

### CABINET

Date of Meeting	25 <sup>th</sup> April 2023
Report Subject	Homelessness and Rough Sleeper Update Report
Cabinet Member	Cabinet Member for Housing & Regeneration
Report Author	Chief Officer, Housing and Communities
Type of Report	Operational

## **EXECUTIVE SUMMARY**

Homelessness is a statutory service that continues to be under significant pressure post pandemic and the further challenges related to the cost-of-living crisis and housing crisis. External factors associated with cost-of-living crisis and housing market conditions are increasing the levels of homelessness place more burden operationally and financially on the Council.

The need to offer accommodation and support to everyone who was homeless and at risk of rough sleeping during the pandemic was challenging. It has, however, provided a unique window of opportunity to engage with a high number of people who historically would not have received the same level of support and may have not achieved positive wellbeing or housing outcomes.

The local private sector housing market is seeing significant challenges with fewer properties available each year and many landlords leaving the market. This creates homelessness as properties are sold, residents asked to leave and the availability of fewer properties resulting in them being increasingly unaffordable.

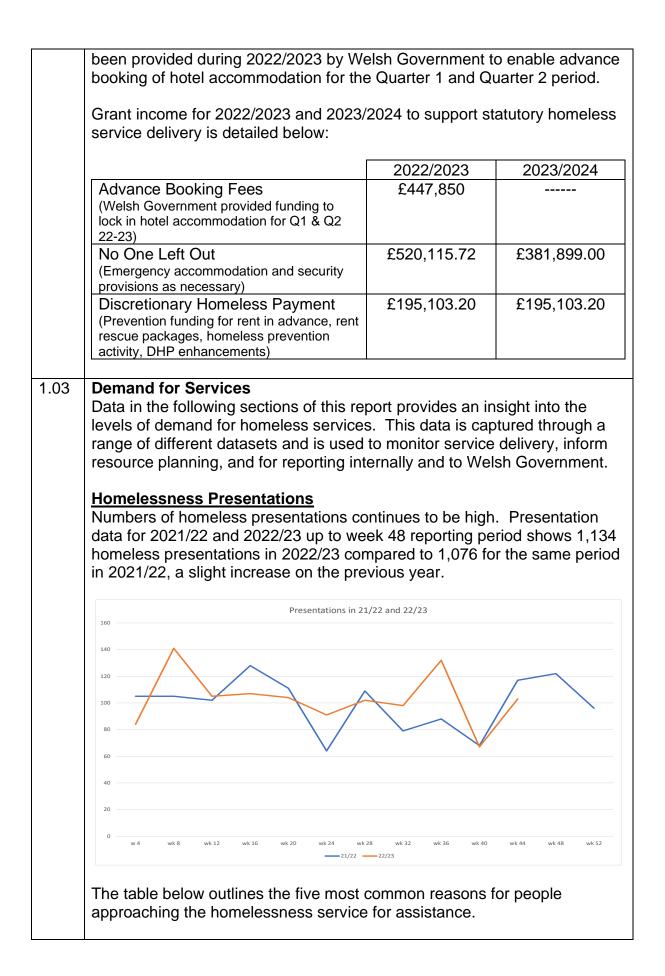
Changes to the Housing Wales Act 2014 (HWA 2014) and specifically the introduction of an eleventh category of Priority Need for rough sleeping and those at risk of sleeping rough, sees a sustainment of the "no one left out" approach adopted during the Covid pandemic and now firmly establishes the principle on a legal footing and as standard practice in Wales.

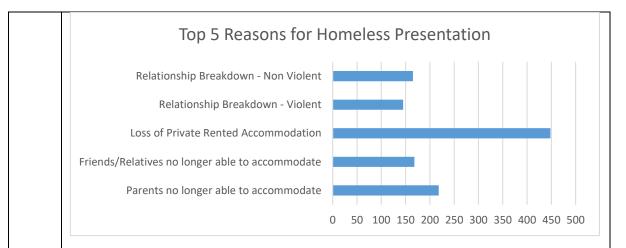
As a result, more people and particularly single people, will be owed accommodation duties significantly increasing demands and cost on already stretched homeless accommodation.

RECO	DMMENDATIONS
1	Community, Housing & Assets Overview and Scrutiny Committee to note the update report and continue to support the work being undertaken by the Housing and Prevention Service.

# REPORT DETAILS

1.00	EXPLAINING THE HOMELESS	NESS UPDATE REP	PORT
1.01	Statutory Homeless Services Local Authorities have duties as regards to the prevention of hom homelessness when it occurs. V section 6 of this report there is m legislation (Helping You Understa The core team activities for the S • Homeless Case Managen • Homeless Accommodatio	elessness and the m Vithin the accessible ore information about and Housing Wales A Statutory Homeless T nent under HWA 201	anagement of documents detailed in It the duties within this Act 2014). eam includes:
	Homeless Accommodation	-	
1.02	<ul> <li>Funding Homeless Services</li> <li>Whilst funding is provided for act (HSG) to offer early intervention statutory services cannot be fund funders in the main source of funding</li> <li>Homeless Officers and oth Duties and Assessments</li> <li>Homeless accommodation hotel accommodation exp</li> <li>Staff costs associated with accommodation</li> <li>Other costs associated with such as storage costs and homeless</li> <li>Budgets in relation to Homeless</li> </ul>	and homeless preven ded through HSG. The ng for the delivery of her staff dealing with h costs through lease enditure h the management of th duties around hom d removals when peo	ntion activities, nerefore, the Council these services. Homeless charges and homeless nelessness ple become
	Budget Purpose	Budget 22/23	Expenditure 22/23
	Homeless team staffing	£1,393,218.00	£1,202,421.80
	Rental and lease for homeless accommodation	£111,175.00	£233,126.45
	Hotel emergency accommodation costs	£145,000.00	£1,223,147.40
	To assist with the additional pres Covid Emergency Funding has n		

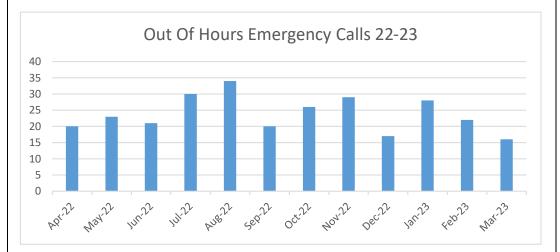




A further and more detailed breakdown of the reasons for homeless presentations can be found in Appendix 1 (unvalidated data at time of reporting). Changes to the Homeless Case Management System are to be implemented 2023/2024 to streamline data capture processes and improve the recording of reasons for homeless presentations.

## **Out Of Hours Emergency Response**

The Homelessness service operates 24 hours a day, every day of the year as homelessness often occurs outside of normal office hours. Calls are channelled through the Councils Emergency Out of Hours phoneline and then referred onto Duty Homeless Staff. Detailed below are the number of calls received for emergency homeless response in the last 12 months.



## **Homeless Accommodation**

Emergency and temporary accommodation is limited in Flintshire and a lot of positive work is undertaken to help people sustain their housing to avoid the need to access emergency and temporary housing through prevention. However, in recent months the increases in homelessness and significant barriers to successfully moving people on has resulted in more people requiring homeless accommodation.

Prior to the Covid pandemic there were 11 households placed in homeless accommodation in Flintshire. In February 2021 the numbers had increased to 55 households. The numbers now stand at 169 households. The reasons for the significant increases are referenced within this report. More detail about the breakdown of homeless accommodation placements can be found within Appendix 2.

## Rough Sleeper Response

As referenced earlier, accommodation is available to everyone who fulfils the priority need status which now includes rough sleepers, and anyone deemed to be at risk of rough sleeping, following changes to Priority Need Guidance in December 2022.

During the pandemic this also extended to those with no recourse to public funding, the safety net of the public health response means that those with no recourse to public funds can no longer be assisted with accommodation even if rough sleeping.

Rough sleeper outreach activities are usually delivered through our Housing First service who are skilled at dealing with the most complex residents through assertive outreach activities. They provide the initial response during office hours and will respond within a few hours of an alert being received. Alerts come in through a wide range of sources:

- StreetLink Referrals
- Calls into the Homeless Team
- Referrals from partners across FCC and other public services
- Referrals from elected members
- Referrals from the public, Community Groups and Charities

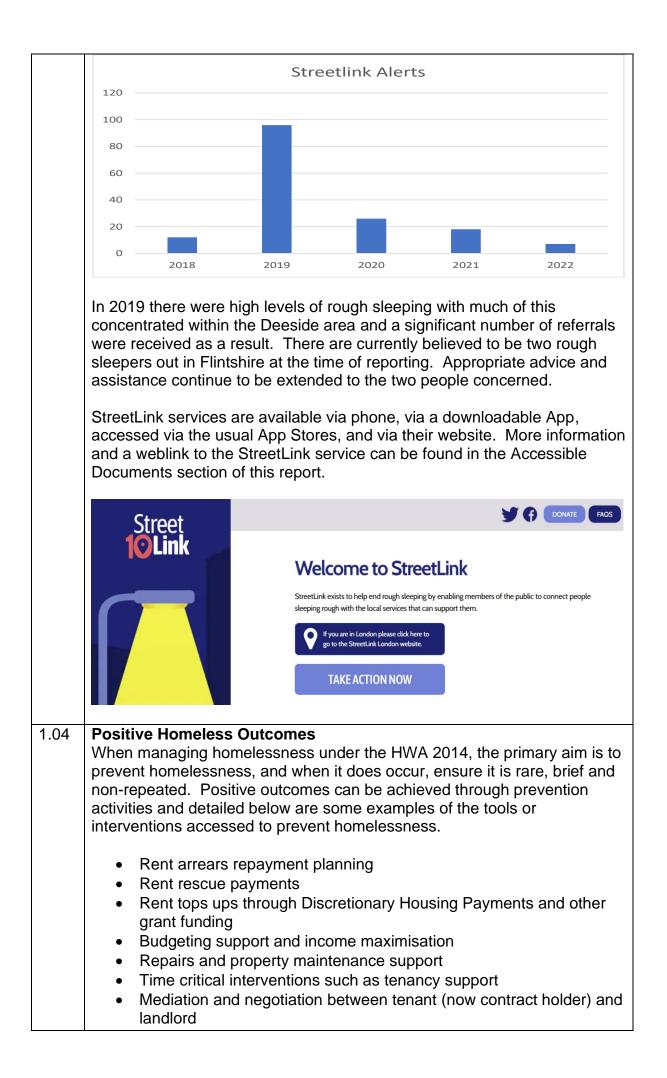
Alerts received outside of office hours are not always responded to immediately but can be channelled through our Out of Hours service on 0300 333 2222. Situations are risk assessed in terms of safety for officers to attend and may be actioned at a later stage.

Rough sleeper outreach activities include:

- Review and risk assessment of information within the alert / referral
- Site visits to the rough sleeper location where safe to do so
- Connection activity to help people access the homeless team
- Welfare checks for those who continue to sleep rough
- Offers of food, clothing and hygiene products as required
- Offers of accommodation where appropriate

A recent incident of a rough sleeper in Holywell (28/02/23) saw a local charity identify a rough sleeper and connected the male to our Out of Hours Service. Within an hour of contact, he had been supported to access a taxi and taken to emergency housing. The following day a detailed homeless assessment was completed, and further assistance extended. The Councils Homeless Team received positive praise within local press coverage and social media for the excellent response offered.

Detailed below is data relating to Rough Sleeper Alerts received via StreetLink over the last five years. Numbers are relatively low in recent years as people have been picked up and supported through the "no one left out approach" and rough sleeping is significantly reduced across the county.



	<ul> <li>Support for family's around managing relationships with young people</li> </ul>
	As referenced in the Housing Support Grant Report to Communities and Housing Overview and Scrutiny Committee in February 2023, funding is available to support the prevention of homelessness through Housing Support Grant (HSG) which enables a wide range of additional services and support. HSG does not, however, fund statutory homelessness service delivery.
	Prevention activities within the Homeless Team when residents are at risk of homelessness within 56 days (linked to s.66 Prevention Duty HWA 2014) are crisis interventions. The most effective and sustainable prevention activities are achieved through much earlier interventions and can be achieved across a wide range of services, to avoid people needing to access statutory homelessness services.
	Social Housing Allocations The 50% nominations process for the Covid cohort has been adopted across Conwy, Denbighshire and Flintshire SARTH housing partners since Summer 2020. This approach is intended to prevent significant blockages and increased expenditure on homeless accommodation.
	A breakdown of all social housing lettings including the 50% Homeless Direct Lets can be found in Appendix 1.
	Although the adoption of Homeless Direct Lets has been an incredibly positive intervention and appears to be in keeping with the Ministers intended direction of travel for housing allocations policy for Wales, the lack of 1 bed general needs housing is a significant and ongoing concern. This point is covered further within Section 1.09 of this report.
	Private Rental Outcomes Although the private rented sector is increasingly unaffordable for many households, there are opportunities to save tenancies and there are some successes through moving people into private rented accommodation. Opportunities for prevention work are limited however where landlords are selling properties and with rents increasing beyond levels that many low- income households can afford. Those residents in receipt of enhanced benefits and those with their main source of income through work, will often have the greatest chance of securing a home in the private rented sector.
1.05	National Policy – Homelessness In October 2019 Welsh Government published a Policy Statement, outlining a Strategy for Preventing and Ending Homelessness. This statement acknowledges the importance of partnership working, adopting early interventions and support for those in crisis. The Policy Statement clearly sets out a vision for:
	"A Wales where everyone has a safe home that meets their needs and supports a healthy, successful and prosperous life. A Wales where we work together to prevent homelessness and where it cannot be prevented ensure it is rare, brief and unrepeated."

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	Homelessness prevention requires a holistic response, grounded in partnership working. Preventative action will happen at different stages, but will follow along a continuum, allowing a range of public services and service providers opportunities to assist, depending on the situation. This is illustrated by following four prevention elements, outlined in the Strategy, which reflect the scope and intensity of partnership working:
	Primary Prevention - Preventing or minimising the risk of problems arising, usually through universal policies e.g., education; health promotion; good housing management and tenancy support.
	Secondary Prevention - Targeting individuals or groups at high risk or showing early signs of a particular problem to try to stop it occurring e.g., early referral to family or youth support services.
	Tertiary Prevention - Intervening once there is a problem to stop it getting worse and to redress the situation e.g., writing off rent arrears to avoid eviction.
	Acute Spending - Spending to manage the impact of a strongly negative situation - does little or nothing to prevent problems recurring in future e.g. cost of temporary housing when made homeless; long term cost of supporting children who have suffered Adverse Childhood Experiences (ACEs) as a result of loss of home.
	Over time the move to Rapid Rehousing will shift the focus from acute spending on homelessness to more effective prevention and relief of homelessness activities. Flintshire's priorities for Rapid Rehousing as supported by Members in 2022 are:
	<ul> <li>Adopting Early Intervention and Targeted Prevention Activities</li> <li>Strengthening Person Centered Approaches and Responding to Complex Needs</li> <li>Developing the TrACE Agenda</li> <li>Supporting Workforce Development and Resilience</li> <li>Reviewing and improving Flintshire's Housing Offer</li> </ul>
	Welsh Government have ambitious plans to build 20,000 more social housing properties during the current Senedd term. It is anticipated that changes to allocations guidance may further strengthen the links between homelessness and social housing as a mechanism for prevention and relief of homelessness.
1.06	<b>Priority Need – Rough Sleepers</b> In December 2022 amendments to legislation on "Priority Need", which is a significant part of the HWA 2014. Whether or not a person or household has a qualifying priority need affects the duties the local authority will have in relation to that person or household. For the duty to provide homeless accommodation to apply, the local authority must have reason to believe the person or household has priority need. The main homelessness duties in section 75 of HWA 2014 apply only to applicants who have a priority need for accommodation.

<ul> <li>Welsh Government have now included rough sleeping into the established Priority Need categories.</li> <li>a) a pregnant woman;</li> <li>b) a person with whom a dependent child resides;</li> <li>c) someone vulnerable as a result of old age, mental illness or handicap, physical disability, or other special reason;</li> </ul>
<ul><li>b) a person with whom a dependent child resides;</li><li>c) someone vulnerable as a result of old age, mental illness</li></ul>
<ul> <li>d) homeless as a result of an emergency such as flood, fire or other disaster;</li> </ul>
<ul> <li>e) someone who is homeless as a result of domestic abuse;</li> <li>f) 16 and 17 year olds;</li> <li>g) 18-21 year olds who are at particular risk of sexual or financial exploitation;</li> <li>h) 18-21 year olds who are care leavers;</li> </ul>
<ul> <li>i) ex-service men or women;</li> <li>j) a person who has a local connection with the area and is vulnerable as a result of being an ex-prisoner;</li> <li>k) a person who is street homeless (within the meaning of section 71(2)).</li> </ul>
Welsh Government do not expect people to have to rough sleep for them to assessed as fulfilling to Priority Need status. If the Council believes the person to be at risk of rough sleeping as they have no access to any safe accommodation, they will trigger the Priority Need for rough sleeping. More information about Priority need can be found within the Accessible Resources section.
1.07 <b>Use of Homeless Accommodation</b> Appendix 2 as referenced earlier in the report provides a breakdown of the types and the numbers of households currently accommodated as at 31/03//2023. Summary of the accommodation types used to house people who experience homelessness is detailed below:
Council Properties - Council owned homes currently being used at homeless accommodation.
Private Sector Leased Properties - Portfolio of properties secured on long term lease from local landlords
Homeless Hub - Kabins within the grounds of the Glanrafon Homeless Hub in Queensferry and three rooms within the main building
Hotel Accommodation - Hotels and B&Bs rooms across Flintshire and out of county
<u>Refuges - Accommodation secured for people who have fled domestic</u> abuse.
Other - Accommodation sourced through non-traditional means such as AirBnB and through caravan sites.
1.08 Improving the Homeless Accommodation Offer

	<ul> <li>Within the Flintshire Housing Support Programme Strategy Priority 5 is "Reviewing and improving Flintshire's housing offer". This will focus on making the best use of social housing and increasing its supply, and also to review and improve the current homeless accommodation offer.</li> <li>In recent years the Council has purchased and refurbished a block of 6 flats in Connahs Quay (4 x 2 bed flats and 2 x bedsits at The Swan) and has also built a further 6 flats (2 x 1 bed in Duke Street, Flint and 4 x 1 bed in Park Lane, Holywell) which are due for completion May 2023. These properties are Housing Revenue Account Assets used as homeless accommodation and were part funded Grant Funding from Welsh Government.</li> </ul>
	Further plans are in place to develop a purpose-built Homeless Hub as a replacement to the existing Glanrafon Homeless Hub which has temporary planning permission until 16 <sup>th</sup> July 2026. A potential site has been identified for the next Homeless Hub and initial designs and feasibility work is underway, as are discussions with Welsh Government in regard to potential for grant funding for this development. Plans will be shared with local ward members in the coming weeks.
1.09	<b>Challenging Housing Market Conditions</b> The housing market nationally and locally is increasingly challenging. Housing Needs recorded on the Flintshire Housing Register (not just homelessness) are increasing and the availability of social housing is limited. Members received a report on the Common Housing Register which outlined the current pressures in February 2023. The private rented sector should be an option for people to consider but again demand is greater than supply and this drives up prices, meaning renting privately is not an easily accessible housing option for many residents within Flintshire.
	<u>Difficult Private Rented Sector (PRS)</u> The private rented sector is increasingly unaffordable for many low-income households. A recent report into the Housing Crisis in Wales identified that there were no private sector properties available for letting at the Local Housing Allowance rate in Flintshire in the month of February 2023 out of a total of 59 advertised on the open market. A link to the full report by the Bevan Foundation can be found in the Accessible Documents section.
	A report into the local PRS commissioned by the Council in late 2022, established that availability of Private Rentals is down approx. 50% in the last four years across Flintshire. There is anecdotal evidence that landlords are selling up and leaving the market and over time national data sets will support this (national data is captured through Rentsmart Wales). This is in part due to high property values of properties for sale. Some landlords have also referenced their perception that recent Welsh Government legislative changes are "pro-tenant" and "anti-landlord" with the introduction of Renting Homes (Wales) Act 2016 often referenced.
	Those landlords who remain in the market have an abundance of prospective contract holders (previously tenants) to choose from and many residents face significant barriers to securing a home. Whilst some of these are financial barriers as evidenced through the lack of affordable housing, some are also social barriers. More information about barriers to

housing are noted later in this report.	Many private landlords now request
working guarantors or 6+ months rent	t in advance.

## Social Housing Supply

There are significant shortages of social housing when it comes to the homeless cohort. Whilst any household can experience homelessness, a significant proportion of homeless household are single people of working age who require one bed homes (83.4% currently accommodated). There is very little affordable housing for single people available each year. A recent snapshot report of Council void properties identified only 10 general needs flats (not sheltered housing) out of a total of 269 void Council properties. It is clear there is a significant disconnect between homeless needs and social housing supply. When social housing is available delays on void works can have an impact on homeless prevention and the timely relief of homelessness.

### Barriers to securing housing

Many clients have additional needs presenting additional complexities and barriers to helping people secure suitable housing:

- Young people with no independent living skills
- People with pets
- People with issues around substance misuse
- People with significant mental health issues
- People with complex physical disabilities
- People with criminal offending history including sexual offences
- People requiring accommodation in specific locations

With a lack of housing, and with many people experiencing significant barriers when seeking to secure housing, many more people are being trapped in homeless accommodation. Current housing market conditions mean there are minimal opportunities to move people on and to support them to exit homelessness.

The numbers or people and households becoming homeless is completely out of sync with the supply and availability of affordable housing that is required to prevent and relieve homelessness. This is a national housing crisis and not unique to Flintshire.

2.00	RESOURCE IMPLICATIONS
2.01	Detailed below are the cost implications associated with the delivery of Homelessness and Rough Sleeper activity in Flintshire:
	<b>Revenue:</b> Statutory Homeless Services are funded through Council Fund. Additional duties placed on Councils and the current demands on services and homeless accommodation results in additional expenditure and budget pressures. Whilst some grant is available for 2023-2024 for emergency housing and other discretionary funding for crisis interventions, this is not sufficient to cover the full scale of the financial risk.

**Capital:** Creating a new Homeless Hub and additional social housing will require significant capital investment and has been flagged early within the Councils Capital Programme. The Flintshire Housing Prospectus has been approved by Council and shared with our Housing Partners and Social Housing Grant (SHG) supports ambitious plans to increase housing supply at scale and pace.

**Human Resources:** The Homeless Team has seen a significant amount of turnover in staff over the last three years. Recruitment in the last six months has been positive but officers new to the role require significant training and development.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
3.01	The following risks and mitigations have been identified by way of control measures:
	<b>Risk:</b> Insufficient turnover and move on from homeless accommodation creates blockages within the system due to insufficient levels of affordable housing, creating significant financial pressures through the use of costly hotel accommodation.
	<ul> <li>Mitigations:</li> <li>Continue to support the 50% nominations process to support move on from homeless accommodation into social housing.</li> <li>Continue to maximise discretionary homeless funding and spend to save budgets for support rent in advance and deposits to help people secure private rental accommodation</li> <li>Build more social housing to increase the supply of affordable homes at scale and pace</li> </ul>
	<b>Risk:</b> Failure to recruit or retain enough people within statutory homeless services and in HSG funded services to fulfil the aspirations outlined in the Housing Support Programme Strategy.
	<ul> <li>Mitigations:</li> <li>Maximise communications and engagement opportunities for all recruitment activities</li> <li>Ensure packages of training and development opportunities to attract, develop and retain a high skilled workforce.</li> <li>Ensure officers internally and through commissioned services are paid a good wage and feel valued for the services they deliver.</li> </ul>
	<b>Risk:</b> Failure to utilise all available grants including "no one left out", Discretionary Homeless Payment, and Housing Support Grant
	<ul> <li>Mitigations:</li> <li>Maximise and monitor spend against grant eligibility criteria</li> <li>A robust delivery plan aligned to the Housing Support Programme and Needs Assessments</li> </ul>

	Prompt commissio     local needs within	ning and varying of services as required to meet budget
	<b>Risk:</b> Reduction in grants Government	s in future years because of budget cuts at Welsh
	<ul><li>receipt of grant fun</li><li>Lobby Welsh Government</li></ul>	ernment on the importance of existing grants aging a significant period of change and demand
3.02	Ways of Working (Susta	ainable Development) Principles Impact
	Long-term	Positive – Increase in targeted support and alternative delivery methods to ensure services are inclusive for all
	Prevention	Prevention - Preventing homelessness through ensuring there is adequate support and accommodation to cater for a range of people's needs
	Integration	Positive – Increased integration between services and partner organisations
	Collaboration	Positive – Increased collaboration between services, partner organisations and service users
	Involvement	Positive – Service user involvement to help shape effective services so that support is timely, and person centred
3.03	Well-being Goals Impac	t
	Prosperous Wales	Positive – With additional funding more jobs will be created to deliver housing related support on a greater scale within Flintshire. Opportunities to support the labour market through training and development opportunities are being considered in conjunction with colleagues from Communities for Work.
	Resilient Wales	Positive – Creating services that are prevention focused and build resilience to avoid households becoming homeless
	Healthier Wales	Positive – Reduction in rough sleeping, overcoming health inequalities associated with homelessness and poor housing

	conditions and investment to increase targeted support for people with housing issues and mental ill-health
More equal Wales	Positive – Services are delivered in a wa that are inclusive for all. Consideration has been given to local and regional gap in provision for often marginalised communities such as the homeless, thos with mental health or substances issues and the LGBTQ+ community.
Cohesive Wales	No Impact
Vibrant Wales	No impact
Globally responsible Wales	No impact

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	Consultation with Housing Associations and Local Authority partners, via the SARTH Steering Group, ensures there is a consistent approach being adopted across all three counties for social housing allocations and confirms ongoing commitment to the 50% Homeless Direct Let's approach.
4.02	Officers from the Housing & Prevention Service have attended a number of workshops and consultation events led by Welsh government in relation to recent changes in housing and homelessness legislation.
4.03	Feedback from residents who access our services is important so we can learn from issues of poor performance and celebrate successes. During the delivery of this report 2 case studies will be shared from 2 residents who have accessed Homeless Services in Flintshire and these experiences will be presented on Video.
4.04	Service user feedback is not currently captured on a routine basis; however plans are in place for 2023-2024 onwards to gather feedback from people accessing our services to enable service improvement and action planning activities.
4.05	The report was presented to the Community, Housing and Assets Overview and Scrutiny Committee on the 19 <sup>th</sup> April, 2023.

5.00	APPENDICES
5.01	Appendix 1: SARTH Lettings Data including Homeless Direct Lets 2019-2023

5.02	Appendix 2: Homeless Presentation Data for 2022-2023 (year end data still to be validated)
5.03	Appendix 3: Homeless Households Accommodated at 31.03.2023

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Strategy for Preventing and Ending Homelessness – Policy Statement
	Ending Homelessness in Wales; A High Level Action Plan
	Helping You Understand Housing Wales Act 2014 Part 2
	Welsh Government Draft Budget 2023-2024
	Flintshire's HSP Strategy 2022-2026
	Priority Need Categories – Shelter Cymru Website
	Wales Housing Crisis Winter 2023 – Bevan Foundation
	StreetLink Website

7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Martin Cooil, Housing & Prevention Service Manager Telephone: 07880 423234 E-mail: martin.cooil@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
8.01	<b>Rough Sleeper</b> A person who is homeless and who sleeps without adequate shelter, typically on the streets of a town or city. Includes people living in sheds, outbuildings etc.
8.02	Housing Support Grant (HSG) This is an early intervention housing related support programme targeted at people in housing need and at increased risk of homelessness. The HSG programme brings the historic funding streams for Supporting People, Homelessness Prevention and Rent Smart Wales grants into 1 single funding stream.
8.03	<b>Single Access Route to Housing (SARTH)</b> A Single Access Route to Housing, operates in Flintshire and ensures that people are offered a wide range of housing options. Those people with a

	clearly evidenced housing need, will be accepted onto Flintshire's Common Housing Register.
8.05	<b>Rapid Rehousing</b> Rapid rehousing is an approach for people whose first and most important need is to access housing; with a lack of it often the main reason why they are homeless. Rapid rehousing helps people settle quickly back with family or friends, into private rented, social housing or other affordable and safe long-term housing options.
8.05	<b>Priority Need</b> Categories of people who are protected the most when assisting people under the Housing Wales Act 2014 homeless legislation. Those in Priority Need are owed accommodation duties and when homelessness is not prevented or relieved within 56 days, they will be owed full homeless duties.
8.06	Housing Support Programme Strategy The Housing Support Programme (HSP) Strategy incorporates the reviewed and updated 2018-2022 Homelessness Strategy produced as of part the local authority's statutory duty under Part 2 of the Housing (Wales) Act 2014, and the strategic plans for use of the Housing Support Grant.
8.07	Adverse Childhood Experiences (ACE's) ACE's are stressful experiences occurring during childhood that directly harm a child (e.g. sexual or physical abuse) or affect the environment in which they live (e.g. growing up in a house with domestic violence).
8.08	Housing Wales Act 2014 The Housing (Wales) Act 2014 (HWA 2014) received Royal Assent on 17 September 2014. Part 2 of the Act provides legislation on homelessness. It replaced Part VII of the Housing Act 1996 and reforms existing homelessness law in Wales by placing new or wider duties on local housing authorities.
8.09	<b>Renting Homes (Wales) Act 2016</b> The Renting Homes (Wales) Act 2016 is new legislation that came in 2st December 2022 and aims to simplify the process of renting a home in Wales and to provide parties with more information about their rights and responsibilities.