities set out in the Food Plan, as detailed in Appendix 1 of the report submitted, be supported;
- (ii) that arrangements be put in place to consider and acknowledge healthy weight and food in all policy decisions; and
- (iii) that consideration be given to how the reduction in use of single-use plastics and other materials can be encouraged as part of the engagement arrangements with the hot food takeaway trade.

Core Services Spokesperson

105. 2019 Revised National Joint Council (NJC) for Local Government Services Pay and Grading Structure (Cab.3.10.2018/8)

RESOLVED that the 2019 Revised National Joint Council (NJC) for Local Government Services Pay and Grading Structure, as detailed at Appendix B of the report now submitted, be approved with effect from 1st April, 2019.

106. Improving Employee Performance Policy (Cab.3.10.2018/9)

RESOLVED that the revised Improving Employee Performance Policy, as detailed in Appendix A of the report submitted, be approved.

People (Safeguarding) Spokesperson

107. Outcome of the Peer Challenge of the Integrated 'Front Door' to Children's Social Care in Barnsley (Cab.3.10.2018/10)

RESOLVED:-

- (i) that the findings and recommendations of the Peer Challenge of the integrated 'front door' to Children's Social Care in Barnsley, as part of preparations for an inspection through the Ofsted Inspection of Local Authority Children's Services Framework, as detailed in the report now submitted, be noted; and
- (ii) that management and staff in the service be congratulated on the significant areas of strength identified in the Peer Review.

Place Spokesperson

108. Procurement of Market Gate Bridge (Cab.3.10.2018/11)

RESOLVED:-

- (i) that the procurement of a Principal Contractor for the construction of the equality pedestrian bridge at Market Gate/Jumble Lane, as set out in the report now submitted, be approved;

- (ii) that arrangements be made for appropriate signage to be provided to show alternative routes for people with disabilities during the construction phase;
- (iii) that Contract Procedure Rule 6.3 be invoked in respect of the competitive procedure for the procurement of the inclined lifts due to the specialist nature of the works as detailed in Section 5 of the report;
- (iv) that stage payments in respect of the procurement of the inclined lifts be approved;
- (v) that the Executive Director Core be authorised to implement all necessary statutory and legal approvals required to deliver the procurement; and
- (vi) that the financial implications, as detailed in Section 7, be approved.

109. Annual Replacement Programme 2018-2021: Domestic and Commercial Bins (Cab.3.10.2018/12)

RESOLVED that the Annual Bin Replacement Programme for 2018 to 2021 in regards to domestic and commercial bins, as set out in Appendix B of the report now submitted, be approved.

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Chair

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BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for week ending 5th October, 2018

<u>Cabinet Spokesperson</u>	<u>Item</u>	<u>Decisions</u>
1. Without Portfolio	Attendance at Seminars and Conferences	that Councillor Kitching be authorised to attend the LGA Next Generation Programme in Bedford (15-17 October 2018), London (27 November 2018) and Stoke-on-Trent (18-20 January 2019).
2. Place	Membership of iESE Transformation Ltd	that Barnsley MBC applies to become a member of iESE Transformation Ltd and the Executive Director Core Services be authorised to complete/execute the necessary documentation.

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BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR OF COMMUNITIES TO CABINET ON 17th OCTOBER 2018

Homeless Prevention Strategy 2018-2023

1. PURPOSE OF REPORT

- 1.1 To approve the Homeless Prevention and Rough Sleeping Strategy 2018-2023 and annual action plan.

2. RECOMMENDATIONS

- 2.1 To approve the strategy and action plan,
- 2.2 To ensure that the homelessness data and action plan is reviewed every year and progress is reported into the Housing and Energy Board.

3. INTRODUCTION

- 3.1 The Homelessness Act 2002 places a requirement on Local Authorities to undertake a review of homelessness and publish a Homeless Strategy at least every five years. The associated Code of Guidance sets out the requirements to be included in the strategy document.
- 3.2 The refresh of the strategy is timely in the light of the new legislation, the Homeless Reduction Act 2017. This Act places new duties on the Local Authority and has a strong focus on the prevention of homelessness and partnership working. The main provisions of the Act commenced in April 2018 with a new Duty to Refer starting in October 2018.
- 3.3 A review of a number of data sources was collected and analysed to inform the strategy and a draft circulated to key partners and stakeholders for consultation and feedback. The results of the data review indicated that over the last few years the service has been moving in the right direction; in that homeless acceptances (i.e. those we have reason to believe are homeless, priority need, unintentionally homeless and have a local connection), have been reducing and preventions increasing. However 2017/18 has seen a steep rise in the number of homeless acceptances and placements in temporary accommodation. Reflecting the fact that homelessness in Barnsley is increasing and it's becoming more challenging to successfully prevent homelessness. The biggest group presenting are single males between the ages of 25-44, often with a range of complex needs. The number of families accessing the service has also started to increase.

- 3.4 In order to facilitate a multi-agency response to homelessness in Barnsley we have recently established a multi-agency partnership forum – The Homeless Alliance. This group will be involved in developing, influencing and the strategy and having oversight for the implementation of the actions plan. The group will also lead on a number of key actions. The Housing and Energy Board will have strategic oversight of the document.
- 3.5 It is important that the strategy is owned at a corporate level by all parts of the council as homelessness has key strategic and operational links to other areas particularly Housing, Social Care, Health, Early Help and Community Safety. Alongside this, partners, stakeholders and the community all have a role to play in implementing the strategy and supporting the reduction of homelessness in the borough. A commitment to end homelessness must be shared by all partners.
- 3.6 The government has recently published its national Rough Sleeping Strategy which outlines their commitment to end rough sleeping by 2027. Their strategy is based around three core objectives: Prevention, Intervention and Recovery. There is an expectation within this that all local authorities update their strategies, publish them online and submit them to the MHCLG (Ministry for Housing Communities and Local Government). They also expect that annual action plans will be published and progress reported.

4. PROPOSAL AND JUSTIFICATION

- 4.1 Homelessness is high on the national agenda, hence the publication of the national Rough Sleeping Strategy and the establishment of a Rough Sleeping and Homeless Reduction Taskforce. The Homeless Reduction Act is seeking to ensure that prevention and partnership working is firmly embedded in working practices and that more people are offered quality advice and assistance to prevent homelessness.
- 4.2 Homelessness can be caused by many factors some structural such as lack of affordable housing supply, welfare reforms, insecure or no employment, raising cost of living and some causes are personal such as relationship breakdown, domestic violence, substance misuse, health issues, etc. This is why this strategy cannot stand alone it needs to have clear strategic links to wider council strategies, especially the Housing Strategy, Health and Well Being, Early Help and Employment and Skills. The focus needs to be on tackling the causes of homelessness not just dealing with the consequences.
- 4.3 The strategy seeks to set out a collaborative approach to tackling homelessness in Barnsley over the next five years. An early help approach has been shown to prevent homelessness and must be the foundation of this strategy. The best way to end homelessness is to stop it happening in the first place. The key to this is early identification and intervention to try and stop people losing their homes in the first instance.
- 4.4 The strategy vision is:

Working in partnership to end homelessness in Barnsley

There are five strategic priorities contained in the strategy:

- **Priority One - To maximise homeless prevention options, activities and outcomes** – act faster to prevent people losing their homes, early identification of problems and the provision of high quality advice and assistance will ensure people have the best chance of staying in their home.
- **Priority Two – Supporting those with complex needs** - providing those with complex problems, including rough sleepers, with the right accommodation and support to build their resilience and sustain independent living.
- **Priority Three - Reduce the demand for temporary accommodation and eliminate the use of B&B** - effective action to relieve homelessness through robust pathways and to ensure that suitable accommodation can be secured at the point of crisis.
- **Priority Four – Protect and increase local housing options** - enable people to secure homes they can afford, working in partnership to make best use of existing resources, improve access to available housing options in private and social rented sector, increase supply, promote active move on from supported housing and identify and address gaps in provision.
- **Priority Five – Maximise and maintain partnership working**, working better together in a co-ordinated way to prevent homelessness and build resilience; strong relationships, common assessment and referral processes, information sharing, co-location and jointly delivered services will lead to better outcomes for the homeless.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 There are no alternative approaches as we have a statutory duty to produce a Homeless Strategy for the borough

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The development of the strategy and action plan in response to emerging needs, policy change and new legislation will benefit customers as there is a need to intervene earlier in homeless cases and provide advice and support. It will also benefit the public as the aim of the strategy is to raise awareness of the types and causes of homelessness and how they can help and support people who are at risk of homelessness or who are homeless.

7. FINANCIAL IMPLICATIONS

- 7.1 None arising directly from this report, however specific projects and actions may have financial implications, but would be subject to future reports if required.

8. EMPLOYEE IMPLICATIONS

- 8.1 As a result of the implementation of the Homeless Reduction Act the Housing Options team has secured extra resources to employ additional staff to manage the demand. This was resourced through the governments Homeless Reduction new

burdens funding, which is available for three years and a contribution from the councils revenue account. Staff recruitment is nearing completion.

9. LEGAL IMPLICATIONS

- 9.1 The Homeless Reduction Act 2017 and associated Code of Guidance now governs the way that the Housing Options Team operates.

The Homelessness Act 2002 Section 1 (1) places the duty on the local Authority to produce a Homeless Strategy at least every five years.

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 As part of the strategy action plan the use of digital media and digital interactions with the service will be explored and where appropriate implemented. For example the new homelessness case management system has a digital customer portal.

11. COMMUNICATIONS IMPLICATIONS

- 11.1 The strategy will need to be promoted and published and in addition a number of the actions contained in the plan will require the support and assistance of corporate communications.

12. CONSULTATIONS

- 12.1 Communities DMT
Executive Director Place
Executive Director People
Executive Director Core
SMT (Senior Management Team)
Homeless Alliance
Registered Providers in the borough

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 13.1 The data collection for the strategy is used to inform the council's performance management framework and the required performance returns for government.

14. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 14.1 The strategy aims to be inclusive to all sections of the community and ensure that everyone is aware and can access the support and advice available for those who are homeless. An EIA for the strategy has been completed.

15. TACKLING THE IMPACT OF POVERTY

- 15.1 An underlying cause of homelessness can be poverty; the inability to afford daily living costs including rent can lead to the risk of homelessness. The work of the strategy and action plan will align with the work and the partners on the Anti-Poverty Delivery Group.

16. TACKLING HEALTH INEQUALITIES

16.1 Homelessness impacts negatively on health both; physical and mental health. Supporting people to remain in their home or ensuring they do not end up on the streets is critical to tackling health inequalities.

17. REDUCTION OF CRIME AND DISORDER

17.1 There are complex links between homelessness and re offending where each can be a cause and result of the other. The strategy seeks to highlight these issues and collectively consider solutions to support this group. The ultimate aim is to reduce or minimise offending and anti-social behavior.

18. RISK MANAGEMENT ISSUES

18.1 There is a risk that not implementing some of the work in the strategy could lead to an increase in homelessness and spending on temporary accommodation.

19. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

19.1 None arising directly from this report

20. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

20.1 None arising directly from this report

21. CONSERVATION OF BIODIVERSITY

21.1 None arising directly from this report

22. GLOSSARY

23. LIST OF APPENDICES


Appendix 1: Homeless Prevention Strategy 2018-23.

24. BACKGROUND PAPERS

Homeless Review data and statistics

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report author: Michelle Kaye – Service Manager, Housing and Welfare

Financial Implications/Consultation

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(To be signed by senior Financial Services officer where no financial implications)

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HOMELESS PREVENTION AND ROUGH SLEEPING STRATEGY



2018 - 2023

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BARNSELY
Metropolitan Borough Council

FORWARD

I am pleased to introduce Barnsley's new Homeless Prevention and Rough Sleeping Strategy for 2018-2023. I would like to thank partners from across the Council, Health, Criminal Justice, Housing Sector, Voluntary and Faith based sector that have contributed and supported the development of this strategy.

The strategy sets out our approach for tackling homelessness in the borough. The main focus of the work in the strategy is to prevent homelessness in the first place and helping those who are homeless build a better future. We have made positive progress over the last five years in supporting those who are homeless or at risk of becoming homeless, but more needs to be done. Homelessness is on the increase in the borough and a different approach that drives whole system change is required.

The road ahead will be challenging, increasing pressures on budgets in all sectors, impacts of welfare reforms, the impact of the Homeless Reduction Act 2017 are just some of the issues we face. However I am confident if we work in partnership to tackle these issues we can have a positive impact on homelessness in Barnsley.

Rough sleeping has been high on the national agenda and gained much media coverage, and we are fortunate in Barnsley not to have a big rough sleeping problem. There are many more people in the borough living in precarious housing situations, sofa surfing, temporary accommodation and hostels.

We know that the prevention of homelessness is key to tackling disadvantage and creating sustainable communities. People who do not have access to sustainable accommodation will find it difficult to engage in education, training or to maintain or gain employment. So this must be our focus.

It is important in such times where budgets are reducing and demand for specialist services are increasing, that we work together and pool our resources to ensure people in our communities get the right support, at the right time. No single organisation can solve homelessness alone; we must proactively work together to intervene earlier and prevent it happening.

I look forward to working with you all to deliver this strategy and making the vision a reality.

Councillor Jenny Platts
Cabinet Spokesperson for Communities Directorate

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INTRODUCTION

This strategy has been developed in consultation with key partners following a review of homelessness in Barnsley and takes into account recent developments in relevant legislation and policy.

This strategy seeks to set out a collaborative approach to tackling homelessness in Barnsley over the next five years. An early help approach has been shown to prevent homelessness and must be the foundation of this strategy. Together as partners we can expand on this approach, not only to prevent homelessness but also to achieve wider outcomes such as improved health and well-being and better job prospects.

The Council and its partners have made progress in tackling homelessness over the lifetime of the last strategy, but the landscape we are working in has changed. Austerity, welfare reforms, the economic position, migration patterns, housing supply and the affordability and the growth of the private rented sector have all contributed. In addition to this wider policy and legal changes have had an impact on both the national and local homelessness situation.

This strategy will build on the previous good work; the last homeless strategy had a clear focus on prevention and since 2013/14 2,961 people have been supported to stay in their current property or to find alternative accommodation. Rough sleeper numbers have remained low and different temporary accommodation models have been tested. The strategy will take full account of this changing landscape including the implementation of the Homeless Reduction Act 2017, which came into force in April 2018. It will be underpinned by a clear action plan which will be monitored operationally by the Homeless Alliance and strategically through the Housing and Energy Board.

HOMELESS REDUCTION ACT 2017

This is the biggest change to homeless legislation in decades. The Act commenced in April 2018 and builds on the existing provisions of Part 7 of the 1996 Housing Act (as amended by Homelessness Act 2002), it extends the councils duties to those who are homeless and has a focus on prevention. The key changes brought about by the Act include:

- Improving the advice and information available about homelessness and the prevention of homelessness.
- Extending the period 'threatened with homelessness from 28 days to 56 days' – introducing new duties to prevent and relieve homelessness for all eligible households, regardless of priority need, intentionality and (local connection).
- Introducing assessments and Personal Housing Plans setting out the actions authorities and individuals will take to secure accommodation.
- Encouraging public bodies to work together to prevent and relieve homelessness through a Duty to Refer, which commences in October 2018.

OUR CHALLENGES

Nationally the government recognises that the housing system is 'broken'¹ and recent statistics² show that homelessness and rough sleeping is on the increase. Locally there are also a number of pressing issues:

- **A lack of affordable housing** particularly for single people and especially those under 35, who are on low incomes or unemployed. This group is impacted by the under 35 shared room rate. This is the biggest group of people who approach the Housing Options service for assistance.
- The continued **impact of welfare reforms** particularly spare room subsidy, benefit cap, introduction of universal credit and changes to sickness benefits.
- **Changing landscape in the private rented sector** - A tendency for private landlords to be more selective of tenants who are perceived to be low risk. There are also areas of the borough with private sector stock which is of poor quality, with landlords reluctant to invest and manage.
- Deprivation and associated **poverty/low incomes** are key barriers for accessing suitable housing and maintaining stable and financially sustainable tenancies. Access to employment is a key mechanism for preventing homelessness. The average household income in Barnsley is relatively low, so meeting housing and daily living costs is a challenge for some. Linked to this is fuel poverty, The Department for Business, Energy and Industrial Strategy (BEIS) estimates there to be 12,550 households suffering from fuel poverty in Barnsley, this equates to 12.2% of households in the borough (2016 data).
- Those on the streets are at greater risk of **cold related illnesses and excess winter deaths**³.
- An ongoing **undersupply of social housing** - (social housing in this context means council and registered social landlords) and other affordable housing as recognised nationally in the Housing White Paper (Fixing Our Broken Housing Market, 2017).¹ In the context of an increasingly de-regulated environment, social housing providers are required to be more business minded and this may lead to some reluctance to house people perceived to be high risk in terms of welfare dependency and their ability to maintain a tenancy without ongoing/intensive support.
- The ongoing need for **efficiencies and savings** in local government and continued austerity has led to a reduction in the support and advice services available locally for those who are vulnerable, which can mean people are presenting in crisis.
- The approach to supporting clients has been **too housing focussed**, with an emphasis on securing accommodation at the expense of trying to prevent future homelessness by addressing the underlying causes. We need to do more to recognise the impact and cost that the trauma of homelessness can have on both adult and children's physical and mental health and well-being.
- A number of the people presenting as homelessness have a mixture of **complex needs**, common to these are substance misuse, mental health and offending. Some of these people are spending periods of time rough sleeping and begging, others are in and out of supported housing, prison and hospital and a number are precariously housed, often 'sofa surfing'. The challenge here is encouraging people to engage in the services and accommodation available and ensuring all partners are pulling together for the same aim.
- A limited number of **options for temporary accommodation** and the continued use of B&B out of area, including for families.
- Barnsley is proud to be a Local Authority that welcomes **new arrivals** and, as such, we are an area where asylum seekers are accommodated through the Home Office's contract with a private accommodation provider. However, this has added to current pressures on homelessness and other statutory services, particularly when asylum seekers are given a decision on their claim for status in the UK. We work closely with the Home Office, the accommodation provider, support organisations and with regional Local Authorities to make sure that any pressures are kept to a minimum and that we are involved in all stages of the process with the power of veto, where necessary.

Overall ensuring that people who have experienced homelessness are able to sustain accommodation in the long term requires both the availability and access to suitable housing and the appropriate support structures. Individuals and households also need to have the capacity and resilience to maintain occupation of their home.

¹ <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

² <https://www.gov.uk/government/collections/homelessness-statistics>

³ <https://www.gov.uk/government/publications/cold-weather-plan-cwp-for-england>

What the data review is telling us

The results of the review indicate that over the last few years the service has been moving in the right direction; in that homeless acceptances (i.e. those we have reason to believe are homeless, priority need, unintentionally homeless and have a local connection), have been reducing and preventions increasing. However 2017/18 has seen a steep rise in the number of homeless acceptances and placements in temporary accommodation. Reflecting the fact that homelessness in Barnsley is increasing and it's becoming more challenging to successfully prevent homelessness. Analysis is ongoing to determine why this is happening but some initial observations are that there is limited move on from supported housing, housing options for some people with a range of support needs can be restrictive, there are not enough supported/emergency housing options available and access to the private rented sector is a challenge. The biggest group presenting are single males between the ages of 25-44, often with a range of complex needs. The new ways of working under the Homeless Reduction Act will inevitably lead to more people presenting to the service for advice, support and accommodation and we need to focus on trying to keep people in their existing accommodation where this is feasible.



This demonstrates some of the challenges that Barnsley faces in that there are potentially a large proportion of people in Barnsley living in precarious housing situations and 'sofa surfing', which is not a sustainable long term option. A high proportion of people, particularly young people, are being asked to leave by parents reflecting the need for earlier identification and support in these families, including mediation. Poverty is impacting on people's ability to manage and maintain their homes. The risk to people on the streets is increased during periods of cold weather. The government's asylum dispersal programme and the need to move people through this programme once they have leave to remain contributes significantly to the reasons for homelessness in Barnsley as does those leaving prison. There is increasing pressure on temporary accommodation placements. The experience of the Housing Options service is that there is a cohort of people who are experiencing the 'revolving door of homelessness' in that they are placed in supported housing or other accommodation, are evicted, rough sleep, prison, B&B; a vicious cycle.

A full review of the data and strategic links is contained in Appendix 1.

OUR VISION AND PRIORITIES

“Working in partnership to end homelessness in Barnsley”

This strategy will demonstrate how early intervention and prevention will be framed around five main priorities:

PRIORITY ONE - To maximise homeless prevention options, activities and outcomes

Act faster to prevent people losing their homes, early identification of problems and the provision of high quality advice and assistance will ensure people have the best chance of staying in their home.

PRIORITY TWO - Supporting those with complex needs

Providing those with complex problems, including rough sleepers, with the right accommodation and support to build their resilience and sustain independent living.

PRIORITY THREE - Reduce the demand for temporary accommodation and eliminate the use of B&B

Effective action to relieve homelessness through robust pathways and to ensure that suitable accommodation can be secured at the point of crisis.

PRIORITY FOUR - Protect and increase local housing options

Enable people to secure homes they can afford, working in partnership to make best use of existing resources, improve access to available housing options in private and social rented sector, increase supply, promote active move on from supported housing and identify and address gaps in provision.

PRIORITY FIVE - Maximise and maintain partnership working

Working better together in a co-ordinated way to prevent homelessness and build resilience; strong relationships, common assessment and referral processes, information sharing, co-location and jointly delivered services will lead to better outcomes for the homeless.

GOVERNANCE OF THE STRATEGY

The strategy and action plan will be monitored and reviewed annually. A report will be prepared for the Housing and Energy Board on a regular basis and performance will be monitored through the Homeless Alliance. Progress will be monitored through the action plan and the following key performance indicators.

Performance indicator	2017/18 figures	Expected outcome
Number of homeless approaches split between Housing Advice and Homeless	Housing Advice - 1295 Homeless - 253	Housing Advice to increase by 10% year on year. Homelessness to decrease by 10% year on year.
Number of homeless applications	244	To increase year on year
Number of homeless applications where homelessness is successfully prevented	677 preventions	80% or above
Number of homeless applications where homelessness is successfully relieved	To establish a baseline in 2018/19	80% or above
Number of homeless applications where the council accepts a full duty	41	To decrease by 10% year on year
Number of verified rough sleepers (through counts and outreach work)	0	Remain at zero
To reduce the number of people returning to the streets within a 6 month period	Baseline to be established in 2018/19	To reduce year on year
Number of homeless applicants who are placed in temporary accommodation placements (Assessment beds, crashpad, B&B & homeless families)	155	To decrease by 10% year on year
Number of homeless applicants who are placed in B&B (target to end all placements by 2023)	67	To decrease by 10% year on year
To reduce the overall expenditure on temporary accommodation by 10% each year	Spend in 2017/18	To reduce by 10% year on year
In partnership, bring back into use 30 empty homes to be used for those who are vulnerable to homelessness	10 in 2018/19	30 in total over 3 years
Work with social housing providers to facilitate the availability of 10 units of temporary/move on accommodation	5	10 in total over 2 years
Create a minimum of 15 private rented tenancies through proactive work with private landlords	5	15 in total over 2 years
Number of Duty to Refer referrals received (from October 2018)	Baseline to be established in 2018/19	To increase year on year
<ul style="list-style-type: none"> Those who have a statutory duty Those who do not have a statutory duty 		

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SUMMARY

The objectives in this strategy are interrelated and mutually reinforcing, working together to achieve an end to homelessness. Key to delivering the strategy will be continued collaborative working across the council and its partners. However we recognise we need to strengthen these relationships both operationally and strategically. We will seek to improve and build on our existing partnership working to support people to stay in their properties or to find lasting and affordable housing solutions. To be successful prevention and early intervention is key; as is flexibility in service delivery and listening to customers.

The strategy will be underpinned by a robust action plan which will be updated annually and be flexible in responding to any emerging needs, trends and policy changes. Actions and targets will be agreed with partners who will be asked to make specific commitments on their contribution to the strategy.



PRIORITY ONE

To maximise homeless prevention options, activities and outcomes - act faster to prevent people losing their homes, early identification of problems and the provision of high quality advice and assistance will ensure people have the best chance of staying in their home.

Ref	Action	Target/Outcome	Lead
1.1	Implement the Homeless Reduction Act 2017.	Increased focus on prevention particularly for singles and couples.	Housing Options
1.2	Adopt a commitment to prevent homelessness which has buy in across all council services and with wider stakeholders including landlords (social and private), criminal justice agencies, police and health services. Exploring ways to increase partnership working and building support to tackle homelessness.	Corporate approach to the prevention of homelessness. Provide early support to reduce the numbers of people who present in crisis. Further develop multi-agency working around homelessness. Develop a more co-ordinated approach to homelessness.	Housing Options
1.3	Ensure an early intervention approach is adopted by all, referring people earlier for support and advice, ensuring sufficient capacity to respond to referrals.	To increase the number of early referrals to the service to prevent crisis.	Housing Options
1.4	Raise awareness of homelessness with relevant organisations and stakeholders.	To raise awareness of the causes and consequences of homelessness and promote what others can do to prevent homelessness.	Housing Options
1.5	Use DHP (Discretionary Housing Payment), as a prevention tool for homelessness, targeting it where it will have most impact.	To have an agreed process with Benefits, Taxation and Income to ensure that DHP supports the prevention of homelessness.	Housing Options Benefits Taxation and Income
1.6	Develop pre- eviction protocols with both social and where appropriate private landlords.	To provide early housing options and advice to tenants to try and prevent homelessness or support a managed move. Housing Options Social Landlords operating in the borough	Housing Options Social Landlords operating in the borough
1.7	To consider the need to undertake more outreach work in key locations.	Early intervention approach and ensure a more accessible service.	Housing Options
1.8	Ensure ongoing availability of budgeting, debt and money management advice in support of homeless prevention and the implementation of Universal Credit.	People can access support to manage their monthly UC payments including rental payments.	Housing & Welfare DWP CAB Credit Union
1.9	Produce and provide high quality housing advice in a number of formats.	To make advice more accessible and available, with a particular focus on those who are at greater risk of homelessness.	Housing Options
1.10	Work with private sector landlords to reduce barriers to letting to tenants on benefits and develop incentives to attract more private landlords.	Have a clear offer to private landlords, promoting the impact they can have on reducing homelessness.	Housing Options

ACTION PLAN

PRIORITY TWO

Supporting those with complex needs – providing those with complex problems, including rough sleepers, with the right accommodation and support to build their resilience and sustain independent living.

Ref	Action	Target/Outcome	Lead
2.1	Review current service models and procedures to ensure support is available for all rough sleepers/those with complex needs and consider alternative methods of support to engage these individuals.	Development of a NSNO (No Second Night Out) approach including a swift assessment of accommodation and support needs. Holistic and targeted plans are developed with a range of agencies to address underlying issues. Ensure the people are in the right accommodation type to meet their needs.	Housing Options Communities Commissioning
2.2	Provide a resettlement/floating support package for every complex needs individual/rough sleeper moving into an independent tenancy.	To ensure sustainability of accommodation and prevent/reduce repeat homelessness.	Housing Options Communities Commissioning
2.3	Development of clear pathways for this group particularly at crisis points where the risk of rough sleeping is heightened, i.e. prison release, hospital discharge and evictions.	To reduce the risk of rough sleeping, sofa surfing and the revolving door of homelessness. To get commitment from other services to support the wider needs. To ensure health needs are met.	Housing Options Prisons Probation Secondary Care Health Integration Team
2.4	Develop joint working arrangements with adult social care, children's social care, safeguarding, primary care, mental health and substance misuse.	Ensure referrals are in place between services to reduce the health and well-being inequalities of homeless people. To develop a joint assessment and support planning approach to address needs and risks around homelessness.	Housing Options Public Health CCG Commissioning Social Care
2.5	Conduct at least two rough sleeper counts and continue to undertake weekly outreach to establish accurate numbers.	To give a clearer picture of rough sleeping and inform service development.	Housing Options
2.6	Ensure there is sufficient capacity and support available to run SWEP (Severe Weather Emergency Protocols) all winter.	To provide sufficient beds throughout winter for those who are on the streets, including an assessment of their accommodation and support needs. To reduce the risk of cold related illnesses and excess winter deaths.	Housing Options Homeless Alliance Communities Commissioning
2.7	To deliver the sub regional rough sleepers programme project.	To evaluate the success of the sub regional approaches and embed any good practice arising from this.	Housing Options Sub Regional Homelessness Group
2.8	To work in partnership with Community Safety, the Police and other key stakeholders to develop an action plan to tackle begging in the town centre.	To reduce begging and rough sleeping in the town centre.	Housing Options Community Safety Police
2.9	To develop an ongoing communication programme to educate the public about what support is available for those who are rough sleeping and begging, including the development of an alternative giving scheme.	Raise awareness of services available to rough sleepers/complex needs/beggars. To offer alternative ways the public can support this group.	Housing Options Public Health Communications (BMBC) Homeless Alliance
2.10	To pilot a Housing First model, particularly with the 'revolving door' group to see what lessons can be learnt and whether this approach could be used more widely.	Reduce the revolving door of homelessness and increase tenancy sustainment.	Housing Options Communities Commissioning

PRIORITY THREE

Reduce the demand for temporary accommodation and eliminate the use B&B out of area – effective action to relieve homelessness through strong and effective pathways to ensure that suitable accommodation can be secured.

Ref	Action	Target/Outcome	Lead
3.1	Work with a range of landlords to secure alternative models of temporary accommodation. To work with Berneslai Homes to pilot a Housing First, shared accommodation and family accommodation model.	More local options for temporary accommodation. Sending less people out of area.	Housing Options Communities Commissioning
3.2	Ensure that transitional support is available when needed for moving out of temporary accommodation.	Increase tenancy sustainment. Prevent repeat homelessness.	Housing Options
3.3	Review and if necessary re-commission/remodel existing services, including any elements of temporary accommodation.	Ensure sufficient supply of local temporary accommodation, with the right levels of support to meet needs.	Communities Commissioning Housing Options
3.4	Develop effective pathways to and from temporary accommodation, i.e. there are sufficient bed spaces and that move on is timely.	Prevention of rough sleeping. Prevent bed blocking in supported housing. Gain a better understanding of why length of stay can vary and barriers for move on.	Housing Options Communities Commissioning
3.5	To stop using B&B out of area.	To ensure placements are available locally so that customers can access the services they require. To reduce spend on B&B.	Housing Options Communities Commissioning
3.6	Improve performance monitoring frameworks.	To provide better intelligence to support commissioning decisions and service delivery models.	Housing Options Communities Commissioning
3.7	To review the provision of accommodation and support for 16-17 year olds.	To mediate home visits if this is a viable option. To ensure that appropriate accommodation and support is available with clear pathways once they turn 18.	Children's Social Care Housing Options

PRIORITY FOUR

Protect and increase local housing options – enable people to secure homes they can afford. Demand for limited social and supported housing is high and some households have difficulty accessing the private rented sector. The council will work with partners to make best use of existing resources, improve access to available housing options, increase supply and identify and address gaps in provision.

Ref	Action	Target/Outcome	Lead
4.1	Develop a clear and co-ordinated private sector offer. Improve access to good quality private rented housing to expand choices and provide affordable options. This includes supporting both tenants and landlords and developing new approaches that are attractive to all parties.	Improve options available to customers. Develop strong partnerships with PRS landlords. Co-ordinate resources and how we work with private landlords across the borough to improve efficiency and avoid duplication. Supporting landlords where required to improve property standards and energy efficiency, to reduce the risks of fuel poverty.	Housing Options Housing and Energy
4.2	Work in partnership to bring empty homes back into use for those who are vulnerable to homelessness.	Provide more options for those who are at risk of homelessness or who are ready to move on from supported accommodation. Bring back long term empty homes into use as an affordable housing option.	Housing Options Housing and Energy Communities Commissioning
4.3	Work in partnership to ensure there is sufficient supported accommodation to meet demand and the needs of groups who are at most risk of homelessness in Barnsley.	Improve the matching of needs to the supported accommodation available. Development of a Supported Housing Strategy for the borough.	Communities Commissioning Housing Options
4.4	Increase the supply of affordable housing in the borough.	Development of new affordable housing for rent/sale/shared ownership. Bringing back long term empty properties into use for affordable rent.	Housing Growth
4.5	Make the best use of the existing council stock and social housing within Barnsley.	More options for those at risk of homelessness. Potential to use stock to support those with higher needs with the right support. Revise the Council's lettings policy. Review nominations agreements.	Housing Options Social Landlords Communities Commissioning
4.6	Ensure housing is available for families and individuals with no support needs rather than being placed in supported accommodation.	Minimise the use of temporary accommodation or supported housing for those who do not require it.	Housing Options

PRIORITY FIVE

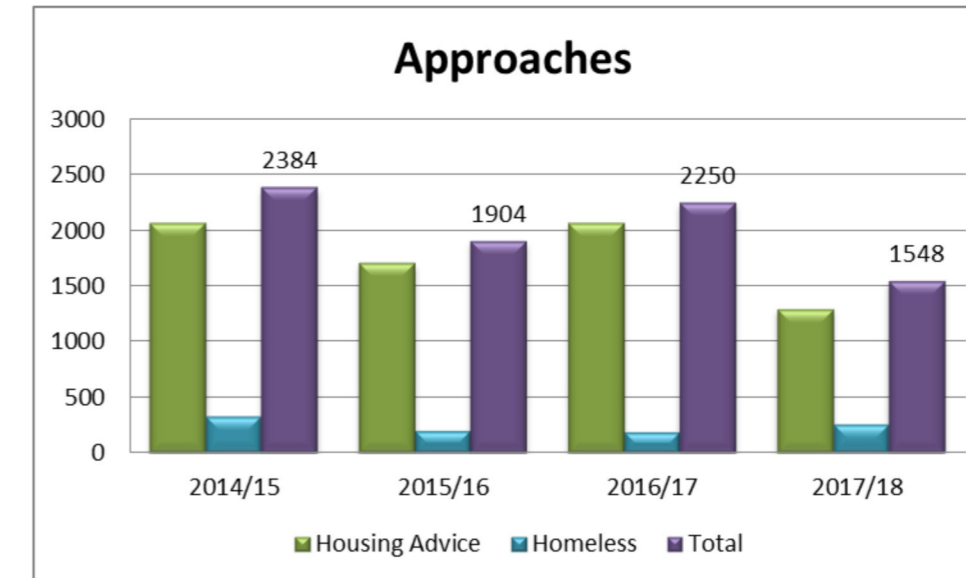
Maximise and maintain partnership working – working better together, including with customers, in a co-ordinated way to prevent homelessness and build resilience; strong relationship, common assessment and referral processes, information sharing, co-location and jointly delivered services will lead to better outcomes for the homeless.

Ref	Action	Target/Outcome	Lead
5.1	Look to co-locate aligned services together to provide a holistic needs assessment and support planning process and a single point of access for customers.	Better offer to customer, meeting holistic needs. More efficient and effective service delivery model.	Commissioning Housing Options
5.2	Seek to involve services users in the design of services and policies and actively seek feedback from those accessing the Housing Options Team.	To ensure lived experience is informing service delivery.	Housing Options
5.3	Work in a way, strategically and operationally, that ensure services are progressively aligned to support homeless prevention at an early stage to help more people stay in their current accommodation or have a planned move rather than end up in crisis.	Development of integrated housing pathways. Make every contact count to support homeless prevention.	Housing Options
5.4	Develop and implement the Duty to Refer, by October 2018, for all organisations who want to support those who are at risk of homelessness.	Increase the numbers presenting to the service at an earlier stage. Encourage referrals from all agencies not just the statutory ones. Increase homeless preventions through early intervention work.	Housing Options
5.5	Further develop the keyworker model to ensure there is no duplication of support between services and that support plans are joined up.	Working in a holistic way to address the causes of homelessness and increase tenancy sustainment. Maximise resources, skills and knowledge.	Housing Options
5.6	Enable existing and new partners to work in Barnsley bringing their own expertise, resources and innovative approaches that help to deliver on the priorities.	Widen services available locally to support those at risk of homelessness.	Housing Options
5.7	To review the joint protocol and assessment process for young people at risk of homelessness. To contribute to the Council's Local Offer to Care Leavers.	To ensure it is fit for purpose and identify potential improvements to the process. Ensure housing and homelessness information is available in the right formats and places for the target client group, particularly care leavers.	Housing Options Children's Social Care
5.8	To develop the role of the Homeless Alliance to ensure it is influencing and directing the strategy and the work around homelessness in Barnsley.	To bring local organisations together to promote a joined up message, pool resources and find new solutions to end the cycle of rough sleeping and homelessness in Barnsley. Raise awareness of support available for those who are at risk of homelessness.	Housing Options Homeless Alliance

APPENDIX 1

HOMELESS REVIEW DATA AND STRATEGIC CONTEXT

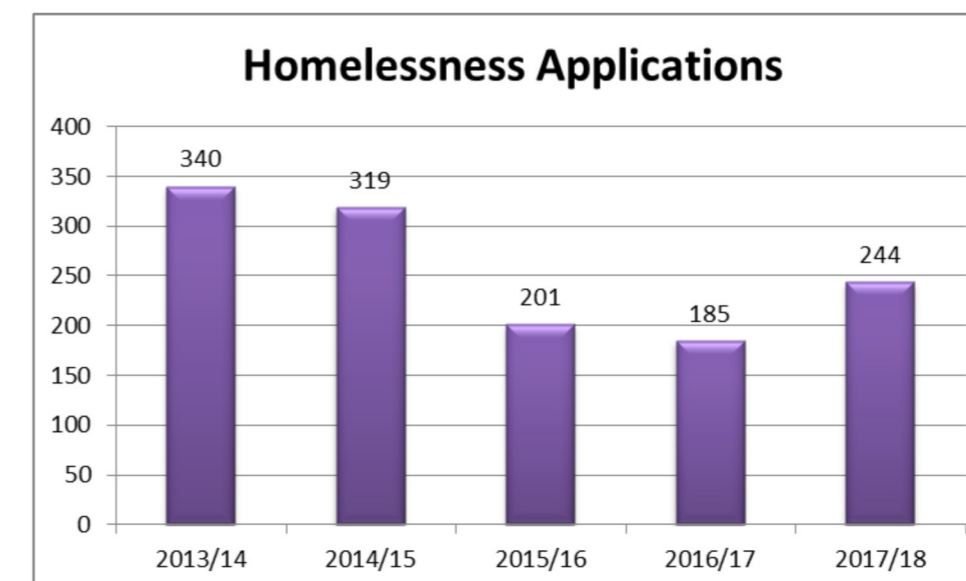
Homeless approaches



Approaches	2014/15	2015/16	2016/17	2017/18
Housing Advice	2065	1703	2065	1295
Homeless	319	201	185	253
Total	2384	1904	2250	1548

Number of Homeless applications

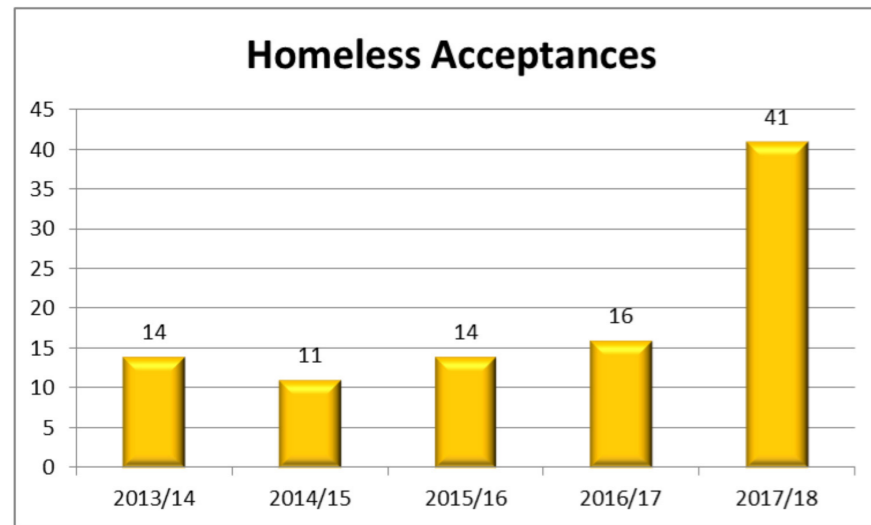
Those we have reason to believe are homeless or threatened with homelessness within 28 days (prior to April 2018) 56 days after this



APPENDIX

Number of Homeless Acceptances/Full Duty cases

Those who are homeless, eligible, in priority need, not intentional and have a local connection



Homeless Decisions/Outcomes

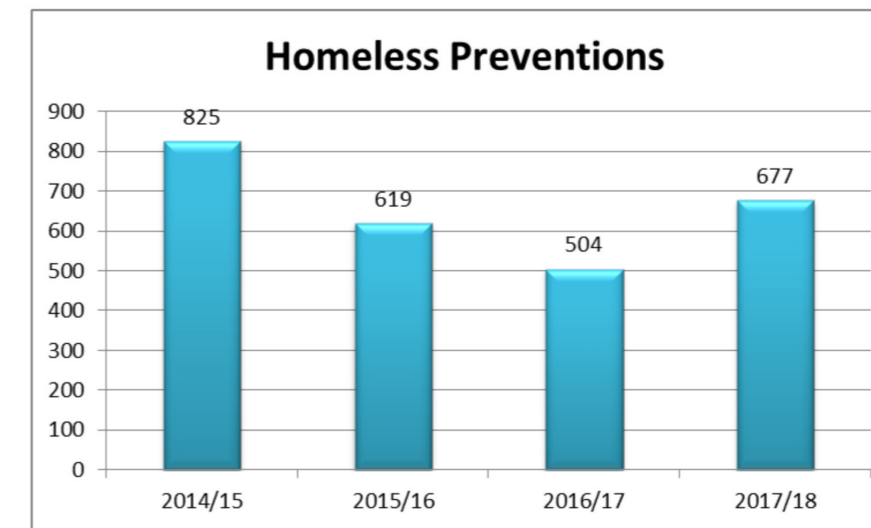
Homeless Applications & Outcomes	2013/14	2014/15	2015/16	2016/17	2017/18
Not Homeless	81	127	67	34	30
Homelessness Prevented	132	140	94	62	99
Not Eligible	3	5	0	3	12
Non Priority	10	17	13	1	11
No Local Connection	0	0	1	0	0
Intentional	10	4	4	5	5
Homeless Acceptances (Full Duty)	14	11	14	16	41
Lost Contact / withdrawn	90	15	8	64	46
Total Decisions	340	319	201	185	244

Vulnerability/Priority Need of Accepted (Full Duty) Cases

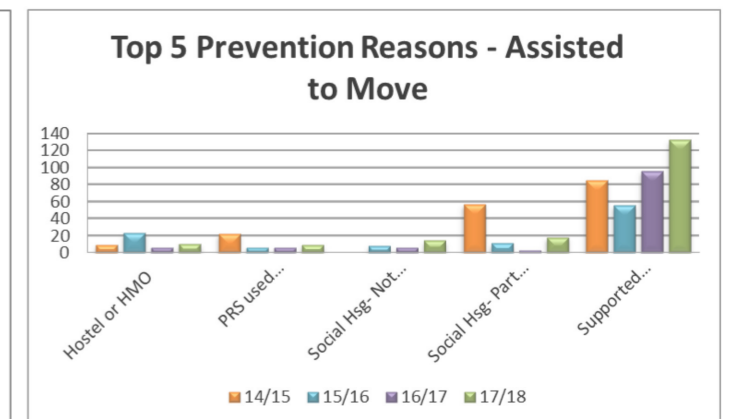
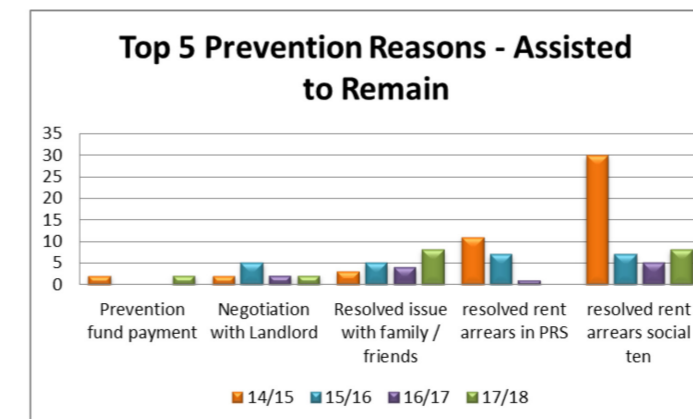
Priority Need Reasons	2013/14	2014/15	2015/16	2016/17	2017/18
Formally in Care and Aged 18-20 years	0	0	1	1	2
Household Includes Dependent Children	13	9	11	11	30
Other Special Reason	0	0	0	1	1
Pregnant with no Other Children	0	1	1	0	0
Violence/Threats of (Not Assoc Person)	0	0	0	0	1
Vulnerable Mental Illness or Handicap	1	0	0	2	3
Vulnerable Physical Disability	0	1	1	1	4

The number of approaches has been relatively stable over the last four years but did decrease in 2017-2018. It is envisaged that through the implementation of the Homeless Reduction Act and particularly the Duty to Refer in October 2018, that this figure will increase. The number of homeless applications (i.e. those who are homeless or threatened with homelessness in the next 28 days) has been steadily reducing over the last four years. However 2017-18 saw a 32% increase, and consequently there was a sharp increase in homeless acceptances (i.e. those who are homeless, eligible, priority need, and not intentionally homeless), of 156%. This is mainly attributed to a rise in the number of families approaching the service. Families with dependent children are also the biggest category of priority need decisions, making up 73% of decisions of full duty cases.

Homeless preventions

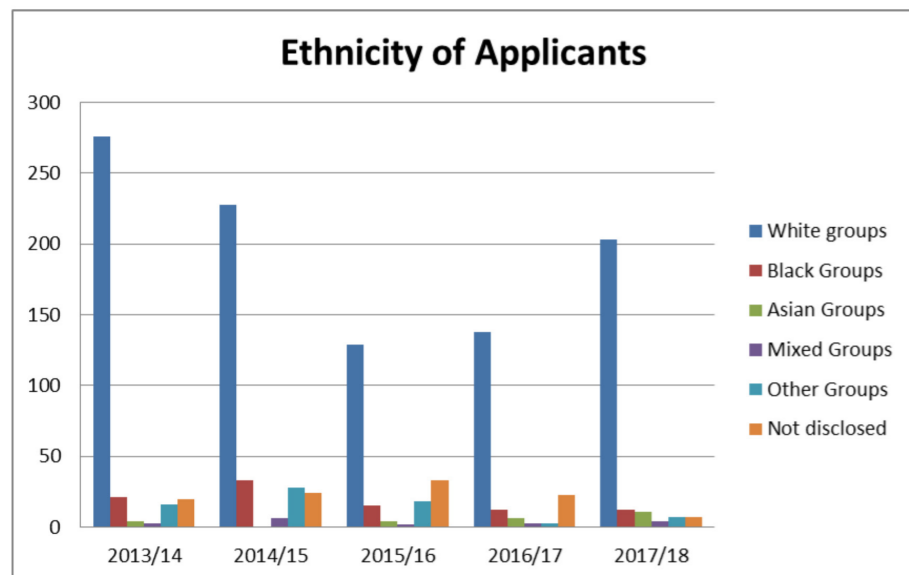


Homeless preventions – assisted to remain



Homeless preventions have increased year on year indicating the right direction of travel. The slight decrease in 2016-17 was mainly due to capacity issues within the team. The most successful prevention activity remains resolving rent arrears and mediating with family and friends and the most common place people are assisted to move to prevent homelessness is into supported accommodation, usually assessment beds, homeless families accommodation, hostel or crash pad.

Ethnicity of applicants



Ethnicity	2013/14	2014/15	2015/16	2016/17	2017/18
White groups	276	228	129	138	203
Black Groups	21	33	15	12	12
Asian Groups	4	0	4	6	11
Mixed Groups	3	6	2	3	4
Other Groups	16	28	18	3	7
Not disclosed	20	24	33	23	7

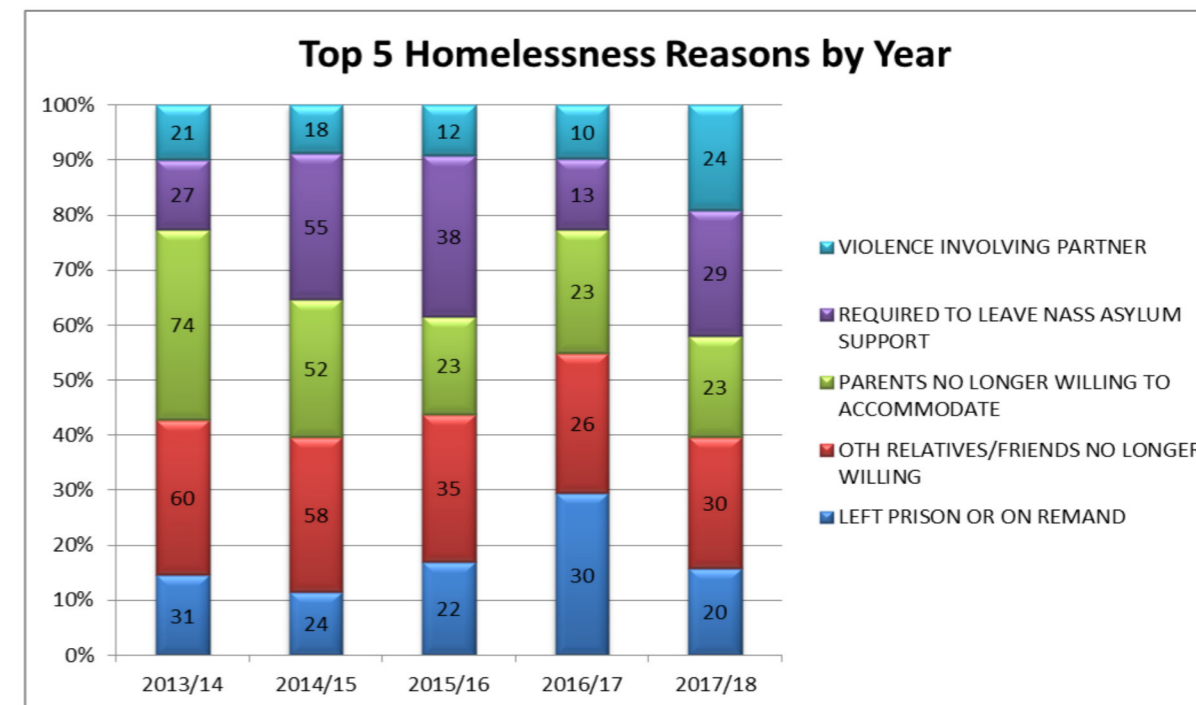
The majority of people accessing the service are white British but there has been a growth over the last 5 years of other groups seeking advice and support. As a service this is recognised and we are working closely with partners to ensure the advice and support is accessible to those groups. This is mainly attributed to the growth in refugees and migrant workers to the borough.

Age profile of homeless applicants

Age of applicant	2013/14	2014/15	2015/16	2016/17	2017/18
16 to 24 years	124	103	53	47	66
25 to 44 years	166	164	123	105	135
45 to 59 Years	44	43	22	29	30
60 years +	6	9	3	4	13
Total	340	319	201	185	244

Consistently the largest group of people presenting are single people between the ages of 25-44. This cohort are less likely to be priority need and so there is no interim accommodation duty, however we do work with all single people to consider their options around accommodation and support. The challenge for single people is the availability of suitable affordable accommodation as well as supported housing where this is required. Often contained within this group are the individuals with more complex needs who can have limited options in terms of housing due to their previous housing history.

Top 5 Causes/Reasons for homelessness



Cause/Reason for Homelessness

Homelessness Reasons	2013/14	2014/15	2015/16	2016/17	2017/18
HARASSMENT - NON RACIAL	6	2	1	0	1
LEFT HOSPITAL	1	4	2	4	5
LEFT OTHER INSTITUTION	1	5	2	7	8
LEFT PRISON OR ON REMAND	31	24	22	30	20
MORTGAGE ARREAR/REPOSSESSION, OTHER LOSS	3	6	2	0	5
NO FIXED ABODE, IN HOSTEL	6	3	2	2	6
NON VIOLENT BREAK WITH PARTNER	21	24	16	10	13
OTH RELATIVES/FRIENDS NO LONGER WILLING	60	58	35	26	30
OTHER - ENTER TEXT IN COMMENTS	3	6	4	4	8
OTHER EMERGENCY	1	1	3	2	1
PARENTS NO LONGER WILLING TO ACCOMMODATE	74	52	23	23	23
RENT ARREARS - HOUSING ASSOCIATION/RSL	1	2	2	1	1
RENT ARREARS - LA /PUBLIC SECTOR	12	9	6	3	2
RENT ARREARS - PRIVATE SECTOR	6	12	5	7	7
RENTED/TIED/LICENSE-NOT AST NOSP	22	8	7	18	26
REQUIRED TO LEAVE NASS ASYLUM SUPPORT	27	55	38	13	29
SLEEPING ROUGH	3	10	8	11	20
TERMINATION OF AST	35	16	10	10	11
VIOLENCE ASSOCIATED PERSONS NOT PARTNER	3	3	1	2	1
VIOLENCE INVOLVING PARTNER	21	18	12	10	24
VIOLENCE- OTHER FORMS	3	1	0	2	3
Total Homeless Cases	340	319	201	185	244

The top five reasons for homelessness have been relatively consistent over the last five years. This is in contrast to the national picture where the biggest reason for homelessness is the end of an assured shorthold tenancy. To address some of these reasons requires the preventative approach referred to throughout the strategy, in that we need to be alerted earlier of the 'family stresses' which may lead to homelessness and offer appropriate support.

Temporary accommodation

Temporary accommodation in Barnsley consists of 6 assessment beds for over 25's, 8 assessment beds plus a crash pad for under 25's, and 8 units of family accommodation and B&B. The table below only includes figures from B&B, assessment beds for over 25's and homeless families' accommodation. The young person's accommodation data is contained separately below.

Temp Accommodation	Referrals	Placements
2015/16	99	99
2016/17	197	135
2017/18	201	145

Breakdown to TA use by age/gender/expenditure for B&B by year

B&B	Referrals		Placements		Avg stay (days)		Avg Age		No Children	
	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18
Female	23	20	15	13	3.7	8.5	34	33		
Male	36	40	23	34	11	6.2	33	31		
Family	8	23	9	20	9.8	10	30	33	17	22
Total Placements	67	83	47	67	8.1	8.2				

The majority of B&B placements are out of area due to the limited number of suitable and affordable B&B providers in Barnsley who will accept referrals from the council.

Homeless Families Accommodation	Referrals	Placements	Move on	Avg stay*
2016/17	19	19	13	66.5
2017/18	27	27	28	77.85

Assessment Beds	Referrals	Placements	% Placed	Avg. Stay	Other Placement
2016/17	111	69	62.16	24.50	13.00
2017/18	91	51	64.80	31.33	16.00

Young persons Accommodation 2017/18	Referrals	Placements	Not Accm	Avg Age
Female	24	23	1	20
Male	34	21	13	20
Total	58	44	14	20

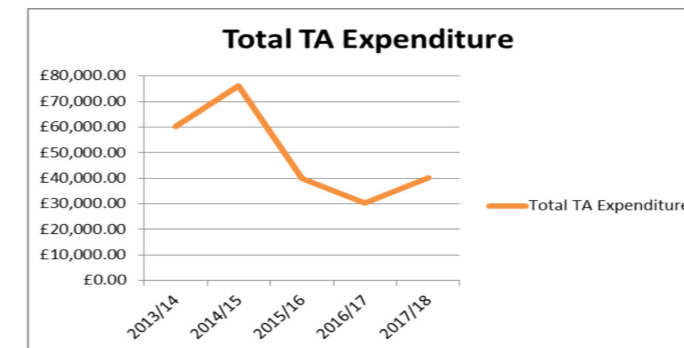
	Young persons Accommodation Avg. Stay (Days)		
	Males	Females	Overall
2017/18			
Flats	127	134	128.6
Assessment unit	62	111	75
Crash-pad	15	5	10.3

As the young person's services were re-commissioned in April 2017, we only hold one year's data. This shows that 58% of all referrals were male, and that of all referrals made, 25% were not accommodated. The average age of customers is 20, within the target age range of 16-24.

Move on for households in temporary and supported accommodation has become more difficult and the average stay in assessment beds, for over 25's has increased to 31 days, up 7 days on the previous year; and for families has increased to 77 days, up 11 days on the previous year. There are a number of reasons for this including:

- Affordable and suitable move on accommodation.
- Previous rent arrears/other tenancy related issues leading to exclusions.
- Lack of bond/rent in advance.
- Been asked to leave temporary accommodation.
- Access to support to move on and ongoing resettlement support.
- Welfare benefit issues.

Temporary Accommodation expenditure per year



Year	B & B	Void Loss for Homeless Families Accom & NSNO	Total Expenditure
2012/13	£37,592.97	£81,252.16	£118,845.13
2013/14	£16,400.65	£43,994.53	£60,395.18
2014/15	£13,781.94	£62,246.96	£76,028.90
2015/16	£7,782.20	£32,205.57	£39,987.77
2016/17	£17,544.00	£12,779.59	£30,323.59
2017/18	£35,028.60	£5,287.98	£40,316.58

The use of temporary accommodation and spend has been steadily decreasing over the last four years, however in 2017-2018 referrals to and placements in temporary accommodation has risen. Hand in hand with this has been continued demand and high occupancy rates of all supported housing and temporary accommodation, as well as waiting lists for some of the floating support services. This is mainly due to the increase in homeless applications, some changes to commissioned services and the lack of timely move on in the system. The biggest growth is in placements of single males and families.

Rough Sleeping

Rough sleeping is on the rise nationally, there has been a 169% rise since 2010 and as of autumn 2017 there were an estimated 4751 rough sleepers, which is up 15% on the previous year. However in Barnsley the levels remain low.

Sub regional rough sleeper data

	2010	2011	2012	2013	2014	2015	2016	2017
Barnsley	3	2	5	0	3	9	2	0
Rotherham	0	1	5	5	3	3	6	2
Doncaster	5	2	1	9	9	9	13	8
Sheffield	8	11	11	17	10	11	15	20

Barnsley Support Navigator data

Rough Sleepers	Reports	Rough Sleeping	Begging	Responded	Male	Female	Repeats	Avg. Pcm	
2016/17		51	48	3	51	49	2	8	5.7
2017/18		110	51	59	73	105	5	34	8.2

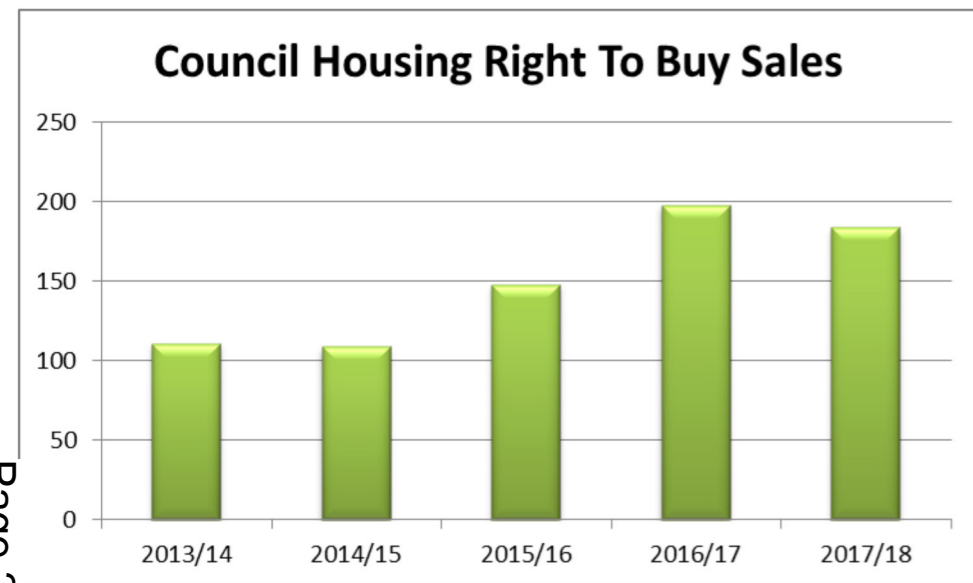
Rough sleeper counts and estimates are a single snapshot of the number of people sleeping rough on a particular night between October and November. Local Authority's choose the night and work in partnership to either undertake an actual count or an estimate. Over the last eight years as the evidence of rough sleeping has been low we have not undertaken actual counts only estimates. 2017 was an actual count.

The Support Navigator post responds to all reported rough sleepers including those which are sent through Streetlink. As can be seen from the table above we receive a number of reports of rough sleepers and make every attempt to find and engage them. A large proportion cannot be found on the day of the referral and a significant proportion are not homeless but begging. Analysis of data and individuals would suggest that in any one year there are around 3 to 4 verified rough sleepers in Barnsley who are out on the streets for a significant period of time, i.e. four weeks or more. More detailed analysis and monitoring needs to take place to establish the true scale of the problem. Begging is a growing and visible issue for Barnsley and is a priority area to tackle over the next couple of years.

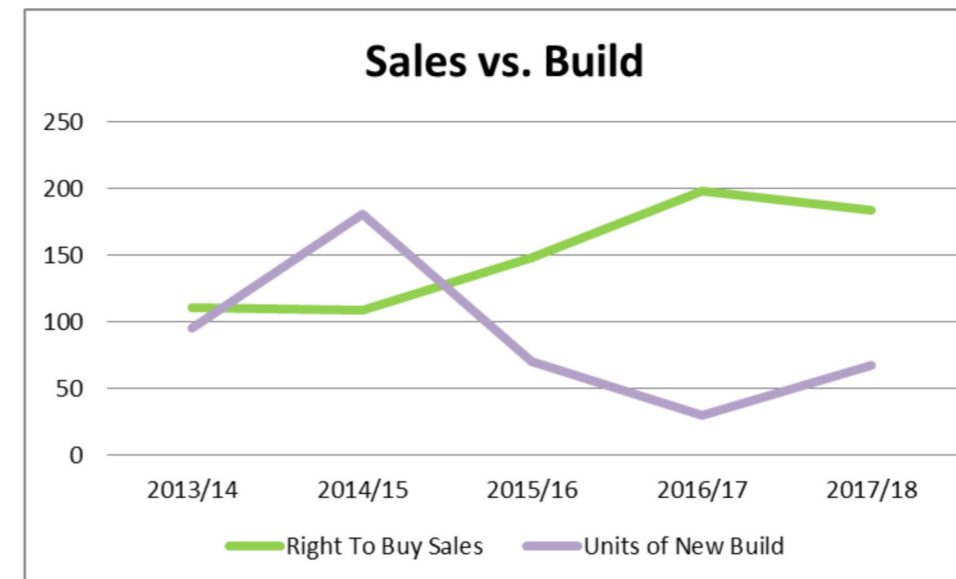
<https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2017>

Affordable Housing supply

According to the 2001 census, the stock profile of the borough is made up of 65% owner occupier, 14% private rented and 21% affordable rent (social housing, intermediate rent and registered providers). There are around 18,000 council properties in the borough with 7000 on the waiting list and around 4600 units provided through registered providers. 44% of those registered on the council house waiting list are families, 39% single and 16% couples. Access to an affordable housing option is becoming an issue for people across the borough in all tenures due to the increasing gap between income and house prices/rents. Where housing is deemed affordable this can be in areas of the borough which already has high concentrations of deprivation and poverty, thereby exacerbating issues further. The Housing Strategy for the borough outlines the plans for housing growth for the borough. The tables below demonstrate the gap between right to buy sales and new build affordable housing.



Year	Right To Buy
2013/14	111
2014/15	109
2015/16	148
2016/17	198
2017/18	184



Council Housing waiting lists data

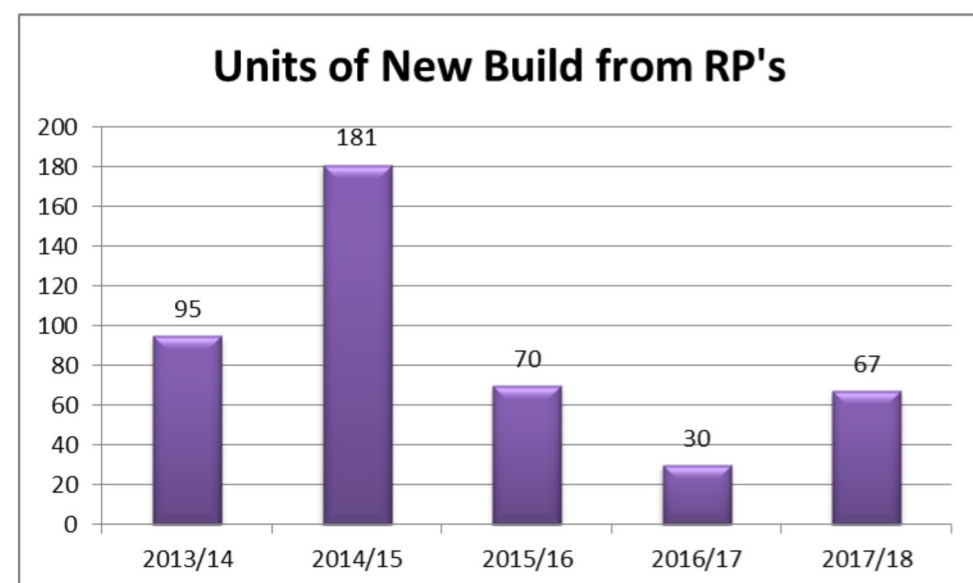
Council house waiting list numbers at year end	
2013-14	7164
2014-15	7049
2015-16	6653
2016-17	6759
2017-18	7319

Council house stock	
2013-14	18,881
2014-15	18,822
2015-16	18,707
2016-17	18,596
2017-18	18,338

The Council has recently published Our Borough Profile 2018, which sets out a range of statistics and compares Barnsley at both a regional and national level. There are a number of areas in this report which can have direct links to the causes of homelessness, including education and work, benefits, and health and well-being. The challenge is therefore working collaboratively as a borough to address these wider issues to minimise the likelihood of homelessness.

<https://www.barnsley.gov.uk/media/8852/our-borough-profile.pdf>

Units of new build from Registered Provider (Housing Associations)



Year	Units of New Build
2013/14	95
2014/15	181
2015/16	70
2016/17	30
2017/18	67

STRATEGIC CONTEXT

This strategy does not sit in isolation, to truly tackle homelessness we need to focus on the causes' not just deal with the effects. These causes are well evidenced and range from structural issues, such as housing supply and the job market to more personal life events like relationship breakdown or other trauma. This cross cutting nature of homelessness means that this strategy has clear links to other key strategies in the borough including:

Barnsley Housing Strategy (2014-2033) - contains five key strategic objectives:

1. Support new housing developments.
2. Build high quality, desirable and sustainable housing.
3. Make best use of and improve existing housing stock.
4. Develop strong resilient communities.
5. Support younger, older and vulnerable people to live independently.

There are clear interdependencies between this strategy and the housing strategy for the borough, in that we need to ensure there is a mixed economy of housing available in the borough to meet current needs, the future demographic projections and attract new people into the borough to live and work here. The oversight by the Housing and Energy board for both the Homeless Prevention and Housing Strategy will ensure the priorities are aligned.

Barnsley Health and Wellbeing Strategy: Feel Good Barnsley (2016-2020) has a vision:

"That the people of Barnsley are enabled to take control of their health and wellbeing and enjoy happy, healthy and longer lives, in safer and stronger communities, wherever they are and wherever they live."

This strategy focusses on early help and prevention and seeks to tackle some of the underlying issues which are known to contribute to homelessness including poor housing, poor mental health and poverty.

All Age Early Help Strategy (2017-2020)

This strategy is a key enabler of the Health and Wellbeing Strategy for the borough. It recognises that by adopting an early help approach this minimises the risk of problems becoming more severe and entrenched and ensures that people are supported to their full potential and lead rewarding lives. A part of this early help approach is the identification and support around housing issues in its broadest sense to try and prevent the crisis of homelessness.

Employment and Skills Strategy: More and Better Jobs, (2016-20)

The vision of this strategy is:

"Barnsley Council has a high level of ambition and aspiration to make the borough a thriving and unique place to live and work."

Essentially this has two key strands; working with businesses so that they can access the skills they need to compete and grow – leading to more jobs. Enhancing the skills and competencies of local people to help them gain and progress in work – better jobs. Keeping or securing a job is one of the key building blocks in the prevention of homelessness as is gaining the right skills and education.

Anti-Poverty Delivery Plan (2015-18)

Poverty is an underlying cause of many homeless cases. The Anti-Poverty Plan sets out a multi-agency approach to tackling the causes of poverty across the borough. The focus for the next few years is food access and financial inclusion.

Barnsley Community Safety Strategy (2016-2020)

This is the plan which is developed and managed by the multi-agency Safer Barnsley Partnership. It has three key priorities: protecting vulnerable people, tackling crime and anti-social behaviour, and promoting community tolerance and respect. Homelessness can both be caused and affected by engagement in crime and disorder, a high proportion of the more complex homeless population have been involved in the criminal justice system.

Children's and Young People and Families: A Brighter Future (2016-19)

This plan is about achieving better outcomes for children and young people in Barnsley. Its vision is focussed on:

- Strong Families, Strong Barnsley.
- Every child is in a good school.
- Success in learning and work.

There is also a strong focus on early intervention and prevention. This links directly to the focus of the homelessness and rough sleeping strategy.

FURTHER READING / REFERENCES

- <https://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN02007>
House of Commons Briefing Paper, Rough sleeping (England)
- <https://www.barnsley.gov.uk/media/4264/corporate-plan-2017-20.pdf>
BMBC Corporate Plan 2017-2020
- <https://www.barnsley.gov.uk/media/3953/bmbchousingstrategy2014final.pdf>
BMBC Housing Strategy 2014-2033
- <https://www.homeless.org.uk/sites/default/files/site-attachments/Prevention%20research%202018.pdf>
Homeless Link (2018), Preventing homelessness before it begins: Case studies from the homelessness sector
- <https://www.barnsley.gov.uk/media/4161/barnsleys-health-wellbeing-strategy-pdf-final.pdf>
Barnsley's Health & Wellbeing Strategy 2016-2020
- <https://www.barnsley.gov.uk/media/3063/employment-and-skills-strategy.pdf>
BMBC Employment and Skills Strategy: More and Better Jobs
- <https://www.barnsley.gov.uk/media/5989/all-age-early-help-strategy-2017-2020.pdf>
Barnsley MBC – All Age Early Help Strategy 2017-2020
- <https://www.barnsley.gov.uk/media/7655/director-of-public-health-2017-annual-report.pdf>
Director of Public Health 2017 Annual Report: A Day in the Life of ...
- <https://barnsleymbc.moderngov.co.uk/documents/s10452/All-age%20Mental%20Health%20Commissioning%20Strategy%202015%20-%202020%20-%20ADOPTED.pdf>
Barnsley All-Age Mental Health Strategy 2015-2020
- <https://www.homeless.org.uk/sites/default/files/site-attachments/Moving%20on%20from%20homelessness%202018.pdf>
Homeless Link (2018) Moving on from Homelessness: How services support people to move on
- <https://www.barnsley.gov.uk/media/5488/barnsley-2017-shma-addendum-report-1703-final-a.pdf>
BMBC Strategic Housing Market Assessment 2017
- https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/680010/evidence_review_adults_with_complex_needs.pdf
Public Health England, Evidence review: Adults with complex needs 2018
- <https://www.barnsley.gov.uk/media/3682/yp-plan2b-print-friendly-version.pdf>
Children, Young People and Families, A Brighter Future 2016-2019
- <https://www.barnsley.gov.uk/media/7940/bmbc-care-leavers-local-offer-mjr-2-3-2-final-3-ar.pdf>
Barnsley Local Offer for Care Experienced Young People

<https://www.barnsley.gov.uk/news/employment-and-skills-strategy-aims-to-bring-more-and-better-jobs-to-barnsley/>
<https://www.barnsley.gov.uk/services/health-and-wellbeing/child-and-family-poverty/>
<https://www.barnsley.gov.uk/services/community-safety-and-crime/safer-barnsley-partnership/>
<https://www.barnsley.gov.uk/media/3682/yp-plan2b-print-friendly-version.pdf>



BARNSLEY
Metropolitan Borough Council

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BARNESLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

**Report of the Executive Director
for PLACE**

**BERNESLAI HOMES: SERVICES AGREEMENT & MEMORANDUM OF
ASSOCIATIONS RENEWAL 2018**

1. Purpose of Report

- 1.1 To inform Cabinet of the review of the Services Agreement and Memorandum of Associations undertaken as part of the Housing Services Review and to seek approval to make the necessary amendments to these documents to align with agreed recommendations, delegations and changes to service delivery functions.

2. Recommendation

- 2.1 That Cabinet approve the revisions to the Services Agreement and Memorandum of Associations with any further minor amendments being delegated to the Service Director for Culture and Housing in consultation with the Executive Director of Core Services, the Service Director of Finance and the Cabinet Member for Place.**

3 Introduction

- 3.1 In 2002, the Council formally established its Arms Length Management Organisation (ALMO) Berneslai Homes. At that time the Council entered into a five year agreement for Berneslai Homes to act as their agent to manage the Council's housing stock. The contract between the Council and Berneslai Homes which sets out the rights and responsibilities of both parties is known as the Services Agreement.
- 3.2 The original agreement was extended for a further period of five years in 2007 (Cab ref 14.11.2007/6.4), was revised in 2012 (Cab.18.1.2012/9.4) to take account of significant changes required as a result of a move to self-financing and updated in 2016 following approval for the extension of the existing contractual arrangements with Berneslai Homes up to 31st March 2021 (Cab.4.11.2015/8).
- 3.3 Although the automatic renewal of the contract with Berneslai Homes was approved for a further five years in November 2015 (to commence 1st April 2016), the Council had already taken the decision to commission a Social Housing Options appraisal to determine whether options were available to further protect and invest in the social housing stock in Barnsley, and facilitate the accelerated delivery of the Council's housing priorities, going forward.

- 3.4 As the Services Agreement included a termination clause (upon the provision of a 6 months' notice period) should the review identify a more beneficial stock management option, there was no conflict between the contract extension and the Social Housing Options work, at that time.
- 3.5 The Social Housing Options appraisal, independently undertaken by the Northern Housing Consortium and Campbell Tickell, resulted in the Council taking the decision to retain the ALMO management function but to undertake a series of Housing Service Reviews focussed upon ensuring best value and enhanced strategic alignment between the Council and Berneslai Homes.
- 3.6 The recommendations arising from the reviews were agreed in April 2018. This report seeks approval to amend the Services Agreement and Memorandum of Associations in line with key recommendations which impact on service delivery and/or delegated functions.

4. Key Revisions to the Services Agreement

- 4.1 The areas of the Services Agreement that have required any significant updating are outlined in detail below:

4.2 Section 1: Strategic Plans

The wording in this section has been slightly amended to better reflect that the Strategic Plan is set within the context of the Council's Corporate Plan and relevant strategies.

4.3 Section 6: Future Strategic Plans

This section has been updated to remove the requirement for Berneslai Homes to produce a 30 year HRA financial business plan and HRA Budget Report alongside an updated Strategic Plan. These functions were previously carried out by Berneslai Homes on behalf of the section 151 officer but are now being carried out directly by BMBC Finance.

4.4 Section 23: Assignment and Sub-Contracting

Clause 23.5 has been added to this section to provide an option for Berneslai Homes ("the company") to deliver market rent/sale products as a commercial venture in their own right, subject to an agreed business case.

4.5 Section 28: Data Protection

This section has been amended to reflect the General Data Protection Regulations (GDPR) May 2018.

4.6 Section 32: Insurances

This section makes it clear that the amount of indemnity cover is £30M and that BMBC Finance procure and manage insurances on Berneslai Homes behalf.

4.7 Section 52: Right to Use Surpluses

This section has been updated to provide greater clarity with regard to the use of company surpluses. The section makes it clear that the Council has ultimate discretion to use of company surpluses to support its strategic objectives whilst recognising, in the exercise of that discretion, the need for a proportion of surpluses to be retained by BH to enable it to sustain its ongoing operations

and meet its Director's fiduciary obligations to the Council. The section also clearly states the delegations that apply with respect to the use of such retained surpluses:-

- Approval for expenditure up to £250K in any one year is delegated to the Organisation's Board, in agreement with the Service Director responsible for Housing.
 - Approval for expenditure above £250K shall be given by the Council in line with its financial delegations and limits set out in the Council's Constitution.
- 4.8 Decisions in respect of surpluses to be used in support of the Council's strategic objectives will be made by Cabinet as part of the Council's normal decision making processes; following initial consideration by officers through the Capital Oversight Board.
- 4.9 Appropriate consequential amendments have been made to the Memorandum of Association to achieve consistency between the two documents. These are referred to in section 5 below.
- 4.10 Other minor amendments include tweaks to Section 37 in relation to the Ombudsman, minor amendments to the core services functions (to reflect the service/structure) and changes to the Delegations and Constitutions document in relation to approvals routes (all in line with the Council's approvals processes and financial thresholds).

Schedules

- 4.11 **Fourth Schedule: Financial Arrangements**
PAYMENT OF THE MANAGEMENT FEE
This section has been amended to remove the management of the Housing Revenue Account (HRA) from the delegations on which the Management Fee is paid.

Annexes

- 4.12 **Annex 1 Strategic Plan Format:** The Strategic Plan format has been updated to reflect the revised headings as used in the Strategic Plan 2016-21.
- 4.13 **Annex 2 Housing Management Responsibilities Delegated to the Organisation:** The list of delegations has been amended to reflect:
- **Tenancy Management & ASB:** This section has been amended to reflect that the Council retains responsibility for higher level ASB enforcement. The Council also retains responsibility for the development of the ASB Strategy, with BH a member of the SNS Strategic Leadership Team.
 - **Resource/Budget Management:** This section reflects that the financial management arrangements relating to the HRA/Housing Capital Programme currently carried out by BH have been transferred back to the Council under the direct control of the Section 151 Officer.

- **Capital Programme Approvals:** The Council's Governance and Decision making arrangements will apply for the approval of all Capital Schemes (including Decency Programmes).
- **Capital Programme 5 Year Housing Investment Programme:** The Council is responsible for setting the five year Housing investment programme and the ALMO is responsible for delivery.
- **New Build Delivery Programme (across tenure):** This function will now be undertaken by the Council.
- **Conversions (across tenure):** The ALMO retains this function, subject to approvals in line with agreed delegated limits.
- **Housing Revenue Account Pooling Returns:** This function will now be undertaken by the Council.
- As referenced at point 4.4 and Section 23 within the Services Agreement, Annexe 2 also includes a delegation for Berneslai Homes to deliver market rent/sale products as a commercial venture by the organisation in their own right, subject to approval by the Council via an agreed business case.

5. **Key Revisions to the Memorandum of Associations (MofA)**

- 5.1 The Memorandum of Association sets out the key powers of the company. It is a basic principle of company law that a company cannot act outside the scope of its powers as set out in the MofA. It is proposed to amend the wording of Clause 6 of the document which deals with the application of income and property. This is to make it clear that surpluses may be applied in support of the Council's strategic objectives as provided for in section 52 of the Services Agreement. As referred to in section 4 above, it is ultimately in the discretion of the Council how surpluses are to be used in support of its strategic objectives.

6. **Consideration of Alternative Approach**

- 6.1 No alternative approach has been considered given that this report is the culmination of a series of reports on the future delivery of the housing services in Barnsley following the Housing Services Review which was approved in April 2018. This report sets out the required amendments to Services Agreement and Memorandum of Associations, as required.

7. **Proposal and Justification**

- 7.1 It is proposed that the revision to the Services Agreement (Delegations and Constitutions document) and Memorandum of Associations, as detailed in this report be approved and implemented with immediate effect.

8. **Implications for Local People/Service Users**

- 8.1 The revisions to the Services Agreement and MofA have been made in response to the Housing Services Review recommendations approved in April 2018. The reviews were undertaken by officers across all three directorates of the Council, staff at Berneslai Homes and representatives of the Tenant's Federation to ensure that best value and full strategic alignment is achieved between the council and BH to the benefit of both Tenants and Residents of Barnsley.

9. Financial Implications

- 9.1 Consultations on the financial implications have taken place with the Service Director, Finance.

10. Employee Implications

- 10.1 There are no direct employee implications arising from this report. The transfer of the finance and housing growth functions from Berneslai Homes to the Council resulted in the TUPE transfer of a small number of posts. These transfers were managed in the normal way, including full consultation with the staff concerned and with their Trade Union representatives.

11. Communications Implications

- 11.1 Changes flowing from the Housing Service Review work have been communicated to all affected, staff, tenants and the wider Barnsley community, as appropriate.

12. Consultations

- 12.1 Extensive consultations have been undertaken with the Portfolio Holder for Place, with Berneslai Homes Senior Management Team and Board, with the Tenants and Residents Federation, and with colleagues across the Council as part of the HSO study process and the subsequent reviews.

13. The Corporate Plan and the Council's performance management framework

- 13.1 The amendments to the Services Agreement will strengthen the strategic alignment between the Council's corporate priorities and the BH Strategic Plan.

14. Promoting Equality, Diversity and Social Inclusion

- 14.1 The requirement to promote Equality, Diversity and Social Inclusion has been central to the Housing Service Review and Service Agreement revision process.
- 14.2 Tenants Federation representatives have been fully engaged in the Housing Service Review process and resulting recommendations/changes.

15. Tackling Health Inequalities

- 15.1 The housing management and maintenance model delivered between the Council and Berneslai Homes contributes to the wider wellbeing of Barnsley people by helping customers to meet their housing need requirements, deal with poverty, health and unemployment issues and supports communities to have healthier and fulfilling lives

16. BACKGROUND PAPERS

Housing Services Review Report (internal report presented to Purple Cabinet. April 2018.

Cabinet approval for the extension of the existing contractual arrangements with Berneslai Homes up to 31st March 2021 (Cab.4.11.2015/8)

DRAFT updated Services Agreement, MofA, and Delegations paper are available upon request.

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Financial Implications/Consultation



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(To be signed by senior Financial Services officer where no financial implications)