

Meeting: Strategic Commissioning Board			
Meeting Date	02 March 2020	Action	Approve
Item No	7	Confidential / Freedom of Information Status	No
Title	Homelessness and Housing Strategy Update		
Presented By	Vicky Carroll, Special Advisor (Housing)		
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Council Lead	Cllr Eamon O'Brien, Cabinet Member Finance & Housing, Bury Council		

Executive Summary

The Housing Needs Assessment (HNA) and development of a Bury Housing Strategy is underway and expected to be concluded by Summer 2020. Over 16,000 surveys have been posted to Bury residents across the Six Townships and an extensive list of stakeholders will be consulted. All Council Directorates and the One Commissioning Organisation have been invited to input with their adopted and emerging strategies/policies that impact on housing provision in the Borough. The HNA and Strategy development is being delivered with support from an external consultancy, Campbell Tickell

Bury Homelessness Strategy was recently refreshed in 2019. Overall the homelessness numbers presenting and actual homeless are increasing. The bigger increase is in presentations, these are people declaring themselves homeless either in person at the Council or partner organization's reception or over the phone. As a result of the Homelessness Reduction Act 2017 more preventative work is being undertaken. Pressures on the service have increasing due to both capacity and also the complexity of customers and this is being mitigated with increased resources, improved systems and more partnership working.

Recommendations

- It is recommended that the Strategic Commissioning Board:
- note the report, and specifically that:
 - a workshop on housing and health is convened with the SCB and Six Towns Housing Board;
 - soft market testing with developers on perceived barriers to building new homes in Bury is convened jointly by Bury Council and GMCA;
 - the Bury Homelessness Steering Group develop an action plan by April 2020 to implement the required outcomes of the new Homelessness strategy; and
 - Commit to attend the workshop with STH Board to look at what more can be achieved in partnership with regards Housing and Health.

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Links to Strategic Objectives/Corporate Plan	Yes
Does this report seek to address any of the risks included on the Governing Body / Council Assurance Framework? If yes, state which risk below:	No
<i>Add details here.</i>	

Implications						
Are there any quality, safeguarding or patient experience implications?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Has any engagement (clinical, stakeholder or public/patient) been undertaken in relation to this report?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Have any departments/organisations who will be affected been consulted?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Are there any conflicts of interest arising from the proposal or decision being requested?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Are there any financial implications?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Are there any legal implications?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
Are there any health and safety issues?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	N/A	<input type="checkbox"/>
How do proposals align with Health & Wellbeing Strategy?	This falls within the remit for health and wellbeing for Bury					
How do proposals align with Locality Plan?	Housing and homelessness is a priority within the LP					
How do proposals align with the Commissioning Strategy?	Housing Strategy has to be aligned with commissioning strategies for health and social care, wider wellbeing services					
Are there any Public, Patient and Service User Implications?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
How do the proposals help to reduce health inequalities?	Development of Housing Strategy and increased links to Health in the Homeless service will help reduce health inequalities					
Is there any scrutiny interest?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
What are the Information Governance/ Access to Information implications?	None					
Has an Equality, Privacy or Quality Impact	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>

Implications						
Assessment been completed?						
Is an Equality, Privacy or Quality Impact Assessment required?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Are there any associated risks including Conflicts of Interest?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Are the risks on the CCG /Council/ Strategic Commissioning Board's Risk Register?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>	N/A	<input checked="" type="checkbox"/>
Additional details	<i>NB - Please use this space to provide any further information in relation to any of the above implications.</i>					

Governance and Reporting		
Meeting	Date	Outcome

Homelessness and Housing Strategy Update

1. Introduction

- 1.1. This paper provides an update on both the progression of the development of the Housing Strategy and Homelessness within the Borough.
- 1.2. With the emergence of housing as a key priority of the Ministry of Housing Communities and Local Government (MHCLG) more Councils are now developing new or refreshing their Housing Strategy. The last full assessment of housing need and demand in the Borough was undertaken in 2011. The changes within the housing market since then, together with the development of the Council's growth ambitions mean that this profile is due for update. Bury has commissioned a Housing Needs Assessment that will inform the development of a new Housing Strategy.
- 1.3. Bury Homelessness Strategy was recently refreshed in 2019. Overall the homelessness numbers have been steadily increasing since the Homelessness Reduction Act 2017.

2. Background

- 2.1. The new Housing Strategy will cover the key aspects of required affordability, supply and quality of housing in the Borough. It will be developed further to support the emerging Bury 2030 Strategy. The Strategy will help ensure that an adequate supply of new housing will be provided to support inclusive economic growth for the borough that will underpin improvements in people's health and well-being including reducing gaps in healthy life expectancy. The Housing Strategy will specifically reference the next five years; however, it will also consider the period to 2030 with regard to the new Bury Strategy 2030 consultation.
- 2.2. In January 2020 Campbell Tickell in partnership with Arc 4 were appointed to support the Council to deliver a Housing Needs and Demand Assessment, review and develop the Bury Housing Strategy. The survey will consider and report on all tenures and client groups on a ward and township basis, as well as for the Borough as a whole. The Housing Needs and Demand Assessment data will also be fundamental to the continued success of Bury's Affordable Housing Policy (including any supplementary planning documents) in evidencing the scale of affordable housing required in the Borough.
- 2.3. They will produce a final report will include a housing needs (supply and demand) forecast by Borough, township and ward for:
 - The next five years
 - An indication of need over the next ten years
 - The needs and demands for the Borough's wards and townships
 - The needs and demands of specific customer groups, including the BAME communities, faith communities, older people, and people with disabilities.

- 2.4. The Homelessness Reduction Act introduced a focus on early intervention and prevention in homelessness, which gives much better outcomes for people who are homeless. However, this has provided some challenges for the authority and service, due to the increase in statutory obligations with greater prevention actions, increased processes, accountability and advice for a greater cohort of customer. In response the Council has increased resources, improved working practices with a new case management system and are involved in several new initiatives and funded projects.
- 2.5. Rough sleeping has become a high agenda issue locally, regionally across GM and nationally with close scrutiny of LA's in how these services are being delivered to support these vulnerable and complex customers. In particular the GM Mayor and the GM Combined Authority have reducing homelessness as one of their key priorities. To support the increase in rough sleeping there has been the new Rough Sleepers Initiative (RSI) with additional funding streams by MHCLG to address rough sleeping across the Country.
- 2.6. Bury has a good relationship with our local stakeholders and partners to help address and support our homeless people and families in Bury. All homelessness partners and stakeholders are provided the opportunity to influence and have input through the successful Bury Homelessness Partnership and steering group to respond locally to the homeless agenda. The group has recently helped develop and co-produce the new 3-year Homelessness strategy and are currently helping to produce the action plan.

3. Update on Housing Strategy

- 3.1 The new Housing Strategy will to help ensure an adequate supply of affordable housing, as well as supported housing to cater for the significant growth in our ageing population and the right supply of homes for those with learning disabilities. The new strategy will seek to identify these challenges for Bury as having a decent quality home is a crucial factor in the wellbeing of an individual. We want housing of quality which improves rather than worsens health conditions due to issues such as damp, lack of insulation or is too expensive to run. The housing stock in Bury therefore needs to be affordable and appropriate, with adequate provision and adaptation to allow people to remain at, or return to home.
- 3.2 Quality, affordable housing was identified in the Bury Locality Refresh 2019-24 as one of the key determinants to residents achieving health and wellbeing. There are many challenges to providing the right supply of adapted, supported, sheltered and extra care housing both in the private and social housing sector. Bury face particular challenges in providing quality and good value accommodation for people with learning disabilities. In addition, we are undertaking specific pieces of work to ensure that housing is not a barrier to delayed transfers of care from both the acute and mental health sectors and this will be factored into the new strategy.
- 3.3 Alongside the new Strategy will be an action plan which will outline how we intend to deliver the key strategic objectives to enable Bury build an increased portfolio of new build and improved, higher quality, housing stock in partnership with the public, voluntary and private sector partners to meet the needs of local people and improve health outcomes.

- 3.4 In advance of the Housing Strategy officers have recently met GMCA partners to agree a soft market test with a selection of regional developers to ascertain any barriers to developing an increased number of new housing in the borough. We also support the work at GM level to increase the housing investment in social impact that could be attracted into Bury to help increase provision for supported housing such as those for people with learning disabilities. It is also worthy of note that in 2019 we have recently finished a 60-bed extra care at Peachment Place, have built and sold 8 quality homes for shared ownership at Mayfair Gardens. We are about to purchase 10 apartments for rent on the Radcliffe Times site.
- 3.5 The table below outlines the planned timetable and key project actions to develop both the Housing Needs Assessment and the Housing Strategy.

Date	Event
w/c 3rd Feb	Distribution of Household Survey (closes 2nd March). 16,664 paper copies of the survey posted a random sample of households in the Borough, evenly split between each of the six townships.
w/c 10 th Feb	Distribution of Stakeholder Survey.
w/c 24 th Feb	Secondary data response available (based on data sources published or belonging to the Council). Housing strategy interviews commence to 31st March.
Focus Groups Feb – Mar	To be selected from a suggested list including - <ul style="list-style-type: none"> • Bury VCFA. • Care Leavers Group • Estate Agents • Older Persons Group • Tenant and Resident Associations (TRA's)
w/c 30 th Mar	Present initial findings to the Council's Joint Executive Team.
w/c 30 th Mar	Full HNS report available. Housing Strategy concept document available.
w/c 27 th Apr	First draft of Housing Strategy including draft action plan available.
w/c 27 th April	Present draft Housing Strategy to JET.
May/June	Final Housing Strategy and action plan available for final consultation

4 Update on Bury Homelessness

- 4.1 Bury renewed the Homelessness Strategy in 2019 and will be refreshed again in 2022. Our new strategy was developed and refreshed in co-production with all homelessness partners, voluntary sector and stakeholders across Bury via the Bury Homelessness Partnership and steering group. This group is currently working on developing and co-producing an action plan by April 2020 to implement the required outcomes of the new strategy.

- 4.2 The Council's Homelessness statutory function is delivered by a team of housing advisors that manage and investigate cases and support customers and families working closely with our resettlement workers / team that support customers that are then placed into temporary accommodation. The team works closely with internal departments such as Adult and Children's Social Care and external partners such as Greater Manchester Police, Criminal Justice System, Private landlords, voluntary sector and other LA's and Registered Providers.
- 4.3 The Local Authority has a statutory duty to provide homelessness services, advice and guidance in accordance with Homeless legislation and Homelessness Act 2002 and the Homelessness Reduction Act 2017. We have emphasis on prevention and supporting potentially homelessness with new processes such as the Duty to Refer for statutory bodies such as the Police, Health, and Probation etc. and to inform LA's at least 56 days before their customers / clients potentially become homeless.
- 4.4 In terms of rough sleeping we have successful individual and joint bids with GMCA in 2018/19 to MHCLG (Ministry of Housing and Communities and Local Government) for Rough Sleeper Initiative Funding.
- 4.5 We currently run a range of service provision including-
- The Housing First (HF) program is specifically to target the most entrenched and complex rough sleepers. Great Places are the main provider across GM. Bury are in the cohort with Bolton and Rochdale lead by Petrus and The Bond Board. Bury has pledged 3 properties each year to help support and make this program a success.
 - Bury recognised the need for early, focused support for our rough sleepers in A Bed for Every Night (ABEN) .This has filled the gap in provision for non-priority need single homeless where LA's have no statutory obligation or duty to provide temporary provision. Rather than simply looking at providing 'a bed' we have designed services to ensure we move these customers into more sustainable housing, with support to break the cycle of homelessness. With ABEN Phase 1 we provided 15 bed spaces via a night shelter provision. We assisted 135 separate individuals in phase 1, and with 31 people to successfully move on into sustainable accommodation. The ABEN - Phase 2 re-commenced on the 1st October 2019. The new provision is provided by Adullum homes and provides 15 bed spaces. The service will run until June 2020.
 - Bury engaged in the RSI (Rough Sleeper Initiative) funding Phase 1 & 2; in addition to the successful GMCA joint bid with 6 LA's, Bury was also successful in obtaining £40k separate funding each year for 19/20 & 20/21 from the MHCLG, to support rough sleeping in Bury. The funding will provide 4 outreach workers across Bury and Bolton. We also have access to 2 GM wide Dual Diagnosis workers. Lastly £40k will fund a Rough Sleeper Coordinator post to manage the outreach workers to achieve the required RSI outcomes and also take responsibility for the operational day to day delivery of ABEN and the HF program.
- 4.6 The health and wellbeing of people who experience homelessness is worse than that

of the general population. They often experience the most significant health inequalities. The longer a person experiences homelessness, particularly from young adulthood, the more likely their health and wellbeing is at risk. For most people at risk of or are homeless/rough sleeping there is not a single intervention that can address health concerns on its own. There is a need to support better-integrated health and social care, help people to access the physical and mental health and substance misuse services they require to sustain stable accommodation.

4.7 The clinical lead for homelessness in Bury is Dr Cathy Fines, she is engaging with colleagues in CCG to agree and work on robust pathways to align services to homelessness health needs and how we need to work possibly differently to engage with Bury's homeless and rough sleepers to provide the required medical support and outcomes. In addition, the Rough Sleeper Operational Panel (that manages referrals into the HF program and includes relevant partners and stakeholders) is working closely to coordinate our resources to our more complex rough sleepers and to ensure full use of the Housing first program and the RSI initiative.

4.8 Over the past twelve months demand on services have generally increased in all areas with the exception of singles placed in temporary accommodation. Please statistics below:-

	January 2019	January 2020	Trend
Active Homeless cases	243	363	33% +
Rough sleeper numbers	10	17	70% +
Placed in Temporary accommodation	Families 22	Families 38	73% +
	Singles 16	Singles 12	25%-
Duty to Refer cases – New HRA obligations	121	205	69% +

4.9 Rough sleeper numbers have increased in Bury and were traditionally around 10, but now fluctuate around 15 to 20 at present. The current support and provision through the many projects (ABEN, RSI, and HF) means that although numbers have increased, we have better capacity and options to support rough sleepers back into appropriate housing. Since Oct 2019 when ABEN phase 2 started we have moved on 11 rough sleepers into either supported, interim or longer-term sustainable accommodation.

4.10 We are aware of homelessness emanating from lack of access to the private rented sector, we are working closely with the Bond Board to help train and support landlords on Universal Credit and the GMCA insurance products to protect landlords from excessive rental and void losses.

4.11 We are also working closely with Six Town Housing (STH) who are proposing a social lettings agency, which plans to support up to 25 homeless people in the first year of operation to access private rented property. We believe more can be achieved in partnership and are proposing a joint workshop with the SCB and the STH Board to examine what more can be done together regards housing and health.

5 Associated Risks

- 5.1 There is a risk that the response to the Housing Needs Survey is not sufficient in scale to properly inform the developing Housing Strategy. This has been mitigated through internal close working with the Communications team and also close liaison with Arc 4 to ensure all available communications channels are accessed and a combination of written survey, interviews by phone and face to face are adopted. The lead member for Housing has also been consulted with regards reach of the survey focus groups and where possible this has been accommodated by Campbell Tickell.
- 5.2 There is a risk that the emerging strategy does not acknowledge and align with other council strategies. All directorates across the council have been invited to input directly to Campbell Tickell any formal or emerging strategies that may have impact on the future provision of housing within the Borough.
- 5.3 There is a risk that we may not meet our statutory homelessness functions due to increased demands on the service. This risk will be mitigated through the close working on the action plan and further developments in the eservice.

6 Recommendations

- 6.1 The Strategic Commissioning Board is required to
- Note the contents of this report and specifically that:
 - a workshop on housing and health is convened with the SCB and Six Towns Housing Board;
 - soft market testing with developers on perceived barriers to building new homes in Bury is convened jointly by Bury Council and GMCA;
 - the Bury Homelessness Partnership and steering group develop an action plan by April 2020 to implement the required outcomes of the new Homelessness strategy; and
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