

**Manchester City Council
Report for Information**

Report to: Neighbourhoods and the Environment Scrutiny Committee – 6 March 2019

Subject: Update on Homelessness and Housing

Report of: The Director of Adult Services and the Strategic Director - Development

Summary

This report provides an update on the work that is taking place to tackle homelessness and rough sleeping in the City; the use of temporary accommodation within the homeless service, including the inspection regime; and an update on Manchester Move and the Social Housing Allocations Policy.

Recommendations

Members are invited to consider and comment on the information contained within this report.

Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable):

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Helping people to stay in their accommodation through prevention work will help them to thrive. Reducing the number of people who are homeless, or placing them in appropriate accommodation with help to access employment and learning opportunities will contribute to Manchester become a thriving and sustainable city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Having public, private and voluntary sector organisations working together to help people who have personal insight into homelessness into volunteering and employment will contribute to the objective of having a highly skilled city. Employment breaks the cycle of generational benefit dependency and will encourage children to access school and employment in later life.
A progressive and equitable city:	Supporting people who are homeless to access

making a positive contribution by unlocking the potential of our communities	employment and accommodation will unlock their potential to help them become independent citizens who contribute to our city. Working with the Homelessness Partnership to ensure that the views of people with personal insight into homelessness influence ways of working.
A liveable and low carbon city: a destination of choice to live, visit, work	Encouraging commissioned and inhouse services to reduce CO2 emissions and reduce their use of plastics will contribute to a low carbon city. Introducing climate change conversations with homeless people will support them in adopting a low carbon lifestyle.
A connected city: world class infrastructure and connectivity to drive growth	n/a

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Neighbourhoods and the Environment Scrutiny Committee – Wednesday 5th
September 2018 - Update on the work to tackle homelessness and rough sleeping

Health Scrutiny Committee – 4th December 2018 - Homelessness Business
Planning: 2019/20

Neighbourhoods and the Environment Scrutiny Committee - Wednesday 6th
February 2019 - Homelessness Business Plan 2019 - 2020

Executive Meeting - Wednesday 30th May 2018 - Executive Priorities 2018/19

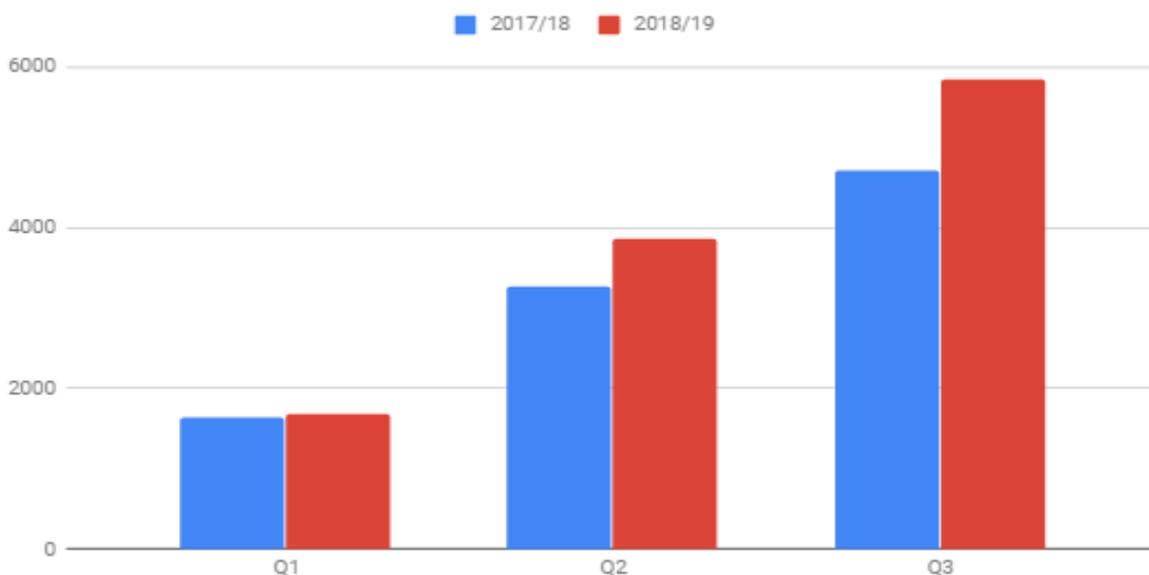
1.0 Introduction

- 1.1 Homelessness is not just about people who sleep rough on our streets, but also consists of the much larger number of single people in hostel accommodation, families in dispersed accommodation, as well as those who are hidden homeless, those who 'sofa surf' and stay with friends on a temporary basis.
- 1.2 Across Manchester there is an increasing number of individuals and families who are becoming homeless by this wider definition. The main reason stated is the loss of a tenancy in the private rented sector which has become the number one cause above domestic abuse. Government welfare changes, which include capping personal benefits and limiting the amount payable in rent via the Local Housing Allowance, have had a major impact in contributing to the loss of tenancies. Separate work is being undertaken by Housing & Residential Growth / Neighbourhoods to improve the workings of the established Private Rented Sector, with, amongst other goals, the aim of reducing these no-fault evictions.
- 1.3 This report is an update from the report that went to the Neighbourhoods and Environment Scrutiny on the 5th September 2018. It gives a further update on the work that has progressed to help those who are sleeping rough in the city, and also covers the use of temporary accommodation and the plan to ensure standards in these properties are maintained.
- 1.4 The report also provides the committee with an update on the allocation of housing via the Manchester Move choice-based lettings system.

2.0 Background

- 2.1 Since the previous report on the 5th September 2018, homeless presentations have continued to rise compared to the previous financial year, in common with the growing picture across Greater Manchester and the UK.

Combined Homelessness presentations



Presentations	Q1	Q2	Q3	Q4
2017/18	1,644	1,626	1,453	1,545
2018/19	1,692	2,174	1,980	n/a

2.2 The increase in the number of presentations to the Council is directly affecting both the increasing number of short term households in emergency, temporary Bed and Breakfast (B&B) accommodation (capped at 42 days in line with the statutory limit) and the increase in the need for dispersed temporary accommodation required to meet demand for those remaining homeless over the medium term. For the first three quarters of the year to December an additional 1,123 households (24%) have presented to the Council in 2018 compared to 2017.

3.0 The work that is taking place to support people who are sleeping rough in the city.

3.1 Manchester City Council Outreach Team

3.2 The Outreach Team consists of outreach workers who work on a shift pattern across the week. The team has been expanded over the past year to eight workers to meet the demands of the service. The team works on a shift pattern which covers seven days a week providing coverage from 6am - 9.30pm Monday – Friday; and Saturday to Sunday 8am – 3.30pm. The earlier start time has been introduced as good practice in terms of people engaging with services as they are waking up from their bedding site.

3.3 The team is part of a wider network of outreach services; joint outreach is being delivered with the following agencies:

- Once a week early morning outreach takes place with Change Grow Live (CGL).
 - Once a week early morning outreach takes place with On The Out.
 - Once a week a multi-agency outreach takes place with Change Grow Live, Mens Room, Riverside Outreach and Centrepont. The remit is to target tents and hotspot areas.
 - Twice a week multi-agency work takes place outside the city centre.
- 3.4 Historically the service has had a reactive approach to enquiries and the team has covered the city centre jointly sharing the work that comes in. Due to demand, and in order to be more proactive, a new approach has been developed with each member of staff responsible for an area of the city. This enables the team to become specialised in their area; developing better networks and relationships with business, other teams, and people who are sleeping in these areas. The areas are split as follows:
- Northern Quarter
 - Commercial
 - Piccadilly Gardens. Piccadilly Trading Estate
 - China Town/Village
 - Southern Gateway
 - Castlefield
 - North and South of Manchester
- 3.5 Two workers are assigned to the North and South wards of the city. In the North, this includes joint outreach in Ancoats with Change, Grow, Live, as well as work with the North Neighbourhood team in shopping precinct areas, and in hotspots such as Newton Heath and Crumpsall. In the South joint outreach takes place in Chorlton, Didsbury and Wythenshawe with Reach Out to the Community. The Outreach team also visits Manchester Airport, working with Shelter, Barnabus, and British Transport Police. The additional focus on areas outside the city centre has led to:
- Improved intelligence on hot spot areas.
 - Improved intelligence on people sleeping rough; the numbers having increased outside the city centre.
 - Identification of patterns of transience from city centre to suburban areas.
 - Improved partnership working.
 - Improved working with people with city centre exclusions.
- 3.6 In addition to this, a fortnightly task and target meeting has been set up to look at how outreach services and accommodation can be utilised for those most in need. This meeting focuses upon people who experience barriers to accessing accommodation.
- 3.7 The team has a designated worker to support people who originally found themselves homeless outside of Manchester, came to the city and now want to return to their place of origin. Good practice policies and procedures have been developed with the Booth Centre focusing upon the needs of the individual person.

3.8 A Bed for Every Night - ABEN

3.9 A Bed for Every Night (ABEN) for people who are sleeping rough is an ambition of the Greater Manchester Local Authorities, Greater Manchester Homeless Action Network and the Greater Manchester Combined Authority. Every Greater Manchester Local Authority, along with their partners, is working together with the aim to provide a bed every night for every person sleeping rough in Greater Manchester from early November until the end of March. Manchester City Council has made a firm commitment to this and has increased its provision to provide additional beds for people who are sleeping on the streets in Manchester.

3.10 The Council currently has 95 beds available every night for people wanting to access ABEN provision, and all spaces are currently allocated each night. These are summarised as follows:

Provision	Beds
The Boaz Trust Winter Night Shelter	12 beds
Greater Together Manchester Rolling Night Shelter.	12 beds
Cornerstone pods	8 beds
Greater Together Manchester Static Nightshelter	15 beds
Fire Station	10 beds
Riverside Shelter in Crumpsall	38 beds

3.11 On top of the 95 ABEN bed spaces, additional emergency bed spaces and sit ups have been provided during spells of adverse weather. This is typically when the temperature is forecast to fall to zero or below, as more people want to come indoors during cold weather, even if only for a short period of respite.

3.12 So far additional emergency accommodation during cold weather has been in place on 16 nights, providing an additional 47 sits ups each night on top of the 95 ABEN spaces. The use of hotels and B&B is kept to a minimum but having this as an option when everywhere else is full (or is not appropriate) means that everyone who wants accommodation can be offered accommodation. The additional provision during periods of cold weather has accommodated around 195 people so far.

3.13 People who are known to be sleeping on the streets have been supported to move into this winter provision by street outreach teams and other homeless services in the city. These include:

- Barnabus
- Booth Centre

- Coffee4Craig
- Lifeshare
- On the Out
- Shelter
- Reach out to the Community
- Centrepoint

3.14 In total between 1st November 2018 and 12th February 2019 the total number of bed nights provided was 8,800. During this period A Bed for Every Night received 611 referral episodes, of which 161 were repeat episodes. Demand remains high, on average there are 5.6 referrals per day. However, this can rise to above 70 during a period of cold weather. 71% of referrals result in a person being accommodated (434 accommodation episodes in total). The number of unique individuals accommodated is 314. The average length of stay for those who are still accommodated was 45.8 days as of 12th February, 2019. As the service is still running, data is being collected on a daily basis, but officers have analysed data from a sample of 240 individuals who have been referred into ABEN where an address has been known or noted as not known. Of these:

- 45% stated a previous Manchester address;
- 35% stated an address / location outside of Manchester; and
- a further 20% of addresses were not known.

3.15 Of those who stated locations outside of Manchester, the data breaks down further as follows:

- 40% of individuals had a previous Greater Manchester (other than Manchester) address / location
- 20% had a previous address / location from wider in the UK
- 35% had a previous address / location from within the EU (other than the UK)
- 5% had a previous address / location from outside the EU

3.16 Further detail can be found in Appendix 1.

3.17 Plans are underway to expand A Bed for Every Night provision by using one of the shared houses in the Homelessness service. It is also planned to repurpose a building in Longsight to provide spaces for 20 people each night, including a separate small unit for women who are sleeping rough. Officers are also working with the Well in Ardwick where there are c10 additional spaces to see the city through the winter. It is anticipated that these will accommodate an additional 45 - 50 people each night.

Case Study

Outreach agencies had been trying to engage with someone who had been sleeping rough for a long period of time. They had previously been incarcerated in prison, had a history of alcohol abuse and cannabis use. They were reluctant to leave the streets. Following a period of trust building from the outreach team to establish a positive working relationship, the client agreed to come into A Bed for Every Night (ABEN).

They were transferred to Seymour Road as the service met their needs better as they identified that they would be more comfortable sharing with less people.

During their stay at Seymour Road the barriers to accessing accommodation were discussed with the person and how these could be overcome. They had former rent arrears, suffered with anxiety and had low confidence. Support plans were developed around this.

During their stay at Seymour Road they were supported in the following areas:

- Appeal to the Transport for Greater Manchester Transport Committee resulted in the customer receiving a bus pass and a commitment to establish a set process for those who are eligible for a pass but have no permanent address.
- Accompanied customer to register and access a GP at the Urban Village Medical Practice
- They were provided with a radio to address the issues of isolation and loneliness during the night.
- They were able to address their personal hygiene for the first time in years and were supplied with clean clothes.
- They had lost their card to access personal funds and this was restored.

Following an assessment, they were successfully able to access accommodation at Wilson Carlisle House. A discussion about their rent arrears and support plans were discussed and passed over to ensure a smooth transition of support was delivered.

3.18 Continuation of A Bed for Every Night (ABEN) provision from April 2019

3.19 As most A Bed for Every Night (ABEN) provision is currently in place until the end of March, the practicalities of continuing some schemes into April in line with the agreement for ABEN to carry on until the end of that month and also to May is being explored to ensure that everyone is moved on appropriately.

3.20 Officers are also exploring the possibility of continued ABEN throughout 2019/20, in line with the 30th May Executive report. These schemes would provide a set number of bedspaces and would be more permanent, providing appropriate intensive 24 hour support to cope with a range of complex needs. Clearly this will have a cost implication and will depend on funds becoming available through the Greater Manchester Combined Authority (GMCA) or the Mayor's Fund.

3.21 Rough Sleeping Initiative (RSI) update

3.22 The Rough Sleeping Initiative is fully mobilised and the following services are now in place.

- Centrepoin have a dedicated worker that supports young people at risk of sleeping rough or who are already sleeping rough to help improve access into accommodation.
- On The Out are funding peer-led support for prisoners and ex-offenders who are homeless. They are helping to prevent people who are leaving prison with no fixed abode from sleeping rough.
- Barnabus have an additional resettlement worker in place to support people into homes.
- Great Places have employed a worker to help people move-on into permanent accommodation from Docherty Project (housing related support project for people who have an alcohol dependency). This has created vacancies to help more people access their service.
- Stop, Start, Go (SSG) have increased their move-on from Kashmir House (project jointly funded by the Council, the Greater Manchester Mayor and the Joseph Holt Brewery for people who are working, but are having to sleep rough). This has created throughput and vacancies within their service.
- Sanctuary Supported Living have created additional emergency accommodation at Victoria House which has increased the number of emergency spaces.
- The Council have appointed two additional outreach staff to develop and implement an assertive outreach model and best practice to support people to reconnect to their place of origin. This has improved access into accommodation and the support provided.

3.23 Since the implementation of this project the following outcomes have been achieved.

3.24 Rough Sleeping Initiative (RSI) Outcomes

3.25 Relieved

Month	Number
July 18	11
August 18	56
September 18	50
October 18	59
November 18	64
December 18	55
January 19	89

Total	295
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3.26 Prevented

Month	Number
July 18	4
August 18	9
September 18	7
October 18	19
November 18	26
December 18	18
January 19	15
Total	83

3.27 Reconnections

3.28 The following table shows the number of people the service has worked with to help them return to the area they have come from.

Month	Number
July 18	1
August 18	6
September 18	5
October 18	5
November 18	8
December 18	3
January 19	11
Total	28

3.29 Non-Housing Interventions

3.30 The following table shows interventions provided to individuals in addition to support with their direct housing needs. This includes support with accessing identification documents, emotional support, dealing with issues within temporary accommodation, accessing benefits etc. Some individuals received

more than one intervention.

Month	Number
July 18	29
August 18	48
September 18	35
October 18	53
November 18	73
December 18	33
January 19	124
Total	395

Case Study

A person was identified as sleeping in a tent on waste ground in an area outside of the city centre. The outreach workers went to the location to engage with them, establish what their support needs were, and identify the most suitable accommodation for them. The client was initially not at the site for the first visit. The team liaised with a local day centre where they had been accessing facilities, and were able to ascertain the likely times of day when the client would either be in the centre or on the wasteground site. This was important, as the client had a daily routine where they left their tent before 7am and did not return until 10pm.

When the team did meet the client at their tent, it became apparent there were a number of physical and mental health concerns for the individual; they demonstrated a mistrust and reluctance to engage with statutory services, including City Council staff. The client did not initially consent to giving the team any identifying information, but was amenable to them returning. The team ostensibly arranged this visit as a welfare check, but with the ultimate goal of being able to establish open dialogue, outline the reasons why the person should not remain on the site and provide offers of accommodation and support.

The team visited the site repeatedly, working with the client to break down the resistance to moving into accommodation, highlighting the negative effects on health, lack of sanitation, and impracticality of living in a tent as the winter was beginning to take hold. Workers also offered support to claim welfare benefits and to accompany the client to appointments at the medical centre, in order to address practical daily living needs as well as the necessity of accommodation, as part of a robust offer of a route off the streets.

By adopting an assertive and proactive approach, and by maintaining visits to the site on a daily basis, the team was able to build up a relationship with the client, to

the point where personal details, housing history and support needs were all disclosed to them. This enabled the team to refer the client into the most appropriate accommodation available. Having established the client already had an ongoing relationship with the voluntary sector day centre, agreement was sought and received to use it as a point of contact, to liaise when accommodation became available.

Daily visits continued while the accommodation referral was being assessed, and a bedspace was being made available. As soon as the vacancy arose, workers from the team were able to meet with the client at the day centre, and to transport them to the accommodation, where they were supported to go through the booking in and induction process. The client has now remained in sustained accommodation for the past 4 weeks, for the first time in over 3 years.

3.31 Recording of Homeless Deaths

3.32 Officers have progressed work with the two Coroners for Manchester in order to improve the investigation and monitoring of homeless deaths. The Coroners have now formally stated that they will require all homeless deaths to be reported to them for investigation. This will ensure that the Council has a full and accurate picture of deaths and can identify any concerning trends or individual cases.

3.33 Officers have also worked with the Manchester Adults Safeguarding Board to ensure Safeguarding Adult Reviews (SAR) are undertaken appropriately for people who have slept rough. In some cases, the formal thresholds for statutory Safeguarding Adult Review criteria¹ are not met. Many deaths have common causes, for example, drug poisoning, liver disease or suicide, and there are common themes in the histories of the individuals prior to death (eg mental health needs, drug/alcohol issues, domestic violence or abuse and family breakdown, past criminal behaviours, time in prison and/or probation). It has therefore been agreed to progress a thematic review on the deaths of people who sleep rough. This commenced at the beginning of February, and the results will identify trends and help shape/change the strategy for supporting homeless people in the future.

4.0 **Dispersed temporary accommodation**

4.1 The Council currently has 1,469 (at January 2019) dispersed temporary accommodation properties spread across Manchester and Greater Manchester. This increase is linked to the increased demand for homelessness assistance and the need to reduce bed and breakfast usage.

4.2 Plans were already underway to outsource the management of the Council's dispersed temporary accommodation. A formal tendering process started on

¹ *Statutory Safeguarding Adult Review (SAR) criteria applies when an adult with care and support needs has either died as a result of abuse or neglect, or has experienced severe abuse or neglect, and there is concern that agencies could have worked together more effectively to prevent this.*

Monday 11th February 2019, following interest expressed by several registered providers consulted as part of soft market testing in late 2018.

- 4.3 Whilst the tendering process is progressing, officers are working to improve the standard of dispersed accommodation
- 4.4 Inspection of properties
- 4.5 Northwards Housing surveyors were asked to support the Council by conducting a series of inspections to assess the quality and condition of the Council's dispersed accommodation properties. Properties were inspected by two Northwards surveyors in December 2018. These properties were either new properties being added to the contract or properties with ongoing repair issues. Recommendations from the surveyors have been incorporated into an improvement plan which is being progressed by Council officers.
- 4.6 A key finding identified with Northwards' support was that whilst the number of support workers has increased over recent years, the number of inspectors has not. Inspectors were therefore engaged in inspecting and bringing new properties online and inspecting properties that were having new tenants but were not re-inspecting properties whilst families were remaining in the accommodation over an extended period of time. The number of inspectors is not sufficient for the number of temporary accommodation properties and a proposal has been included in the 2019/20 Homelessness business plan to invest in additional temporary accommodation inspectors.
- 4.7 It is important that the current process is kept, in that families continue to speak to their Landlord (from which the Council leases temporary accommodation on families' behalf) about any repair issues in the first instance, as this is an important life skill for when they secure their permanent accommodation. Nevertheless, it is clear that some families are struggling with the process, and therefore additional support needs to be provided in those instances.
- 4.8 As stated above an action plan is being progressed, including the following:
- Closer working with the Council's compliance and enforcement team.
 - Review of the minimum standards of properties, to include more focus on outside the property, e.g. garden walls and structural elements.
 - More senior management to be involved in the regular meetings with Landlords.
 - Referrals to Greater Manchester Fire and Rescue Service (GMFRS) for fire safety advice visits.
 - Stricter regulation and enforcement of the timescales for repairs.
 - Reminder to all tenants of the repair process and how to escalate any concerns, along with details of the support the Council will provide once these steps have been followed.
 - Training for support staff to identify any repair issues and new processes in place to inspect properties whilst on visits.
 - Additional training and equipment for housing inspectors.

- Ensuring all Landlords are registered (where necessary) with Property Redress schemes.
- Formal process for counter claiming on repair issues.
- Accommodation surveys for families when leaving dispersed accommodation to be returned to the Council for regular feedback.

4.9 Safeguarding of Families in Dispersed Accommodation

- 4.10 Internal Audit had been asked in November to undertake an audit of temporary accommodation policies, procedures and provisions of support to families. This audit is ongoing and will be completed by the end of March 2019, with a final report going to the Safeguarding Board.
- 4.11 As identified above, the original team of support workers for temporary accommodation was set up for 150 families. Although support worker numbers had been increased, in summer 2018 a redesign was undertaken to merge the Housing Connect and Floating Support Staff to increase the number of support workers providing support to the families and single people in temporary accommodation. This addressed the number of families who were on a waiting list for support.
- 4.12 Families undertake assessments with support workers, and are triaged as having high, medium and low support needs. This allows support workers to manage caseloads and identify families who need additional support.
- 4.13 Nevertheless, in autumn 2018, officers were concerned that caseloads were still too high, and new burdens monies have as a result been utilised to create an additional team of 'move-on' support workers, and increase the size of the private rented sector team. These posts have been recruited and are awaiting pre employment checks. The agency workers currently in place are focusing upon providing intensive support to those families who will move on to the private rented sector, thereby reducing the number of families in the homeless service, reducing support worker caseloads and increasing the level of support given. Automated bidding for Registered Provider accommodation has also been introduced through Manchester Move, to improve move on to permanent accommodation, and to relieve support workers of the bidding role so that they have additional capacity to provide support.
- 4.14 All families who enter dispersed accommodation have an Early Help Assessment and are introduced to the support they need.
- 4.15 An action plan is being worked towards, which includes:
- Reviewing local services that support workers link families into within the community; making better links with the Local Care Organisation (LCO) neighbourhood teams in the future
 - Ensuring the midwifery service has up to date information on families in dispersed accommodation

- Reviewing information packs that are given to families upon arrival in accommodation to ensure they have appropriate safeguarding and support information
- Increasing staff numbers to support families and single people with low support needs. This will reduce caseloads from circa 45 per support worker to under 30 per support worker.

4.16 Rehousing larger families

4.17 As noted later in this report, the number of larger social rented homes becoming empty is extremely low. In the first half of this year only 2 properties of 5 or more bedrooms were let.

4.18 In order to increase the number of large homes available for rehousing homeless families the Council is working with a number of Registered Providers to purchase around 60 properties across Manchester. These properties will be allocated to homeless families currently in temporary accommodation and will become a safe and secure home for them for the future.

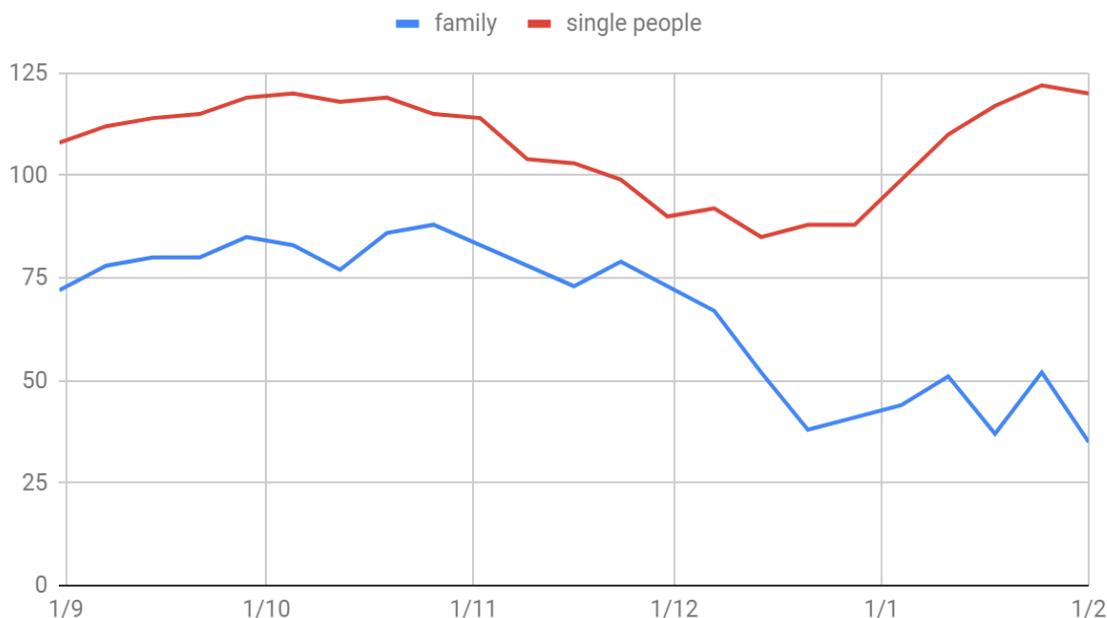
5.0 Bed and Breakfast (B&B) Accommodation

5.1 The Council requires the use of B&B accommodation to provide emergency temporary housing for both single people and families. Since the start of September 2018 to end January 2019 the numbers of single people and families in B&B accommodation have fluctuated, reducing in December 2018. However, a significant increase in the number of single presentations has occurred in January 2019. Possible reasons for the increase include:

- Welfare reform.
- The difficulties of finding accommodation within the Local Housing Allowance (LHA) rate.
- The colder seasonal weather.
- The A Bed for Every Night (ABEN) initiative, which has resulted in greater outreach work across the city to identify and refer into the Council eligible applicants for homelessness assistance.
- The new Duty to Refer Duty under the Homeless Reduction Act, which has resulted in 406 additional referrals between October 2018 and December 2018.

5.2 The below graph shows the weekly variation of B&B occupation for single people and families.

Weekly B&B numbers



5.3 The below table shows the number of single people and families in B&B accommodation on the last day of the month.

	Numbers in B&B on the last day of the month	
	Single people	Families
Sept	119	85
Oct	118	83
Nov	90	73
Dec	91	42
Jan	120	35

5.4 The Council records the average length of stay for households within emergency accommodation. A significant focus of work has been placed on moving longer term residents to other accommodation services. Regular emergency accommodation meetings occur to discuss this and the options available. Typically difficult to accommodate households are either single people with complex needs, or larger families where suitable accommodation (4 bedroom plus needs) is difficult to source. The below table shows reductions in the amount of time both families and single people are within emergency temporary accommodation. Please note this figure does fluctuate, dependent upon the day the figure is calculated.

	Average days in B&B on last day month	
	Single People	Families
Aug	75.1	38.6
Sept	60.04	25.83

Oct	53.8	24
Nov	44.8	18.8
Dec	56	24.38
Jan	41.7	13.6

5.5 Between the 1st September to the 31st January 2018 the Council have accommodated 348 families in B&B accommodation. Over the same period 378 families have moved out of B&B into alternative accommodation. 310 single people have also moved into B&B during the same period with 326 moving out. The below table splits this monthly by families and single people.

	Numbers entering and leaving B&B accommodation			
	Families		Single People	
	Booked in	Booked out	Booked in	Booked out
Sept	109	96	83	71
Oct	106	108	83	84
Nov	88	98	79	107
Dec	45	76	65	64

5.6 Work is ongoing to try and reduce the use of emergency B&B accommodation as much as possible. This includes more upstream prevention work with landlords to keep people in their properties; new processes to move people directly from their property to a permanent private rented sector property; and if this is not possible, processes to move people directly from their property to temporary accommodation, thereby missing the stage of going into emergency accommodation.

5.7 All families who enter emergency accommodation are allocated a support worker who will meet with them and triage their support needs. Additional work that this role could undertake is being reviewed.

5.8 An action plan has been put in place to work with emergency accommodation owners to improve standards in accommodation. This includes:

- Increased frequency of inspections of hotels.
- Review of contracts and minimum standards.
- Working with the voluntary sector to link people in with local services for children.
- Sharing details with the midwifery service to ensure appropriate support is in place.
- Reviewing and standardising information that is given upon arrival, including explaining where additional support can be accessed in the surrounding community.
- Providing a Council information pack to be given to families, which includes explaining their responsibility to look after their children in buildings where members of the public have access.

- Regular meetings between the Council and emergency accommodation owners to discuss any concerns or issues.
- Accommodation surveys for families when leaving the accommodation to be returned to the Council for regular feedback.
- Additional support for families to facilitate permanent accommodation solutions.
- Discussions with Greater Manchester Authorities, as contracts are on a Greater Manchester framework, regarding placements in emergency accommodation.

5.9 Work is also ongoing with Finance to understand if it is financially viable for the Council to provide emergency accommodation instead.

6.0 Further updates since September 2018

6.1 Hospital Discharge

6.2 Working closely with the Local Care Organisation (LCO), Greater Manchester Combined Authority (GMCA) and hospitals in the city, a hospital discharge protocol has been agreed. The aim of the protocol is to identify people who are homeless as early as possible in the health system, and reduce the number of people who present as homeless upon discharge from hospital.

6.3 Utilising winter pressures money, a team of 4 housing solutions officers, 3 private rented sector officers and a team manager are in the process of being recruited. These officers will work across the 3 hospitals and mental health service, identifying people who are homeless, and working with Manchester Move and the private rented sector to help them find accommodation once they are ready for discharge. This additional resource should reduce the number of delays of transfers of care (dtoc) and help the hospital manage their beds, whilst also preventing people from presenting as homeless, thereby providing a better level of service for the population.

6.4 Homeless Commissioned Services

6.5 Recommissioning of Housing Related Support (HRS) services and the Council's City-Wide Advice contract have taken place this year. Procurement took place in September 2018, with contract award in January 2019. It is anticipated that new contracts will begin in April 2019. Social value was at the heart of the new specifications and a range of positive outcomes including new jobs, apprenticeships, work experience opportunities, and support back into employment. All providers have committed to paying at least the Manchester Living Wage.

6.6 The Housing Related Support service recommissioning included co-producing a new pathway model with partners and people who have personal insight into homelessness or experience of using services. The overarching pathway model has three distinct pathways, each accessed through a single point of access referral gateway. These are 1.) Adults pathway; 2.) Specialist support pathway; and 3.) Drugs and Alcohol pathway. Key features of the new delivery

model include a strengths based, Our Manchester approach; a single point of access gateway into services; and a greater focus on move-on. Procurement took place through five lots, which successfully consolidated the number of Housing Related Support contracts, whilst maintaining many of the council's positive delivery partnerships with providers. Recommissioning of young people's Housing Related Support services will take place alongside the joint commissioning of the pathway for young people with Children's Services. This approach is set out in more detail below.

- 6.7 Recommissioning of the City-Wide Advice service included updating the current service model to ensure that it continues to meet the Council's strategic priorities. New features of the model are: a capacity building role to support and develop the wider advice sector; a multi-channel approach to ensure diversity of access; a tiered approach to meet a range of needs; and, an increased focus on a digital offer and innovation. The current provider was successful in the tendering process and will be developing and strengthening their current offer through the new contract.
- 6.8 The recommissioning of domestic violence and abuse services has been temporarily paused in order to co-produce a full Domestic Violence & Abuse (DV&A) commissioning strategy looking at the totality of contracts and the wider delivery context of DV&A services. This work includes conducting a needs assessment, mapping existing provision both locally and within Greater Manchester, examining best practice, and co-production with partners, providers and people using services to develop a new model and range of commissioning options.
- 6.9 Joint work with Children's Services
- 6.10 Homelessness and Children's services have recently embarked on a joint working approach to develop a new pathway model which will better meet the needs of all young people in the city, including care leavers and young people with complex needs. It was recognised that there is currently a rather disjointed process in place for commissioning supported accommodation for children who are leaving care, with a combination of spot purchased placements from the Children's Services Centralised Placement Team, and access to Housing Related Support accommodation for young people commissioned through Adult's Services. In addition, demand for Housing Related Support accommodation for young people via homelessness services has continued to increase, resulting in a greater number of young people looking to access a finite resource and services facing increasing challenges to secure suitable accommodation outcomes for all young people.
- 6.11 Specialised advisors from the Ministry of Housing, Communities and Local Government (MHCLG) were invited to Manchester in August 2018 to review provision for young people and provide advice and support on ways in which the service can be improved. Following this visit, the intention is that the commissioning of Housing Related Support accommodation for young people will be part of this joint approach with Children's Service. This will result in a greater amount and range of commissioned accommodation and flexible

support for young people in the city and will realise better outcomes for them, not only in terms of housing, but also their health, well-being and economic opportunities. This joint commissioning approach will sit within the broader commissioning strategy being developed by Manchester Health and Care Commissioning (MHCC).

- 6.12 A number of visits were undertaken to other local authorities to learn from best practice, share examples of innovative approaches and inform the development of the new pathway in Manchester. A joint workshop was held in December, with input from young people, care leavers and the Ministry for Housing, Communities and Local Government (MHCLG), where it was agreed that the new pathway would be developed following the 'Positive Pathway Model' produced by St Basils and widely adopted in other local authorities. This positive pathway model should allow for young people to access a range of housing options and support that are appropriate to their needs, and with increased planning, targeted early help and prevention work it should help to ensure that no care leavers or 16/17 year olds would need to approach homelessness services in order to access accommodation.
- 6.13 Next steps in the development of the new pathway model include a continued detailed review and analysis of the accommodation and support requirements for young people in the city. The joint working protocol between Homelessness and Children's Services for 16/17 year olds is currently being reviewed, with the intention that a refreshed protocol will be in place in March 2019. The new positive pathway model will be developed and co-produced with young people, with a view to being in place in Summer 2019.
- 6.14 Section 21 (S.21) team
- 6.15 Ending of an assured shorthold tenancy through the service of a Section 21 (S.21) notice is currently the biggest stated reason for homelessness presentations. Since December 2018 a new S.21 team has been established within the Housing Solutions service to work with households who have received a valid S.21 notice but remain in occupation of that property prior to eviction through the courts system. During this time the S.21 team will work with that household to resolve the issues that resulted in the service of the notice, thereby preventing homelessness. However, if homelessness cannot be prevented, the S.21 team will refer into the Private Rented Sector (PRS) team to source another suitable property and prepare to allocate a dispersed temporary accommodation property to bypass the use of bed and breakfast emergency accommodation. Since starting on the 21st January 2019, 58 households are currently being assisted by this team and they have identified that 52% of the notices served have been invalid.
- 6.16 Private Rented Sector team expansion
- 6.17 The Private Rented Sector (PRS) team work to source settled accommodation for homeless households. Since April to December 2018, 280 households have moved into Private Rented Sector tenancies through this process. Below

is a table of the total properties sourced since September 2018 and split by families and single people.

	Sept	Oct	Nov	Dec
Total PRS moves	33	31	22	30
Single People	23	13	7	14
Families	10	18	15	16

- 6.18 Since September 2018 the Private Rented Sector team have undergone an expansion and as of December 2018 consist of ten full time equivalent (FTE) officers (increased from five). This, in addition to the S.21 team now in operation, will hopefully source more properties both to prevent the need for the Council to accommodate households, and to facilitate greater move on within the service. The Private Rented Sector team receive referrals from in-house temporary accommodation units as well as through the Duty to Refer process and the housing solutions team.
- 6.19 In October 2018, the homelessness service submitted a bid to the Ministry for Housing, Communities and Local Government for funding via the Private Rented Sector Access Fund. The bid is to provide additional incentives to access the private rented sector, tenancy training, a new on-line property database system and for the provision of resettlement workers to maintain tenancies. The Council are still awaiting a decision in relation to this funding. An announcement is anticipated in March 2019.
- 6.20 Homefinder - accessing alternative social housing
- 6.21 The Homeless Service has invested in accessing the Homefinder service. <https://homefinderuk.org/> Homefinder specialises in finding accommodation for homeless households through access to social housing. This would be typically in areas where there is low demand for social housing but also includes Greater Manchester. Homeless applicants often wish to have a registered provider property, and this is an additional resource which will help officers to have a realistic conversation with homeless applicants about alternative affordable suitable social housing options. Homefinder also has access into private rented sector stock, and so will expand the number of properties that homeless households can apply for.
- 6.22 Incentive model to maximise Social Housing Stock
- 6.23 One of the difficulties for social housing providers is the under occupation of housing stock. There are currently a number of family houses occupied by an elderly single person, who may be better accommodated in a smaller property that is more manageable. Talking to residents has shown that, as well as the emotional connection they may have to a property, other reasons for not moving include concerns around the practical elements of moving, as well as additional costs that they may incur.

- 6.24 An incentive scheme has been financially modelled whereby £1,000 is offered to the person to assist them in moving. The scheme will work closely with the HOOP (Housing Options for Older People) workers and with a dedicated Manchester Move employee who will liaise with the individual in the property. They will help the person through the process of moving, setting up a new tenancy, arranging any property adaptations, arranging removals, helping the person change utilities etc. The Housing Access Board partnership have agreed to match fund the post with Adults, thereby enabling the post to be extended from 6 to 12 months.
- 6.25 The property will subsequently be offered to the homeless service to move someone out of dispersed accommodation and into permanent accommodation. This will result in a saving to the homeless service as they will no longer be paying for the dispersed temporary accommodation. It is hoped that up to 30 people may be moved through this scheme over the next 18 months.

7.0 Manchester Move

- 7.1 The Manchester Housing Allocation Scheme sets out the principles and rules by which people apply for social housing, including who qualifies to join the housing register and how the Council prioritises who gets a home.
- 7.2 Manchester's current scheme was drafted in 2009/10 and introduced in 2011 following the 2011 Localism Act and associated statutory guidance by the Department of Communities and Local Government. There have been some minor amendments since but the scheme has remained fundamentally the same for the last 7 years.

The legal position

- 7.3 Part 6 of the Housing Act 1996 requires local authorities to do two things. The first is to have an allocations scheme that describes how social homes should be allocated in the authority's area. The second is to give "reasonable preference" on the allocations scheme to certain groups of applicants specified in the Act, specifically:
- People who need to move on welfare or medical grounds (including grounds related to a disability),
 - People who need to move to a particular area of the borough to avoid hardship to themselves or others,
 - People living in overcrowded, insanitary, or otherwise unsatisfactory housing, and
 - People who are homeless within the meaning of Part 7 of the Housing Act 1996, and people that are owed a particular statutory duty by any local housing authority under section 190 (2), 193 (2) or 195 (2) (or under section 65 (2) or 68 (2) of the Housing Act 1985 or who are occupying accommodation secured by any such authority under section 192 (3).

- 7.4 Priority can be given, and allocations can be made to, categories of applicants who do not fall within the reasonable preference groups (for example current tenants who are under-occupying their current homes), however, the Council must ensure that the reasonable preference requirement is met and we must ensure that any locally-determined priority categories do not dominate the scheme such that the statutory reasonable preference categories have relatively little chance of being rehoused.

The Allocations Scheme

- 7.5 The key objectives of the Allocations Scheme (page 8 in the current scheme) are to:
- Provide housing applicants in Manchester with a fair and transparent system by which they are prioritised for social housing.
 - Help applicants most in housing need.
 - Promote the development of sustainable mixed communities and neighbourhoods of choice.
 - Encourage residents to access employment and training.
 - Recognise residents who make a contribution to a local community.
 - Make the best use of Manchester's social housing.
 - Make efficient use of our resources and those of our partner Registered Providers.
- 7.6 The Manchester scheme defines need based on the number of bedrooms required by a household (along with those who have specific medical requirements). It does not make any reference to housing affordability which means that a household is not in housing need if they simply cannot afford to pay the local rent.
- 7.7 Back in 2011 Manchester City Council led the way in embedding working households at the centre of a housing allocations policy and was the first local authority to do so in such an explicit way. This principle was then taken on board by Government in 2011 and was set out as best practice in subsequent guidance for local authorities when developing policy.
- 7.8 These ideas also pre-empted the "Our Manchester" principle that residents should, where possible, play a positive role in the city. The policy was written in a way to incentivise positive behaviours that would lead to people being able to play an active role in the city.
- 7.9 The current policy works well in many ways. It is clear and transparent and many residents understand that making a "community contribution" will improve their rehousing priority. Registered Providers (RPs) like the policy as it enables them to make a significant contribution towards making sustainable communities by rehousing a mixed demographic.
- 7.10 Nevertheless, Manchester's housing situation has changed significantly since 2011. As stated above, there has been a significant rise in homelessness and the associated cost of the rising number of households in temporary and

supported accommodation is unsustainable. Welfare reforms and rising private sector rents are huge challenges for people seeking new homes. Turnover and availability of social homes has reduced significantly while the demand for social homes has increased. At the same time the stronger and more integrated partnership working that has developed has led to a greater understanding of complex housing needs.

7.11 Manchester's current scheme has six very clear bands:

- **Band 1** is applicants in real need (reasonable preference) who are in very urgent or emergency need to be rehoused.
- **Band 2** is applicants in real need (reasonable preference) who make a contribution to their community.
- **Band 3** is applicants in real need (reasonable preference) who do not contribute to their community.
- **Band 4** is applicants not in real need (not in the reasonable preference groups) but who do contribute to their community.
- **Band 5** is applicants not in real need (not in the reasonable preference groups) and who do not contribute to their community.
- **Band 6** is comprised of applicants who do not have local connection or who have high levels of housing-related debt or because they have been involved in antisocial behaviour.

Social Housing in Manchester

7.12 There are just under 68,000 social homes in Manchester. Most are owned and managed by Registered Providers (RPs). The Council owns about 15,000 social homes, of which 13,200 are managed by Northwards Housing while the remainder are homes in 3 Private Finance Initiative (PFI) schemes managed by Jigsaw Housing, Onward Housing and Your Housing Group. There are also 171 homes managed by The Guinness Partnership in West Gorton and 11 bungalows in Alderley Edge managed by Peaks and Plains Housing.

7.13 The Council and 15 Registered Provider partners work together to ensure that anyone applying for a social home in Manchester has a single point of access and a common application process. Manchester Move is the name given to that common means of access and process. Most Registered Providers allocate all of their homes through Manchester Move although 2 of the larger Registered Providers (Wythenshawe Community Housing Group and One Manchester) allocate 50% of their homes according to their, slightly different, allocations policies.

8.0 The Manchester Housing Register (MHR) and choice-based lettings (CBL)

8.1 The Council and partners maintain a housing register of applicants for social homes. Each application is assessed in an automated decision-making process according to the information provided by the applicant. The assessment ensures that each application is put in the appropriate band on the Manchester Move system. Any applicants who consider that their application has been placed in the wrong band can ask the Registered Provider handling their application to review the assessment and amend the priority banding if appropriate.

8.2 Assessment is based on the housing need of the applicant. In very simple terms the system assesses: how many bedrooms an application requires, if there are medical or other reasons why an applicant should not be allowed a home above ground floor level, and if there are safety or security matters that mean certain geographical areas should be avoided. Apart from these critical “must have/must not have” aspects of applications, each applicant is free to choose which homes they would like to apply for. This is known as “choice-based lettings” (CBL).

8.3 At the end of Qtr 3 (2018/19) there were 13569 live applications on the housing register which is a small increase from the 2017/18 year end total of 13483. Of the total on the register 5680 were in the reasonable preference categories showing that they have real housing need which represents an increase of over 500 in bands 1-3 since the end of 2017/18. All other applications were in bands 4 and 5, with demoted applications in band 6.

8.4 At the end of **Qtr 3 2018/19**, the Register looked like this:

	Bedroom need								
Band	1	2	3	4	5	6+	Totals		
								%	
1	312	169	48	59	17	10	615	4.5	In Housing Need
2	369	535	530	251	38	5	1728	12.7	In Housing Need
3	1010	940	764	340	52	7	3113	22.9	In Housing Need
sub total								(40.1)	
4	791	665	344	37	3	2	1842	13.6	No Housing Need
5	2140	1306	640	74	13	2	4175	30.8	No Housing Need
sub								(44.4)	

total									
6a	79	65	50	22	6	0	222	1.7	Demoted
6b	979	550	278	52	10	5	1874	13.8	Demoted
sub total								(15.5)	
Totals	5680	4230	2654	835	139	31	13569	100	

8.5 Almost three quarters of the register needed 1 or 2 bedroom properties (**73.1%** = **9,910** applicants). **3,335** applicants (**24.6%** of the register) were in the highest bands 1-3 and needed 1 or 2 bedroom properties. Compared with data from previous years, there is a fairly consistent three quarters of the register requiring 1 or 2 bedroom accommodation.

8.6 Adding in 3 bedroom need takes the total to **92.7%** of the register, or **12,564** applicants. Of these, applicants in the highest bands 1-3 who needed 1, 2 or 3 bedroom properties totalled **4,677** (**34.5%** of the register).

8.7 Once we look at 4, 5 and 6+ bedroom properties, demand is heavily from applicants in the reasonable preference categories (the highest bands 1-3). At the end of Qtr 3 2018/19 there were 779 applicants in bands 1-3 who needed larger family homes. Against the low rate of turnover for larger family homes is the fact that 129 households currently in reasonable preference categories (bands 1-3) need homes with 5, 6 or more bedrooms. Only 2 homes of 5 or more bedrooms have been let so far this financial year.

9.0 Lettings

9.1 Up to the end of Qtr 2 (2018/19) a total of **1265** properties became available to let through Manchester Move. The distribution across bands and size of property was as shown in the table below.

Manchester Move lettings 2018/19 Qtr 2						
Band	No	%		Bedrooms	No	%
1	282	22.2		1	475	37.5
2	538	42.5		2	483	38.2
3	260	21		3	283	22.4
4	109	8.4		4	22	1.7
5	67	5.2		5	1	0.1
6	9	0.7		6+	1	0.1
Total	1265	100%		Total	1265	100%

- 9.2 The turnover of all sizes of properties has been falling during the last few years. In 2013/14 there was a total of 3620 lets. Successive years have seen the number falling: 3546 in 2014/15, 3133 in 2015/16, 2724 in 2016/17 and a slight rise to 2767 in 2017/18, which was still 24% down from 2013/14.
- 9.3 The percentage of lets to applicants in need (the reasonable preference categories - bands 1-3) was 84% in 2017/18. It has slightly increased to 86% in the first 2 quarters of year 2018/19. Lets to households not in bands 1 to 3 are mostly to people wanting to move into sheltered or extra care accommodation along with some new build social housing schemes which are let at affordable rents and targeted at working households.
- 9.4 Almost 90% of properties let using the scheme go to people in reasonable preference which demonstrates that the allocations scheme is working as prescribed by the Housing Act 1996. Nevertheless, the majority of applicants will take a very long time to make a successful bid and this is an immense challenge to managing the register and especially to managing applicants' expectations.
- 9.5 It is interesting to compare lettings by previous tenure. Lets to applicants leaving temporary accommodation accounted for **23.3%** of all lets this year so far, compared with **22%** in 2017/18 and **15%** in 2016/17. This reflects the rise in homelessness in Manchester and the related efforts to find permanent homes for people leaving temporary accommodation. In particular, in the past 2 years Registered Providers have made available more properties specifically for households moving out of temporary accommodation. Lets to tenants coming from the private rented sector currently stand at **19.8%** of all lets this year, compared with **21%** in 2017/18, slightly below last years figure.

9.6 **Key Facts**

- The total number of live applications on the Manchester Housing Register has seen a slight increase on the previous year, but this hasn't been at the same rate as in previous years.
- The number of applications in reasonable preference (housing need) is continuing to increase.
- The turnover of stock that equates to lets has reduced each year for the last 4 and this trend is expected to continue with up to 250 fewer lets to the end of the 2018/19.
- The vast majority of lets are to applicants in reasonable preference (86% of all lets).
- Affordability is often cited as a reason for wanting to be rehoused, especially from the Private Rented Sector (PRS), but the scheme does not identify this as housing need.

- The availability of larger family homes means that most applicants for 4+ bedroom homes will not be rehoused through the register for a considerable length of time.
- The increasing register and reduced turnover means that even those applicants in need (reasonable preference) cannot be assured of being rehoused. Some applicants in housing need will remain on the register for years and might never be rehoused.

10.0 Allocations Scheme Review

10.1 Despite the scheme operating effectively, it is currently being reviewed given the rising levels of homelessness and the cost of providing temporary and supported accommodation.

10.2 The main objectives of the review are:

- That the scheme continues to accord with legislation and statutory guidance.
- That the scheme provides the means of managing the allocation of a scarce resource (social housing) in a fair and equitable manner.
- That the scheme is transparent and intelligible.
- That the scheme takes into account the need to manage neighbourhoods, contributing to reducing dependency.
- That the scheme takes into account the Homelessness Reduction Act, welfare reforms and the city's Homelessness Strategy.
- That the scheme will assist the city to deliver its wider commitments in the City Strategy ("Our Manchester") and the Housing Strategy.
- That the scheme continues to comply with local authority equality duties.
- That there is no unintended adverse impact on other housing practice.

10.3 Two fundamental principles were agreed by the partners who have signed up to the scheme:

- retain the use of a Choice Based Lettings (CBL) system, and
- retain banding of applications (rather than consider moving to a cumulative points-based system).

10.4 Officers are working with Registered Provider partners to prepare a schedule of proposed changes for Members to consider in the next few months. Once any changes to the scheme have been agreed officers will undertake consultation with stakeholders as appropriate. Following this a report will be produced for Executive and, subject to approval, any IT changes will be progressed with full implementation of the new scheme planned for 2020.