

REPORT TITLE: TEMPORARY ACCOMMODATION PLAN & PATHWAYS PAPER

5 NOVEMBER 2024

REPORT OF CABINET MEMBER: Councillor Westwood, Cabinet Member for Housing

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WARD(S): ALL

PURPOSE

This report directly supports the council plan priority of delivering 'Homes For All'.

In the last financial year, the council experienced a 122% increase in approaches from households who were homeless or at risk of homelessness, thereby intensifying pressure on the availability of accommodation and staffing resources. Furthermore, in October 2023, Hampshire County Council (HCC) announced a spending review aimed at achieving savings of £132 million to address a projected budget shortfall. HCC currently funds various social inclusion services for vulnerable adults at risk of homelessness throughout the Winchester District and the wider county.

Following a recent Cabinet decision HCC have confirmed they will continue to fund 13 bed spaces at Sussex Street (managed by Two Saints), as well as an additional £24,500 allocated to the Beacon's services until March 2026.

Following the announcement of HCC's spending review, A2Dominion made the decision to withdraw services at West View House (29 bed spaces) from the end of April 2025 regardless of the outcome of the review. This will result in a saving of £249,000 to HCC by the service ending early and the council has formally requested funding from HCC to help mitigate the loss of West View House provision and support. The council has historically supplemented this funding with an annual contribution of £50,000 from its Homelessness Prevention Grant and has already mitigated some of the reductions in social inclusion funding that were implemented by the county in April 2023 (CAB3393(H)).

Despite the rising demand, the council has maintained top quartile performance in preventing homelessness, with the use of emergency accommodation remaining within budget. However, the increasing demand presents significant challenges that may necessitate the provision of emergency accommodation in the future resulting in an increased cost to the council. These challenges are outlined in detail within the report.

Given the circumstances, it is imperative that the council formulates a robust response to this escalating need, not only by expanding accommodation options but also by ensuring adequate staffing and resources to effectively manage households increasingly complex situations.

To address these challenges, the council proposes six viable options aimed at increasing supply of accommodation and providing vital support services while minimising the financial burden to the council. These proposals can be implemented promptly to meet the increasing demands and diminishing supply. The proposals form the recommendations, and they are detailed in the body of the report.

If the initial proposals are adopted and implemented the council will continue to monitor closely the impact of the changes and continue to explore other opportunities to decrease the gap between supply and demand. This may also reduce the financial pressures on the council of the cost of emergency accommodation costs and impact on staff resources.

It is crucial to note that failure to adopt these proposals could impose significant financial strain on the council. Without an adequate response to the outlined homelessness pressures, expenditures on emergency accommodation could escalate.

The latter part of this report presents eight housing pathways and options available to residents of the Winchester District, tailored to their specific circumstances.

RECOMMENDATIONS:

1. That Cabinet: Housing Committee are asked to agree –
 - 1.1. That 80-82 Sussex Street is re-purposed as temporary accommodation.
 - 1.2. To amend the current move-on policy for households in council-owned Temporary Accommodation.
 - 1.3. To support the expansion of the provision of supported accommodation at Trinity: Winchester.
 - 1.4. To amend the Council' lettings policy in respect of Sheltered Accommodation.
 - 1.5. To agree the revised move on policy for applicants residing at The Quakers.
 - 1.6. The council enter into negotiations with Hampshire County Council regarding the level of funding that the council require from HCC to support the households affected by the closure of Westview House in light of the social inclusion finding being extended until March 2026. The support required is outlined in recommendations 1.7 to 1.9.
 - 1.7. To agree to establish a housing first worker to support the delivery of an in-house housing first model.
 - 1.8. To agree to continue to fund the role of the Complex Needs Navigator for 18 months.
 - 1.9. To agree to establish a in house 'tenancy ready post' to provide intensive support to help the individuals who are directly impacted from the HCC funding cuts to be able to move on and successfully sustain their tenancy within a community.
 - 1.10. To agree to agree to extend the temporary staffing posts of the Outreach Worker and the Strategic Housing Support Worker until 31 March 2027.
 - 1.11. To agree that this strategy will be reviewed in twelve months in light of confirmed additional demand and the impact of proposals.
 - 1.12. Cabinet Housing Committee delegates authority to the Strategic Director with housing responsibility and Housing Cabinet Member to agree any further additional spending of the homelessness prevention grant reserve or the allocation of the 25/26 Homeless Prevention grant and any new or additional grants awarded to the council by Central government that support preventing homelessness and rough sleeping.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Homes for all

Provision of good quality affordable housing options meet the needs of our most vulnerable and socially excluded residents, maximising opportunities to support people out of homelessness and prevent repeat homelessness.

1.2 Vibrant Local Economy

Provision of good quality affordable housing options contributes to the local economy and with greater employment opportunities provides a pathway out of homelessness and poverty

1.3 Living Well

The provision of good quality housing is linked to and has direct impact on well-being and health inequalities often faced by those vulnerably housed or homeless. To ensure that the council supports homeless households to integrate into our communities and to ensure all available support services are accessible.

1.4 Your Services, Your Voice

Residents and stakeholders across the district have been consulted on the housing proposals and pathways that are outlined in this report. Further details can be found in Appendix 5.

2 FINANCIAL IMPLICATIONS

2.1 The HPG and various other small grants that are received from central Government are already in place to ensure the key activities for preventing homeless are delivered. However, the council currently only has guaranteed funding through the HPG up until March 2025. Other funding such as the Rough Sleepers Initiative (RSI) is also due to end March 2025.

2.2 In October 2023 Hampshire County Council (HCC) announced a spending review to save £132 Million, to address their predicted budget shortfall. HCC currently fund some social inclusion services for vulnerable adults who would otherwise be homeless, throughout the Winchester District and the wider county. The social inclusion funding replaced Supported People funding and the funding has been diminishing since 2015. The changes propose that HCC withdraw all funding in relation to Social Inclusion from April 2025. Formal consultation by HCC with the wider community commenced in January 2024 and ended on 31st March 2024. The proposed change to social inclusion is 1 of 13 proposed spending changes to bridge the spending gap. The County Council's decision on

the 14th of October 2024 was that social inclusion funding would be extended to March 2026. From April 2025 the county council will continue to fund the Beacon the sum of £24,500 and to continue to fund 84-86 Sussex Street (stage 2 accommodation).

- 2.3 In Appendix 2 it outlines how the council's current financial position is unsustainable without additional funding; the current position indicates that by 2029-30 the annual grant will no longer be sufficient to fund current and the new recommended commitments. There will not be sufficient reserves to cover the cost of running the housing options service if the central government grant is not increased, alternative funding will have to be sourced, or services outlined in the financial appendix (Appendix 2) will have to be withdrawn. The risk is that all these services help the council to prevent homelessness which is a statutory duty. The impact is that the council would be putting itself at risk of not fulfilling its statutory duties under the Homeless Reduction Act 2017.
- 2.4 If the recommendations in this paper aren't agreed, there is a significant financial risk to the council of the emergency accommodation budget increasing from £25,000 to between £166,000 and £999,000 (this is the estimated gross cost) The council's statutory emergency costs are funded from the council's general fund. The proposals outlined in this paper are not enough to fully mitigate the increased level of demand. Significant pressures could be placed on the general fund if the costs of emergency accommodation increase to meet the demand
- 2.5 It should be noted that the provision of Temporary Accommodation (TA) is a statutory duty and although the council accounts for its TA under the 1996 Act within the Housing Revenue Account (HRA), the net cost of this should be self-financing or grant funded from the HPG. Several options being put forward here have associated revenue and capital impacts on the HRA and these are costed against each option in this paper. These costs are likely to lead to an increase in both real and opportunity costs that will affect the capacity of the HRA and should be considered when approving the options in this paper.
- 2.6 To achieve the proposals there is a substantive reliance on grant funding which is not guaranteed long term and the new Government's strategy for tackling homelessness is not yet known.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The principal statutory provisions relating to homelessness are set out in Part VII of the Housing Act 1996 (as amended). The Homelessness Reduction Act 2017 also sets out duties with the aim of preventing and relieving homelessness and came into force April 2018.
- 3.2 The legislation sets out the duties and powers that apply to a local housing authority in relation to people who are homeless, or at risk of homelessness, having access to help provided they are eligible for

assistance. The 2017 Act introduced a new duty on local housing authorities to take reasonable steps to prevent homelessness. The intention behind this duty is to try and prevent residents from becoming homeless, for example, by enabling them to stay in their current accommodation or finding somewhere new to live before actual homelessness occurs. The recommendations in this report are intended to assist the council in meeting these statutory duties.

- 3.3 The introduction of the temporary accommodation plan and pathways does not introduce any new statutory duties for the council as the council already works in accordance with the Homelessness Reduction Act 2017 and the Housing Act Part VII (as amended)
- 3.4 The proposals outlined in this report regarding additional and continued expenditure of the grant funding are all either compliant with the Public Contracts Regulations 2015 (PCR 2015) (contract) or are permitted under the subsidy control regime (grants). Ongoing legal and procurement support will be provided as required, in relation to the expenditures of the various grants.

4 WORKFORCE IMPLICATIONS

- 4.1 To be resourced with existing staff, extending the contracts of the outreach and Strategic Housing Officer posts and requesting 2 new posts, a Temporary Accommodation Officer and a Housing First worker and the Complex needs navigator being extended through our partnership working opportunities with Trinity Winchester, financed from grants received from central government.
- 4.2 The table illustrates the additional posts required inclusive of the full cost and the funding stream

Post	Duration	Full Cost	Funding
Tenancy Ready Accommodation officer	18 Months	£75,000	12 months - Social Inclusion Funding 6 months- Homelessness Prevention Grant
Housing First Worker	18 Months	£75,000	12 months - Social Inclusion Funding 6 months - Homelessness Prevention Grant

Strategic Housing Support Officer	Contract extension of 2 years	£85,8278	Homeless Prevention Grant
Outreach Worker	Contract extension of 2 years	£91,162	Homeless Prevention Grant

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The temporary accommodation plan and pathways (Appendix 4) seeks to make best use of all housing assets including those owned by the council and our partners.

6 CONSULTATION AND COMMUNICATION

- 6.1 The proposals and the temporary accommodation plan and pathways (Appendix 4) have been developed in consultation with partner organisations and residents. The findings of this consultation can be found in Appendix 5.
- 6.2 The temporary accommodation options were presented to Economic and Housing Policy Committee (EHP) for review and comment on 20th February 2024. The Options were well received and supported by the committee. The committee were asked to review and provide comments on the options available to address predicted homelessness demand, noting that these will be subject to consultation before agreement at Cabinet Committee: Housing. The committee proceeded to ask questions and debate the report.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The council needs to plan and mitigate for the social inclusion cuts and increased approaches (demand on housing options service) to ensure that the council continues with reduced street homelessness and associated street activity by offering sustainable housing provision, support and good quality housing options. The homelessness outreach and partners support those out of rough sleeping and reduces anti-social behaviour of those attached to city centre street activity.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 Under s149 (1) of the Equality Act the council must have due regard, in the exercise of its functions, (and Cabinet Housing must, as the decision maker in respect of the proposed decision have due regard) to the need to
- a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited by the ACT

- b) Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share them
- c) Foster good relations between persons who share relevant protected characteristics and persons who do not share them.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Any subsequent change to council service delivery and policy will, where necessary, undergo a data protection impact assessment with privacy statements reviewed.

10 EQUALITY IMPACT ASSESSMENT

- 10.1 An Equality Impact Assessment has been completed to assess the impact of this decision. The impact assessment can be found at Appendix 7 which concluded that discrimination against homeless people is an act of treating people or perceived people to be homeless unfavourably. The assessment considered those with 'protected equality characteristics' and concluded that the housing pathways and new accommodation options will not negatively impact on any of those groups.

11 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<p>Financial Exposure</p> <p>Risk of central government not continuing HPG funding or any alternative past March 2025.</p> <p>Risk in pressure on the General Fund budget to fund emergency accommodation considering the HHC proposed cuts and increase in demand – this is a statutory function.</p> <p>Failure to invest in homelessness services.</p>	<p>.</p> <p>The creation of a temporary accommodation strategy which will be regularly monitored will mitigate these risks.</p> <p>Some of the core duties are met from the general fund budget and the grants are used to enhance and improve service provision</p> <p>Budget monitoring and reviews.</p> <p>SLA's with partner agencies.</p>	<p>Increasing and promoting earlier intervention and homeless prevention services. Exploring alternative and discretionary housing options inclusive of more bed spaces and wider partnership working</p> <p>Applying for Ministry of Housing, Communities and Local Government (MHCLG) grants where applicable and appropriate</p>

	<p>Reviewing the homelessness pathway and models of provision will ensure best use of homelessness resources.</p> <p>Lobbying HCC in partnership with the Strategic Housing Officer Group of Hampshire Local Housing Authorities to not enact any of the proposed cuts until March 2026.</p>	
Exposure to challenge	<p>Compliance with the council's preventing homelessness duties is a legislative statutory duty.</p> <p>Supported by the councils Legal and Procurement Team ensure contracts are delivering best value and are procured in accordance with the relevant legislation.</p>	
<p>Innovation</p> <p>Opportunities to consider and review how we use assets</p> <p>Opportunities for the council to work more in partnership with statutory and voluntary partners on joint homelessness initiatives, for example the 'pod' with Trinity</p>		<p>Opportunity to positively enhance the council's reputation through discretionary and joint preventing homelessness initiatives and projects through utilising the reserve and funded through HPG and other grants</p>
Reputation	<p>Risk of failing to deliver the council's statutory prevention homeless duties and being able to</p>	<p>Prevent and relief homelessness duties implemented at the earliest opportunity in</p> <p>Opportunity to positively enhance the council's reputation by planning for the proposed HCC</p>

secure emergency accommodation	partnership with voluntary and statutory agencies. Duty to refer requirements from statutory agencies.	spending cuts to minimise the impact on its residents and by reducing homelessness. Creating good collaborative pathways with its partners to provide the right accommodation with the right support to households/individuals who present as homelessness
<p>Achievement of outcome</p> <p>Meeting homelessness statutory duties</p> <p>Responding appropriately to the increased demand in approaches for assistance with housing to ensure the council prevents homeless and continues its record of being in the top centile for homeless prevention.</p> <p>Making best use of the HPG and other grants</p> <p>Continue to demonstrate best practice service delivery through partnership working</p>	<p>Government statistical returns</p> <p>Budget Monitoring and reviews</p> <p>Maximise government investment and funding opportunities</p> <p>SLA agreements with partner agencies</p>	

12 SUPPORTING INFORMATION:

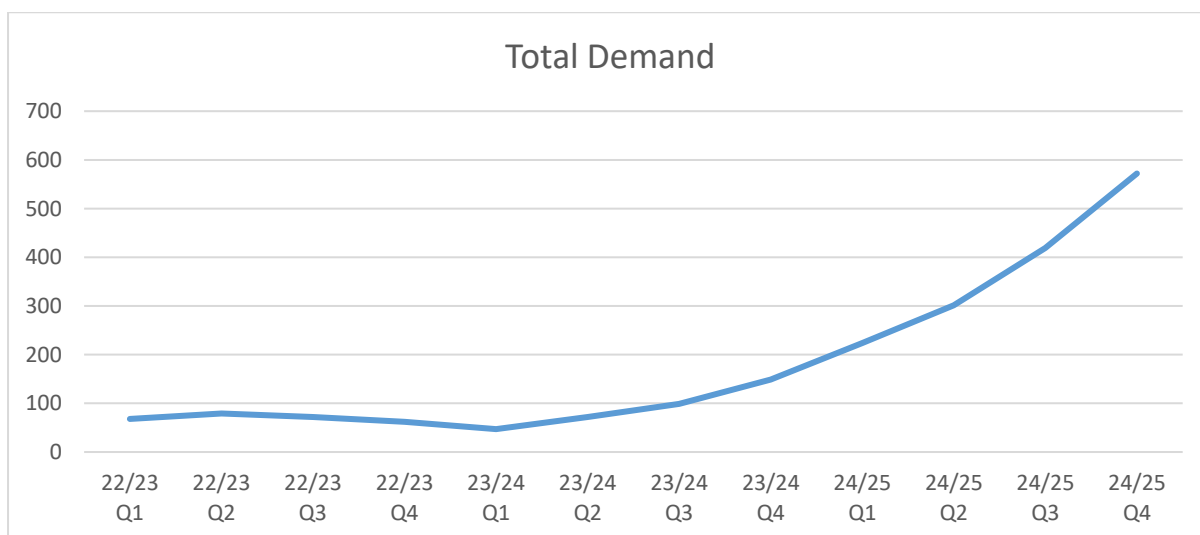
- 12.1 The council has a statutory duty to prevent and relieve homelessness and to provide advice and assistance in securing accommodation.
- 12.2 It is recognised that the council cannot prevent or solve homelessness alone, this paper sets out how best to support partnership working opportunities whilst underpinning the council's statutory housing responsibility to ensure preventative initiatives are central to service delivery.

- 12.3 Councils are determined to tackle the emerging homelessness crisis. The New Economics Foundation stated in April 2024 that 6 councils since 2021 have gone 'bust' due to homelessness pressures and a further 1 in 10 councils are expected to join these by April 2025. The foundation continued to state that alongside the human crisis of homelessness the current situation is causing severe strain on council finances. The Foundation and Big Issue estimate that there is an overall funding gap for homeless provision of £4 billion nationally.
- 12.4 On 29th August 2024 the BBC led on a report stating 'that in the past year local authorities in England spent a record £1bn on temporary accommodation for homeless families in the past year. This is more than 50% higher than the year before, driven by record numbers of families living in short-term housing, including over 150,000 children. Councils spent £417m accommodating families in hostels and bed and breakfasts, a 63% increase on the year before. Experts say soaring private rents, a lack of housebuilding and increased eviction rates have made homelessness a chronic problem'
- 12.5 The report continued to highlight the challenges faced by local authorities, providing examples of where families are offered placements both emergency and settled accommodation being 3 hours away from their current accommodation.
- 12.6 The council, to date, has particularly successful outcomes in preventing and relieving homelessness. In 2023 the council commissioned an independent review and found successful outcomes for 75% of prevention and 52% for relief cases (when households have already become homeless), compared to the national average of 56% and 39% respectively. This places the council in the top quartile for performance.
- 12.7 These outcomes have been possible in part due to HCC's commitment to funding Social Inclusion services. Considering the potential cuts to this funding, the closure of West View House and the general increase in pressure on the council's housing options service, the council has taken this opportunity to review all accommodation supply and demand.
- 12.8 It is important to note that this report focuses on numbers of individuals impacted by HCC's proposed spending cuts and closure of West View House. The individuals currently occupying the social inclusion funded accommodation, which is subject to the cuts, have multiple complex needs and are often at risk of repeat homelessness. Many of these individuals are unable to sustain a tenancy without the appropriate intensive support in place which is funded through the social inclusion funding. The paper demonstrates the council would be able to decrease the gap between demand and supply, however, it does not account for additional support required by these individuals and the impact this may have on the council's housing options team.

12.9 An analysis of the actual supply and demand has been undertaken for the period 1st April 2022 – 30th June 2024 and a projected trajectory for the period 1st July 2024 – 31st March 2025. The demand figure in Appendix 1 illustrates the full demand placed on the housing options service (approaches). This illustrates all the households that require an intervention to resolve their homelessness. The net demand figure is the figure of households that require our assistance in provision of accommodation.

12.10 The data informs the council of the following:

- Our projection, based on previous demand, shows the number of single households requiring our assistance, based on current trends has more than doubled from 52 (Q1 23/24) to 121(Q1 24/25). The bedspaces we may lose from the social inclusion cuts are bedspaces for single households, so this will widen the gap between supply and demand for this cohort. By April 2025, if the council does not source alternative supply or amend existing policies there will be a reduction in bedspaces of at least 29.
- The number of families requiring assistance for accommodation has increased from 34 in Q1 23/24 to 44 in 24/25, a 30% increase and the predicted increase is 82 by March 2025. This would be a 241% increase from Q1 23/24 to Q4 24/25.
- As of the end June 2024 demand for temporary accommodation for both cohorts outstripped supply by 134 households.
- Our projected trajectory indicates that demand will continue to outstrip supply until March 2025 and beyond. All indicators suggest this will continue on an upward trajectory. As illustrated in the graph below;



- By the end of the financial year 24/25, all things remaining equal, with existing provision (no new housing options adopted) there will be 317

households requiring placements in excess of supply. It is likely that these households would have to be accommodated in emergency accommodation at a **minimum** cost of £166,000. Bed and Breakfast accommodation is the only alternative option available to ease the pressure.

- The average cost of emergency accommodation for this period has been calculated on an average stay of one household requiring emergency accommodation for one week at £525.00 per week. This equates to a total minimum gross cost of £166,000 between now and 31st March 2025.
- If the average stay were to increase to 6 weeks, the bed and breakfast budget would increase to £999,000(gross). The Suitability of Accommodation Orders 2003 and 2012 as amended in 2022 and 2023 require councils to not use B &B for any longer than 6 weeks for households with expectant mothers and children.
- Appendix 3 outlines the full list of accommodation currently available to the council, noting that withdrawal of bed spaces at West View House. A2 Dominion have served notice to end the contract with HCC and will be closing West View House regardless of HCC's funding decision. The supply of accommodation in Appendix 1 only includes throughput of vacancies that have occurred in each quarter, not total number of bed spaces available.
- The supply/throughput of accommodation to meet demand could be increased if the six options outlined below are adopted.
- Appendix 1 – Dataset 1 demonstrates the position if the council were to take no action.
- The supply/throughput of accommodation to meet demand could be increased if the proposals outlined are considered, dataset 1 in Appendix 1 illustrates the most severe impact on the council and Winchester residents if the council doesn't consider and implement some or all of the recommended proposals outlined in the report.
- In Quarter 1 of 24/25 there were 106 households in the prevent or relief duty where they have approached the council for assistance (so are accounted for in the demand) but haven't yet needed accommodation, for example a household could make an approach to the council, but they are at the beginning of their 56 days' notice so not yet requiring accommodation. These households are represented in row 44 of Appendix 1. If accommodation is not sourced by the expiration of their notice, many of these households could require emergency accommodation at an average cost of £525 per week per household. As the approaches are increasing on average around 22% per quarter this deficit figure will go up, again, demonstrated in Appendix 1.

- Appendix 1, dataset 1 shows the number of individuals who have slept rough. The council's official rough sleeping snapshot in November 2023 found 5 sleeping rough, an increase of 1 from 2022 where 4 individuals were found.

12.11 Proposals to increase the supply of temporary accommodation.

12.12 This report details 6 proposals demonstrating how the gap between demand and supply for temporary accommodation can be reduced. Some or all of these proposals can be deployed, they are not mutually exclusive of each other.

12.13 **Proposal 1- That 80-82 Sussex Street (Westgate Place) is re-purposed as temporary accommodation.** This would decrease the gap between supply and demand to 311, reducing the B & B gross cost by £3,150.

12.14 **Proposal 2- To amend the current move-on policy for households in council-owned Temporary Accommodation.** The move-on policy currently awards all households who are eligible and qualifying band 2 after 9 months from the date they moved into temporary accommodation. On average, households move-on after 12 months of residing in the council's TA. On average, this creates 17 vacancies in TA per Quarter. If the council agrees proposal 2 it will provide on average, a further 11 vacancies in the TA stock per quarter. This decreases the gap from 317 to 293 by the end of March 2025, reducing the B & B gross cost by £12,600. Proposal 2 can be immediately implemented following the recommendations of this report being adopted. The policy will be amended to read that band 2 will be awarded to applicants:

- *Being owed a Main homelessness duty and having lived in temporary accommodation with Winchester City Council for a period of 6 months or if deemed ready to move-on prior to the 6-month period, by agreement of the Housing Options Manager or Strategic Housing – Service Lead to respond to the council's homelessness pressures.*

The existing policy can be found at [Hampshire Home Choice - Winchester City Council](#)

12.15 The impact of changing the move-on policy to other households on the register is minimal. It would mean a possibility of 44 more lets per year are allocated to households with a main homelessness duty owed. This 6.8% of our overall annual lettings in 23/24.

12.16 **Proposal 3 – To expand the provision of supported accommodation at Trinity: Winchester.** The council supports Trinity Winchester to convert 3 bed spaces within their existing building. Trinity Winchester are hopeful that the 3 bedspaces will be available at the end of Quarter 3 24/25. This would decrease the gap from 317 to 312 by March 2025, reducing the B & B gross cost by £2625. Although the figure above

refers to 3 bedspaces, throughout the timeframe illustrated in our demand and supply analysis, if would create a total of 5 bedspaces due to throughput/move-on.

12.17 Proposal 4 – Amending the Council’ lettings policy in respect of Sheltered Accommodation. The council currently lets its sheltered accommodation to households where the main applicant is 60 years old. The Hampshire Home Choice (HHC) framework states sheltered accommodation can be allocated to households who are 55yrs+ and this is endorsed by the other 4 partners in HHC and all the registered accommodation providers. In the last 2 quarters (Apr 23-Sept 23) 22 Winchester applicants requiring accommodation under homelessness were aged between 55 and 59 and so are currently unable to access this accommodation. If the council reduced its age range in line with the framework and registered providers, more residents per quarter will be assisted into sheltered accommodation. If this option is implemented for the last two quarters of 24/25, this would reduce the gap from 317 to 274 by March 2025, reducing the B & B gross cost by £22,575 per week every quarter. This option can be implemented following the recommendations of this report being agreed.

12.18 This change would not have a significant impact on those aged 60+ in applying for sheltered accommodation. Between 1 December 2022 and 30 November 2023, 45 council sheltered vacancies were advertised, with an average of 14 bids placed on each property. Many of the 45 vacancies were hard to let and were also advertised to residents in the other 4 areas of HHC, of which 3 were allocated to residents who didn’t have a Winchester connection. The policy change would also bring the allocation of the council’s sheltered accommodation in line with the allocation of Extra Care. This would also significantly reduce the waiting time for households requiring 1 bedroom general needs accommodation.

12.19 The policy will be amended to read:

Accommodation in sheltered housing schemes and housing designated for older persons

As this accommodation provides housing for older people, applicants must be 55 years or over and anyone else in their household must be over 55.

Exceptions may be given for carers and/or partners on a case-by-case basis with the consent of the Service Lead for Housing Operations and Community Safety.

We may allow housing register applicants (this does not include members of the applicant’s household) who are under 55 to be housed in our older person’s accommodation in special circumstances, for example those in receipt of higher rate mobility benefit who would benefit from this housing type. Each request is carefully considered, taking into account proof of benefit entitlement, support from medical professionals and any other relevant information.

12.20 Amending the age range for older persons accommodation would be managed carefully and the sensitive lettings policy would still apply where applicable. Applicants in this cohort would still be subject to the landlord's pre tenancy checks and only offered a tenancy where appropriate.

12.21 **Proposal 5- Quakers**

12.22 The current move on policy with the Quakers organisation allows applicants to be awarded high priority on the housing register after 2 years of residence. The proposal is to reduce this to 18 months which will hopefully move on 2 residents per quarter. If this option is implemented for the last two quarters of 24/25, this would reduce the gap from 317 to 315 by March 2025, reducing the B & B gross cost by £1,050 per week every quarter. This option can be implemented following the recommendations of this report being agreed.

12.23 **Proposal 6- To deliver a housing first model.** The council will recruit one full time housing first worker who would support up to 5 residents within the first year. This would increase supply by 5 bed spaces. If this option is implemented by March 2025, this would reduce the gap from 317 to 315 by March 2025, and a further 3 bedspaces in Q1 of 25/26. Reducing the initial B & B gross cost by £1050 per week and then by £2625 per week.

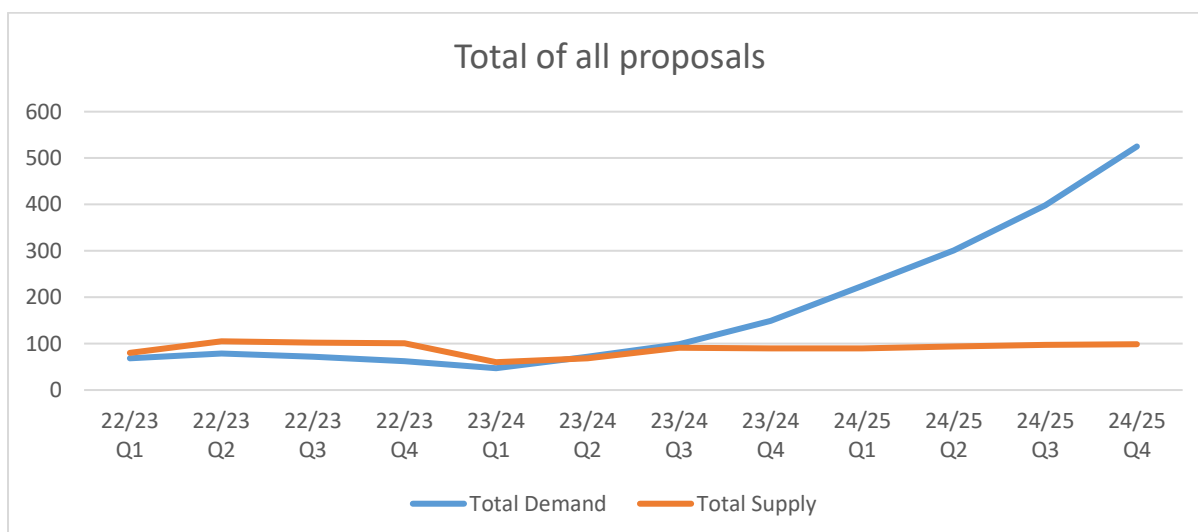
12.24 Recommendation 1.10 is that this strategy and the response to the increased demand in approaches and reduced supply of accommodation will be reviewed in twelve months. Other proposals will be brought forward to address the identified shortfall if the review finds that demand has increased.

12.25 If all 6 proposals outlined in points 12.11-12.24 are agreed the gap in demand and supply would reduce from 317 to 244, a minimum gross saving of £43,050 or possible maximum gross saving of £258,300 in bed and breakfast costs if a household is housed for no longer than 6 weeks.

12.26 All bed and breakfast costs and savings in point 12.11 to 12.24 are based on a household spending a week in bed and breakfast. The council predicts this to be the **minimal** costs.

	Bed spaces made available through flow not physical spaces	Cost to council based on 1 week Bed and breakfast until March 2025	Cost to council based on 6 weeks bed and breakfast until March 2025
Baseline	0	£166,000	£999,000
	Bed spaces made available through flow	Minimum Saving to council based	Maximum Saving to council based

		on 1 week bed and breakfast	on 6 weeks bed and breakfast
Proposal 1	6	£3,150	£18,900
Proposal 2	24	£12,600	£75,600
Proposal 3	5	£2,625	£15,750
Proposal 4	43	£22,575	£135,450
Proposal 5	2	£1,050	£6,300
Proposal 6	2	£1,050	£6,300
Total All Proposals(1-6)			
		Minimum Cost to Council	Maximum cost to council
All 6 proposals adopted	82	£43,050	£258,300



12.27 Housing Pathways

12.28 Housing pathways refers to the varying household forms that an individual experiences and the housing route they take over time. Eight new housing pathways have been devised in consultation with our voluntary and statutory partners for 8 different client groups. The housing pathways for these client groups rely on delivery of support and accommodation options from our partners, however the statutory duty for ensuring provision and appropriate support for individuals remains with the council.

12.29 Partners support the council to provide early intervention, prevention and relief options for single people and families. Should a single person or a family become homeless as services working together have not been able to prevent or relieve their homelessness then the council may owe

a statutory duty to ensure accommodation is provided for them at the point of homelessness (referred to as Temporary Accommodation). The council are then responsible for ensuring households move on from Temporary Accommodation. The council has identified and considered best use of existing and new accommodation to develop comprehensive pathways.

The 8 pathways are as follows:

- a) Domestic Abuse
- b) Care Leavers
- c) Over 55's
- d) Persons who sleep rough
- e) Singles people who are homeless
- f) Prison leavers
- g) Mental Health
- h) Families (households with children/expectant mother)

12.30 Each pathway demonstrates the housing journey and support of a cohort. The pathway is as much about the support provided to the individual as the accommodation. A challenge to the council and accommodation providers is to ensure that there are adequate support services against a backdrop of services having been constantly curtailed over many years. The right support at the right time is crucial to ensuring that individuals are supported through the pathway.

12.31 Each individual or household presenting as homeless to the service will receive a full housing assessment by the council's housing option team. This assessment is holistic based, it's not only their housing situation but also based on their support needs taking an asset strengths-based approach. This assessment will determine what housing pathway that individual/household will follow.

12.32 It is important to note that an individual or a household's pathway isn't always seamless, and many may experience challenges throughout their housing pathway which means their housing can be more complex to resolve and sustain.

12.33 The final aim of the Housing pathway is to sustain their initial and move on accommodation into independent living.

12.34 The pathways outlined in Appendix 4 will be reviewed and updated annually through the Homelessness Forum.

12.35 **Challenges**

- 12.36 Central government funding to prevent homelessness and reduce rough sleeping is guaranteed until March 2025. In April 2025 rough sleepers' initiative (RSI) funding ceases and the HPG will reduce as outlined in Appendix 2. The council will need to review what services it continues to support whilst ensuring all statutory functions are fully funded. This heightens the risk of an increase in people sleeping rough and reduction in early intervention and preventative services.
- 12.37 Whilst alternative provision is sought to compensate for the closure of West View House, with demand increasing quicker than the council can replenish supply there is an increased risk of individuals sleeping rough or needing interim accommodation, depending on what housing duty is owed. Since 2020 the council alongside voluntary agencies and partners have worked effectively in partnership to reduce entrenched rough sleeping and it is now at a low transitional level. With the demand of accommodation being greater than supply the risk is that more individuals will need to sleep rough. The longer an individual spends sleeping rough means they are more at risk of developing mental and physical ill health and addiction. The increase in the numbers of individuals sleeping rough has a wider impact on public services and the community.
- 12.38 If the Renters Reform Bill is enacted this could potentially reduce the availability of private rentals to prevent homelessness. In Quarter 1 of 24/25, households accessing the private rented sector was the housing option most successful in preventing homelessness. There is a strong possibility that landlords may wish to vacate the rental market pre the Renters Reform Bill and serve notice on their current tenants, therefore increasing approaches to the council and may reduce the availability of suitable accommodation to prevent homelessness.
- 12.39 In October 2023, the former government announced earlier prison release for certain sentenced prisoners which comes into effect in September 2024. Which means a certain cohort of prisoners will be released after serving 40% of their sentence rather than 50%. The impact on the number of increased homelessness presentations as a result of this for the council is not yet known. Tranche 1 did not impact Winchester; the impact of Tranche 2 is not yet known.
- 12.40 The monthly payments to the hosts for Ukrainian guests under the Homes for Ukraine (HFU) scheme have not yet been agreed to be extended beyond the 3 year expiry date. There is a possibility that from March 2025 the first hosts could see their payments stopped. There are still 80 households accommodated with hosts across the Winchester district. The resettlement team are working alongside the hosts and guests to minimise the impact this may have on homeless approaches to the council.

12.41 The former government agreed in 2000 that asylum seekers awaiting the outcome of their claim for asylum need to be dispersed across the country, so it involves all local authorities to get greater equity in asylum dispersal and the full engagement of every single local authority to take a number of asylum seekers. Winchester's district quota is to support 91 individual asylum seekers, the original target was due to be met by December 2023. If Refugee status is granted then the individual can approach the council for assistance.

12.42 For each bed space procured by Ready Homes the council receives a one-off payment of £3,500 per bed space. If 91 bedspaces are procured, the council would receive a total of £318,500. The money can then be spent on assisting all households who approach the council as threatened with homelessness or sleeping rough.

13 OTHER OPTIONS CONSIDERED AND REJECTED

13.1 Do nothing and incur an increase in emergency accommodation, at a **minimum** gross cost of £166,000 as outlined in Appendix 1 first data set and a possible maximum gross cost of £999,000

13.2 To backfill the Social Inclusion funding for West View but future homeless prevention grant funding is not guaranteed, and this will have a significant impact on all our other prevention activities as highlighted in the financial assessment, Appendix 1.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

[BHP48 Accommodation Strategy for Homeless Households.docx](#)

Other Background Documents:-

[CAB3393\(H\) Preventing Homelessness Grant Spending Plan 23-24](#)

[CAB3449\(H\) Homelessness Prevention Grant Allocation-Trinity](#)

Housing Strategy

<https://democracy.winchester.gov.uk/documents/s26877/CAB3410H%20Housing%20Strategy.pdf>

Preventing Homeless and Rough Sleepers Strategy 2019-2024

https://www.winchester.gov.uk/assets/attach/25843/8210d-preventing_homelessness-v5_web.pdf

APPENDICES:

Appendix 1- Data set demonstrating supply and demand for accommodation

Appendix 2- Financial forecast of Homeless Prevention provision as of July 2024

Appendix 3- List of current TA available in the District of Winchester

Appendix 4- Homelessness/Housing Pathways

Appendix 5- Consultation on the Housing Proposals

Appendix 6-Equality Impact Assessment

CAB3472(H) – Appendix 1

Original data set

Demand	22/23 Q1	22/23 Q2	22/23 Q3	22/23 Q4	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	24/25 Q3	24/25 Q4
Carry over demand from previous quarter		-12	-26	-30	-39	-13	4	8	59	134	228	348
Single/couples homeless or at risk of homelessness	55	63	64	58	52	59	66	103	121	98	118	142
Households with children homeless or at risk of homelessness	13	28	34	34	34	26	29	38	44	57	68	82
Households no longer requiring our assistance	10	9	18	12	3	5	20	10	30	42	50	60
Remained in existing accommodation	11	11	6	14	1	11	7	36	5	6	7	8
Decant from Westview	0	0	0	0	0	0	0	0	0	12	5	0
total % with support needs	60%	61%	52%	54%	74%	67%	69%	71%	77%	82%	81%	83%
Demand in	89	111	122	118	90	101	122	187	200	215	248	292
Net Demand (-no longer req & remained)	68	91	98	92	86	85	95	141	165	167	191	224
Total Demand (including carry over from previous quarter)	68	79	72	62	47	72	99	149	224	301	419	572
Supply	22/23 Q1	22/23 Q2	22/23 Q3	22/23 Q4	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	24/25 Q3	24/25 Q4
Total Demand in	68	79	72	62	47	72	99	149	224	301	419	572
Milford House	10	11	12	12	11	10	12	13	11	11	11	11
Gordon Watson	1	3	3	4	3	5	4	1	3	4	3	3
Westview	6	7	9	4	2	4	3	7	0	0	0	0
84-86 Sussex Street	1	1	4	3	2	3	3	2	3	0	0	0
Westgate	1	0	1	0	1	0	0	0	0	0	1	0
Quakers	0	1	2	0	1	1	4	2	0	1	1	0
Emmaus	0	0	0	0	0	0	0	0	0	0	0	0
Bradbury view (Trinity)	0	0	0	1	2	3	2	2	1	1	1	1
The Beacon	2	4	2	4	1	3	8	13	18	3	3	3
Alleyne (Trinity)	0	0	0	1	0	0	1	0	3	1	1	1
Lenthill Court	3	2	2	2	1	2	1	4	3	2	2	2
Brittany House	0	5	2	2	2	1	4	2	1	2	2	2
Pepper Pot Family Temporary Accommodation Unit	0	3	1	2	2	6	4	6	5	2	2	2
1 KHC	0	0	0	0	0	0	1	1	3	1	1	1
Rematching (HFU)	2	7	18	21	2	3	5	1	1	3	3	3
PRS (with financial assistance)	7	6	6	8	3	6	5	10	5	6	6	6
PRS (without financial assistance)	10	11	13	4	6	4	10	8	13	4	4	4
HHC (allocated social housing direct from approach)	37	44	27	33	21	17	24	18	20	29	30	30
59 Colebrook Street	0	0	0	0	0	0	0	0	0	0	0	0
Housing First	0	0	0	0	0	0	0	0	0	3	0	0
Total supply	80	105	102	101	60	68	91	90	90	73	71	69
Surplus (-) / Deficit of supply over demand	-12	-26	-30	-39	-13	4	8	59	134	228	348	503
Of which:												
Rough Sleeping	11	8	8	11	11	21	12	9	23	28	34	41
In prevent or relief duty in existing accommodation or family/friends								25	106	94	113	136
Bed & Breakfast	4	5	4	5	2	10	7	5	5	6	7	9
Potential additional demand for B&B										100	194	317

CAB3472(H) – Appendix 1

Dataset 2

Demand	22/23 Q1	22/23 Q2	22/23 Q3	22/23 Q4	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	24/25 Q3	24/25 Q4	
Carry over demand from previous quarter			-12	-26	-30	-39	-13	4	8	59	134	207	301
Single/couples homeless or at risk of homelessness	55	63	64	58	52	59	66	103	121	98	118	142	
Households with children homeless or at risk of homelessness	13	28	34	34	34	26	29	38	44	57	68	82	
Households no longer requiring our assistance	10	9	18	12	3	5	38	10	30	42	50	60	
Remained in existing accommodation	11	11	6	14	1	11	7	36	5	6	7	8	
Decant from Westview	0	0	0	0	0	0	0	0	0	12	5	0	
total % with support needs	60%	61%	52%	54%	74%	67%	69%	71%	77%	82%	81%	83%	
Demand in	89	111	122	118	90	101	140	187	200	215	248	292	
Net Demand (-no longer req & remained)	68	91	98	92	86	85	95	141	165	167	191	224	
Total Demand (including carry over from previous quarter)	68	79	72	62	47	72	99	149	224	301	398	525	
Supply	22/23 Q1	22/23 Q2	22/23 Q3	22/23 Q4	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	24/25 Q3	24/25 Q4	
Total Demand in	68	79	72	62	47	72	99	149	224	301	398	525	
Milford House	10	11	12	12	11	10	12	13	11	14	14	14	
Gordon Watson	1	3	3	4	3	5	4	1	3	5	4	4	
Westview	6	7	9	4	2	4	3	7	0	0	0	0	
84-86 Sussex Street	1	1	4	3	2	3	3	2	3	2	3	2	
Westgate	1	0	1	0	1	0	0	0	0	0	1	6	
Quakers	0	1	2	0	1	1	4	2	0	1	1	0	
Emmaus	0	0	0	0	0	0	0	0	0	0	0	0	
Bradbury view (Trinity)	0	0	0	1	2	3	2	2	1	1	4	1	
Trinity modular move-on	0	0	0	0	0	0	0	0	0	0	0	0	
The Beacon	2	4	2	4	1	3	8	13	18	3	3	3	
Alleynes (Trinity)	0	0	0	1	0	0	1	0	3	1	1	1	
Lenthill Court	3	2	2	2	1	2	1	4	3	3	3	3	
Brittany House	0	5	2	2	2	1	4	2	1	3	3	3	
Pepper Pot Family Temporary Accommodation Unit	0	3	1	2	2	6	4	6	5	3	3	2	
1 KHC	0	0	0	0	0	0	1	1	3	1	2	1	
Housing First (WCC)	0	0	0	0	0	0	0	0	0	0	0	2	
Rematching (HFU)	2	7	18	21	2	3	5	1	1	3	3	3	
PRS (with financial assistance)	7	6	6	8	3	6	5	10	5	6	6	6	
PRS (without financial assistance)	10	11	13	4	6	4	10	8	13	4	4	4	
HHC (allocated social housing direct from approach)	37	44	27	33	21	17	24	18	20	40	41	41	
59 Colebrook Street	0	0	0	0	0	0	0	0	0	1	1	1	
Housing First	0	0	0	0	0	0	0	0	0	3	0	0	
Quakers Move-on	0	0	0	0	0	0	0	0	0	0	0	2	
Total supply	80	105	102	101	60	68	91	90	90	94	97	99	
Bed and Breakfast	4	5	4	5	2	10	7	5	5	10	15	20	
Surplus (-) / Deficit of supply over demand	-12	-26	-30	-39	-13	4	8	59	134	207	301	426	
Of which:													
Rough Sleeping	11	8	8	11	11	21	12	9	23	28	34	41	
In prevent or relief duty in existing accommodation or family/friends								25	106	94	113	136	
Bed and Breakfast	4	5	4	5	2	10	7	5	5	6	5	5	
Potential additional demand for B&B										79	149	244	

Appendix 2 - Financial forecast of Homeless Prevention provision as of September 2024

	23-24 actual £	24-25 £	25-26 £	26-27 £
Income				
RSI	63,207	96,000	0	0
HPG (2 tranches of HPG was allocated in 24/25)	597,083	601,495	303,000	303,000
HCC contribution to SI (Beacon)	24,500	24,500	24,500	0
Safe Accommodation Domestic abuse Support	36,285	50,219	0	0
Home Office Asylum Dispersal Funding	37,500	34,000	0	0
Total Income	758,575	806,214	327,500	303,000
Expenditure				
Social Inclusion	(50,000)	(50,000)	0	0
Committed RSI spend	(74,002)	(96,000)	(50,000)	(51,000)
FPG	(33,041)	(60,000)	(60,000)	(60,000)
Beacon top-up from SI cuts	(40,233)	(40,233)	(40,233)	(40,233)
Beacon HCC Funding	(24,500)	(24,500)	(24,500)	0
Beacon & Trinity Core grant (previously from Communities budget)	(68,000)	(68,000)	(68,000)	(68,000)
Proposed Trinity grant-one-off	(60,000)	0	0	0
Vulnerable renters' tenancy sustainment post	(32,250)	(42,914)	(45,127)	(47,373)
Housing Options Officer-grade 5-Post 1771 S Talukdar	(55,348)	(57,431)	(58,855)	(60,502)
Housing Options Officer-grade 5--Post 1838 E Pollard	(39,537)	(50,247)	(51,467)	(52,792)

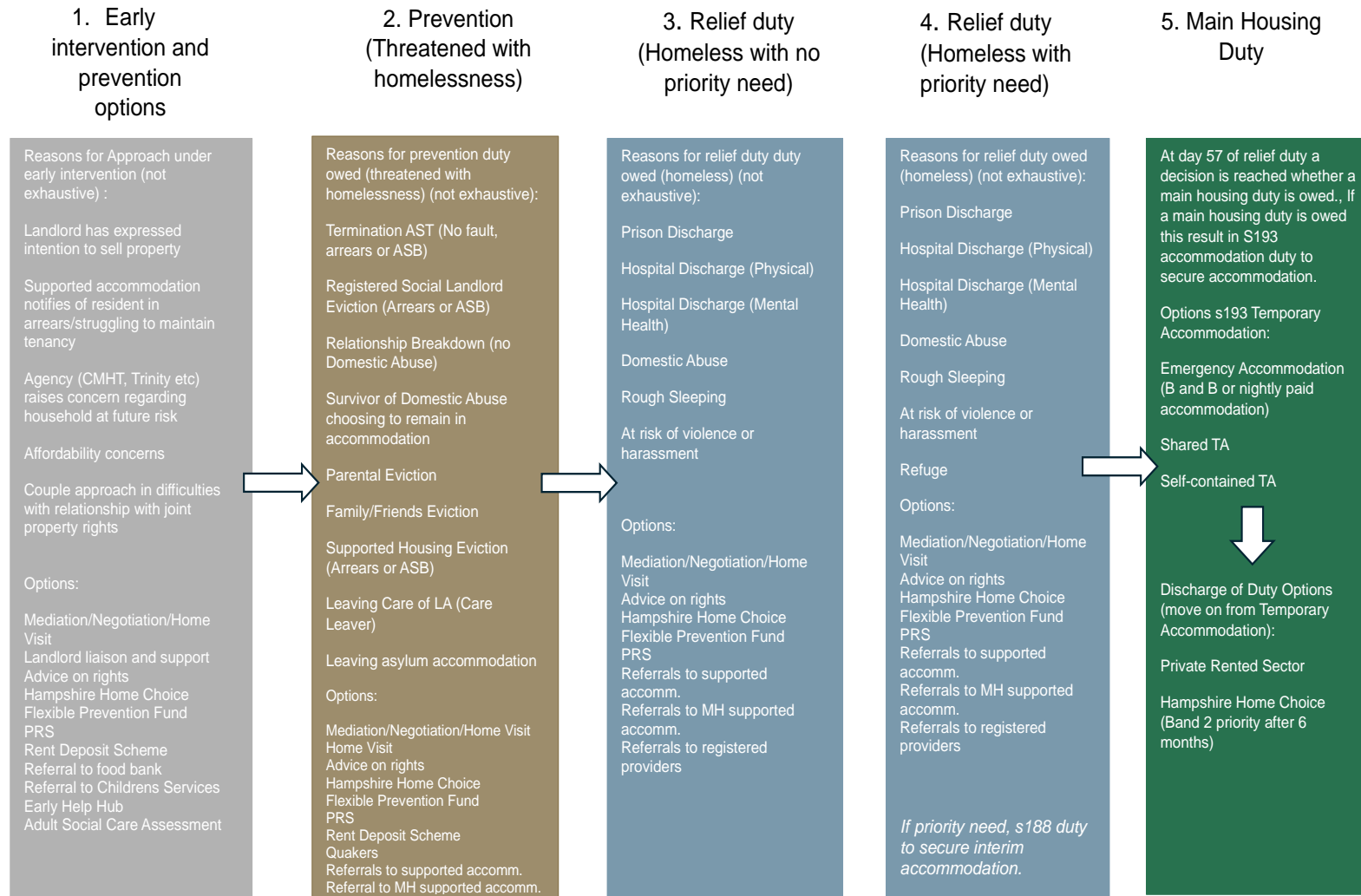
Strategic Housing Officer-grade 4-Post 1841 H Cadman	(24,160)	(41,193)	(41,934)	(42,914)
Outreach post-grade 4-Post 1853 J Banks	(25,413)	(43,009)	(44,314)	(45,581)
Senior Officer uplift-Post 1081	(9,500)	(10,408)	(10,408)	(10,408)
Young peoples beds	(10,000)	(9,000)	0	0
Civica IT costs (Homelessness case management system)	0	(5,200)	(5,200)	(5,200)
SWEP and Cold weather payments	0	(10,000)	(10,000)	(10,000)
Bed and breakfast (non-SWEP)	(23,677)	(20,000)	(20,000)	(20,000)
Homelessness out of hours provision	0	(11,200)	(11,424)	(11,652)
Mental Health Practitioner	(50,000)	(50,000)	0	0
Outstanding gas bill from Everyone In	0	0	0	0
Domestic Abuse recharge for staff costs to HRA	(36,285)	(50,219)		
Additional officer- Grade 4			(50,000)	(50,000)
CNN-out source			(33,000)	(33,000)
IN House - Housing First			(50,000)	(50,000)
Other actuals from Financials funded:				
Agency costs	(14,336)			
Other employee costs	(21,538)			
Provision for bad and doubtful debts	16,648			
Total expenditure	(675,172)	(739,554)	(674,462)	(658,655)
Surplus/(deficit)	83,403	66,660	(346,962)	(355,655)
Opening reserve balance	878,643	962,046	1,028,706	681,744
Closing reserve balance	962,046	1,028,706	681,744	326,089

Appendix 3 – List of current TA available in the District of Winchester

Accommodation	No of bed spaces provided
Milford House (WCC Temporary Accommodation)	20
Gordon Watson House (WCC Temporary Accommodation)	14
West View House (A2Dominion- Until April 2025)	29
84-86 Sussex Street (Two Saints)	13
Westgate Place (A2Dominion – part of HCC young persons' provision until December 2024)	2
Quakers	7
Emmaus	30
Bradbury View (Trinity)	12
The Beacon	10
Alleyne House (Trinity)	7
Lent Hill Court (WCC Temporary Accommodation)	9
Brittany House (WCC Temporary Accommodation)	6
Pepper pot Temporary Accommodation units (WCC Temporary Accommodation)	28
1 King Harold Court (WCC Temporary Accommodation)	3
17 East Acre (WCC Temporary Accommodation)	4
59 Colebrook Street (WCC Temporary Accommodation)	6

Appendix 4 – Housing Pathways

OVERARCHING HOMELESSNESS PATHWAY



DOMESTIC ABUSE PATHWAY

1. Early intervention and prevention options

DASH process
MARAC/HRDA
Multi-agency work (Police, ASC)

Trinity – Womens Service
National Domestic Abuse helpline
Womens Aid

Stop Domestic Abuse Services
Hampton Trust
IDVA

2. Options to prevent or relieve homelessness

To remain in accommodation:
Target Hardening – Blue lamp/Landlord Management move

To remain in accommodation:
Non-molestation order
Occupation Order
Injunction

To leave accommodation:
Refuge
Support to approach other LA
Referral to other LA

To leave accommodation:
Private Rented Sector
Quakers
Rent Deposit/Flexible Prevention Grant

To leave accommodation:
Hampshire Home Choice (Management move/Health and welfare)

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA
High need
One bedroom unit
Pepper pot units

Shared TA
Medium need
Large units with security – Milford/Barnes

House
HMO

Shared TA
Low need
HMOs

Emergency Accommodation
Emergency bed (Trinity)
Bed and Breakfast/Nightly paid accommodation

4. Move-on from Temporary Accommodation

Social Housing via Hampshire Home Choice
Band 2 priority
Tenancy Ready Programme

Private Rented Sector
Rent Deposit Scheme
Flexible Prevention Grant

Activity and Support

IDVA (Sdas)
Victim Support (Police)
Counselling service (The Beacon and Trinity)
Homeless Practitioners (Trinity)
Tenancy coach (Trinity)
Recovery worker (Trinity)
Learning manager (Trinity)
Mental Health Practitioner (WCC)
Complex Needs Navigator (Trinity)
Move-on and development coach (Trinity)
Tenancy ready programme (The Beacon)
Tenancy sustainment support officer (WCC)
Tenancy Ready officer (WCC)
Temporary Accommodation Team (WCC)
Complex Needs Navigator (Mental Health Practitioner)
Housing manager (Trinity)
Tenancy support worker (Trinity)
Night worker (Trinity)
Support Worker (Sussex Street)
Housing First Worker (A2Dominion)
Winchester Basics Bank
BID Rangers

CARE LEAVERS PATHWAY

2. Early intervention and prevention options

HCC Care leavers protocol
Intentional Homelessness Protocol
Hampshire Care Leavers working group

Duty To Refer process
Pathways meetings
Basics Bank
Advice and Signposting – all services

Childrens' Services
Personal Advisor
Homelessness Prevention Team (CS)

Activity and Support

Personal Advisor (Care Leavers Team)
Homelessness Prevention Advisors (Care Leavers Team)
Winchester Basics Bank
BID Rangers
Support workers (Trinity)
Homelessness Practitioners (Trinity)
Support worker (The Beacon)
Tenancy sustainment support officer (WCC)
Temporary Accommodation Team (WCC)
Complex Needs Navigator (Trinity)
Mental Health Practitioner (WCC)

2. Options to prevent or relieve homelessness

Outreach - The Beacon
Childrens Services personalised budgets
Hampshire Home Choice

Private Rented Sector
Quakers
Rent Deposit
Flexible Prevention Grant

Accommodation – Low level
Emmaus
Alleyne House

Accommodation – Medium
The Beacon
Sussex Street

Accommodation – High
Bradbury View
Supported Lodgings
Westgate Place
Amber Project

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA (High)
One bedroom unit
Pepperpot units

Shared TA (Medium)
Large units with security – Milford/Barnes
House HMO

Shared TA (Low)
HMOs

Emergency Accommodation
Emergency bed (Trinity)
Bed and Breakfast/Nightly paid accommodation

4. Move-on from Temporary Accommodation

Social Housing via Hampshire Home Choice
Band 2 priority
Tenancy Ready Programme
All providers - monthly 121 meetings with SHOO to determine move-on

Private Rented Sector
Quakers
Rent Deposit Scheme
Flexible Prevention Grant
1 bed rate as a care leaver up until 25

The Beacon
12 rooms in move-on houses with ongoing support for all individuals

OVER 55's PATHWAY

Activity and Support

Counselling service (The Beacon and Trinity)
 Homeless Practitioners (Trinity)
 Tenancy coach (Trinity)
 Recovery worker (Trinity)
 Learning manager (Trinity)
 Mental Health Practitioner (WCC)
 Complex Needs Navigator (Trinity)
 Housing manager (Trinity)
 Tenancy support worker (Trinity)
 Night worker (Trinity)
 Support Worker (Sussex Street)
 Tenancy Ready officer (WCC)
 Temporary Accommodation Team (WCC)
 Complex Needs Navigator (Mental Health Practitioner)
 Move-on and development coach (Trinity)
 Tenancy ready programme (WCC)
 Tenancy sustainment support officer (WCC)
 Winchester Basics Bank
 St Johns Charity
 Housing 21 (Housing Officer)

3. Early intervention and prevention options

Adult Services – Care Act Assessments
 Winchester Basics Bank

Flexible Prevention Grant
 Landlords Tenancy sustainment services

2. Options to prevent or relieve homelessness

Hampshire Home Choice
 Extra Care Accommodation
 Sheltered Accommodation
 Other providers (not HHC)
 Housing 21
 St Johns Charity

Private Rented Sector
 Quakers
 Rent Deposit
 Flexible Prevention Grant

Accommodation – Low level
 Emmaus
 Alleyne House

Accommodation – Medium
 The Beacon
 Sussex Street

Accommodation – High
 Bradbury View

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA (High)
 One bedroom unit
 Pepperpot units

Shared TA (Medium)
 Large units with security – Milford/Barnes
 House
 HMO

Shared TA (Low)
 HMOs

Emergency Accommodation
 Emergency bed (Trinity)
 Bed and Breakfast/Nightly paid accommodation

4. Move-on from Temporary Accommodation

Social Housing via Hampshire Home Choice
 Band 2 priority
 Tenancy Ready Programme

Private Rented Sector
 Rent Deposit Scheme
 Flexible Prevention Grant

SINGLE HOMELESS PATHWAY

4. Early intervention and prevention options

Daily Outreach – WCC officer
Outreach support – Beacon
window 24/7
Basics Bank

Duty To Refer process
Pathways meetings
Tenancy Sustainment
Officer/Services

SHOO monthly meetings
with partners to identify
any individuals at risk
Care Act Assessment

Flexible Prevention Grant
Household Support Fund
Rough Sleeping Initiative
funding

Activity and Support

Counselling service (The Beacon and Trinity)
Homeless Practitioners (Trinity)
Tenancy support (Trinity & Beacon)
Recovery worker (Trinity)
Learning manager (Trinity)
Mental Health Practitioner (WCC)
Complex Needs Navigator (Trinity)

2. Options to prevent or relieve homelessness

Mediation/Negotiation/Home Visits
Flexible Prevention Grant/RSI funding
Hampshire Home Choice

Private Rented Sector
Quakers
Rent Deposit

Accommodation –
Low need
Emmaus
Alleyne House

Accommodation –
Medium need
The Beacon
Sussex Street

Accommodation –
High need
Bradbury View
Housing First

Housing manager (Trinity)
Tenancy support worker (Trinity)
Night worker (Trinity)
Tenancy Support (Beacon)
Support Worker (Sussex Street)
Housing First Worker (A2Dominion)

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA
High need
One bedroom units
Pepperpot units

Shared TA
Medium need
Large units with security –
Milford House/GWH
House
HMO

Shared TA
Low need
HMOs

Emergency
Accommodation
Emergency bed (Trinity)
Bed and Breakfast/Nightly
paid accommodation

Tenancy Ready officer (WCC)
Temporary Accommodation Team (WCC)
Complex Needs Navigator (Mental Health Practitioner)

4. Move-on from Temporary Accommodation

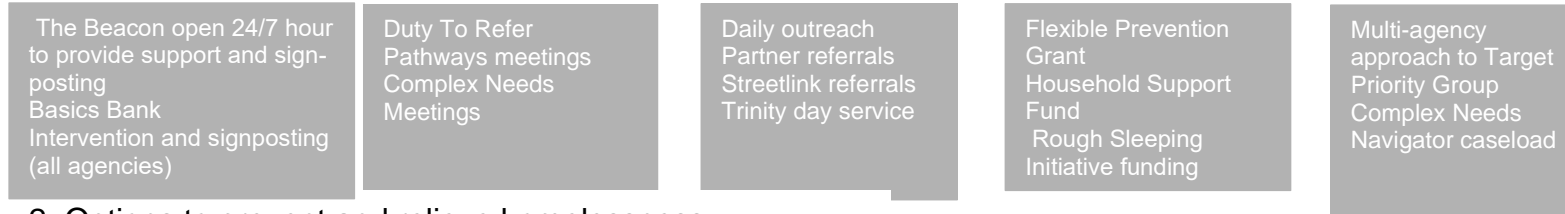
Social Housing via Hampshire Home Choice
Band 2 priority
Tenancy Ready Programme

Private Rented Sector
Quakers
Rent Deposit Scheme
Flexible Prevention Grant

Move-on and development coach (Trinity)
Tenancy ready programme (WCC)
Tenancy sustainment support officer (WCC)

ROUGH SLEEPING PATHWAY

5. Early intervention and prevention options



Activity and Support

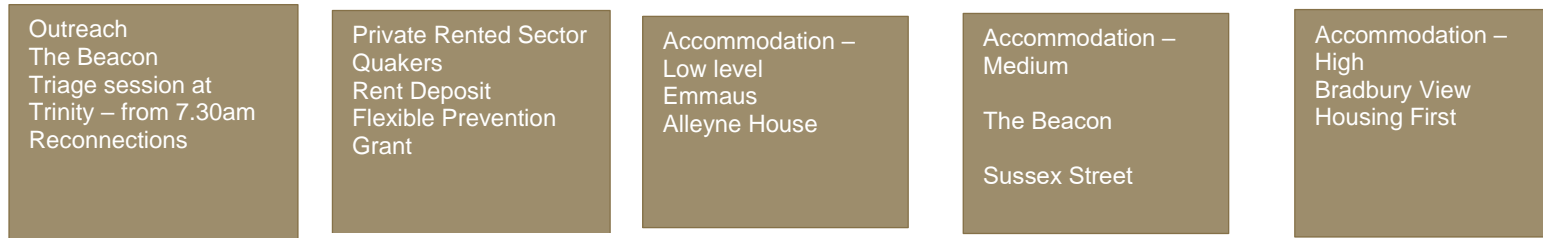
Counselling service (The Beacon and Trinity)
Homeless Practitioners (Trinity)
Tenancy coach (Trinity)
Recovery worker (Trinity)
Learning manager (Trinity)
Mental Health Practitioner (WCC)
Complex Needs Navigator (Trinity)

Bid Rangers
Housing manager (Trinity)
Tenancy support worker (Trinity)
Tenancy Support (The Beacon)
Night worker (Trinity)
Support Worker (Sussex Street)
Housing First Worker (A2Dominion)

Tenancy Ready officer (WCC)
Temporary Accommodation Team (WCC)
Complex Needs Navigator (Mental Health Practitioner)

Tenancy sustainment support officer (WCC)

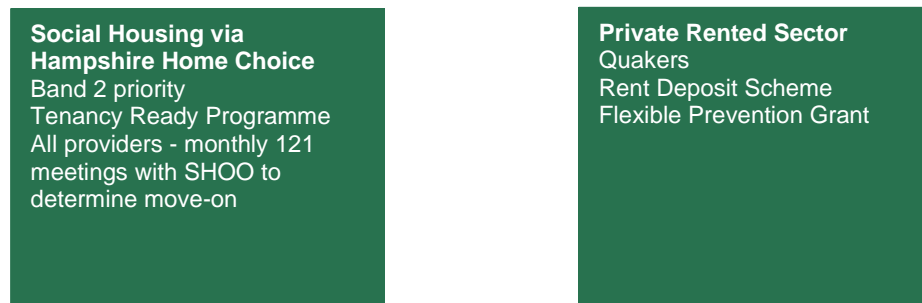
2. Options to prevent and relieve homelessness



3. Temporary Accommodation (Main Housing Duty)

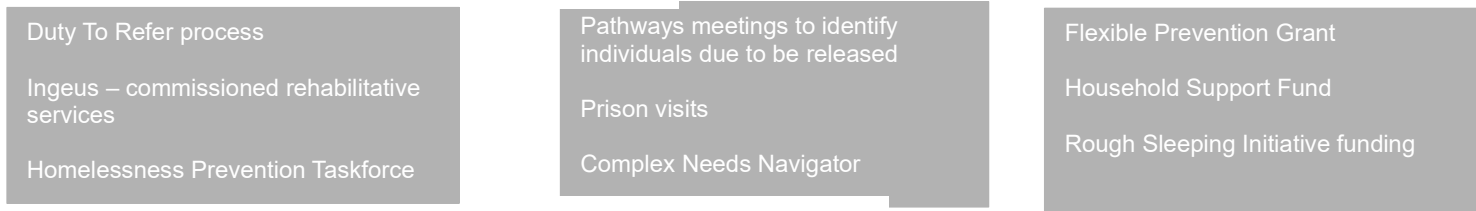


4. Move-on from Temporary Accommodation



PRISON LEAVERS PATHWAY

1. Early intervention and prevention options



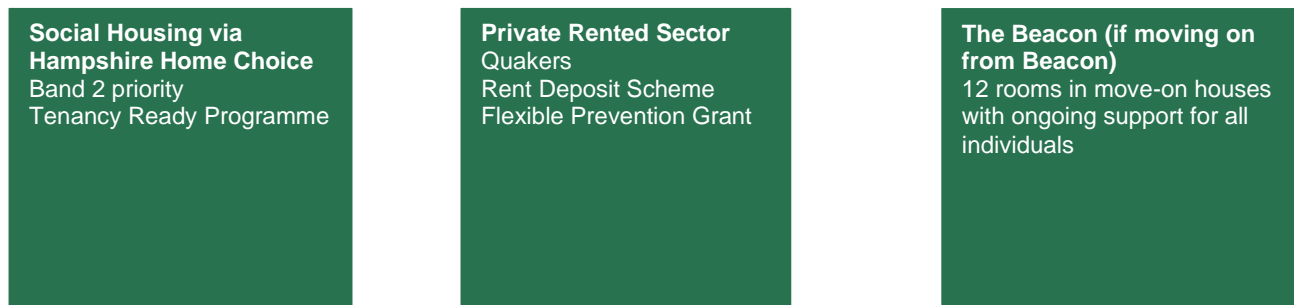
2. Options to prevent and relieve homelessness



3. Temporary Accommodation (Main Housing Duty)



4. Move-on from Temporary Accommodation



Activity and Support

- Counselling service (The Beacon and Trinity)
 - Homeless Practitioners (Trinity)
 - Mental Health Practitioner (WCC)
 - Complex Needs Navigator (Trinity)
 - Ingeus
 - Probation
 - Homelessness Prevention Taskforce
-
- Housing manager (Trinity)
 - Tenancy support worker (Trinity)
 - Night worker (Trinity)
 - Support Worker (Sussex Street)
 - Housing First Worker (A2Dominion)
 - Support workers (The Beacon)
-
- Tenancy Sustainment officer (WCC)
 - Temporary Accommodation Team (WCC)
 - Complex Needs Navigator (Trinity)
 - Mental Health Practitioner (WCC & Southern Health)
-
- Move-on and development coach (Trinity)
 - Tenancy ready programme (The Beacon)
 - Tenancy sustainment support officer (WCC)

MENTAL HEALTH PATHWAY

6. Early intervention and prevention options

Mental Health Practitioner based at WCC
Care Act assessments

Duty To Refer process
Pathways meetings
Trusted assessor process

SHOO monthly meetings with partners to identify any individuals at risk

Flexible Prevention Grant
Household Support Fund

Activity and Support

Counselling service (The Beacon and Trinity)
Homeless Practitioners (Trinity)
Tenancy coach (Trinity)
Recovery worker (Trinity)
Learning manager (Trinity)
Mental Health Practitioner (WCC)
Complex Needs Navigator (Trinity)

2. Options to prevent or relieve homelessness

Mediation/Negotiation/Home Visits
Flexible Prevention Grant
Hampshire Home Choice

Private Rented Sector
Quakers
Rent Deposit
Flexible Prevention Grant

Accommodation – Low need
Emmaus
Alleyne House

Accommodation – Medium need
The Beacon
Sussex Street

Accommodation – High need
Mental Health accommodation
Bradbury View
Housing First

Housing manager (Trinity)
Tenancy support worker (Trinity)
Tenancy support worker (Beacon)
Night worker (Trinity)
Support Worker (Sussex Street)
Housing First Worker (A2Dominion)

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA
High need
One bedroom unit
Pepperpot units

Shared TA
Medium need
Large units with security – Milford/Barnes

House
HMO

Shared TA
Low need
HMOs

Emergency Accommodation
Emergency bed (Trinity)
Bed and Breakfast/Nightly paid accommodation

Tenancy Ready officer (WCC)
Temporary Accommodation Team (WCC)
Complex Needs Navigator (Mental Health Practitioner)

4. Move-on from Temporary Accommodation

Social Housing via Hampshire Home Choice
Band 2 priority
Tenancy Ready Programme

Private Rented Sector
Quakers
Rent Deposit Scheme
Flexible Prevention Grant

Move-on and development coach (Trinity)
Tenancy ready programme (The Beacon)
Tenancy sustainment support officer (WCC)

FAMILY PATHWAY

7. Early intervention and prevention options

Early Help Hub
Childrens' Services
Basics Bank

Duty To Refer process

Flexible Prevention Grant
Household Support Fund

Activity and Support

Counselling service (The Beacon and Trinity)
Homeless Practitioners (Trinity)
Tenancy coach (Trinity)
Recovery worker (Trinity)
Learning manager (Trinity)
Mental Health Practitioner (WCC)

2. Options to prevent or relieve homelessness

Mediation/Negotiation/Home Visits – remain with family/friends

Flexible Prevention Grant

Hampshire Home Choice

Private Rented Sector
Quakers
Rent Deposit
Flexible Prevention Grant

Housing manager (Trinity)
Tenancy support worker (Trinity)

3. Temporary Accommodation (Main Housing Duty)

Self-contained TA
High need
Lent Hill Court

Shared TA
Medium need
Pepper pot units
Brittany House

Shared TA
Low need
Pepper pot units
Brittany House

Emergency Accommodation
Bed and Breakfast/Nightly paid accommodation

Tenancy Ready officer (WCC)
Temporary Accommodation Team (WCC)

4. Move-on from Temporary Accommodation

Social Housing via Hampshire Home Choice
Band 2 priority
Tenancy Ready Programme

Private Rented Sector
Quakers
Rent Deposit Scheme
Flexible Prevention Grant

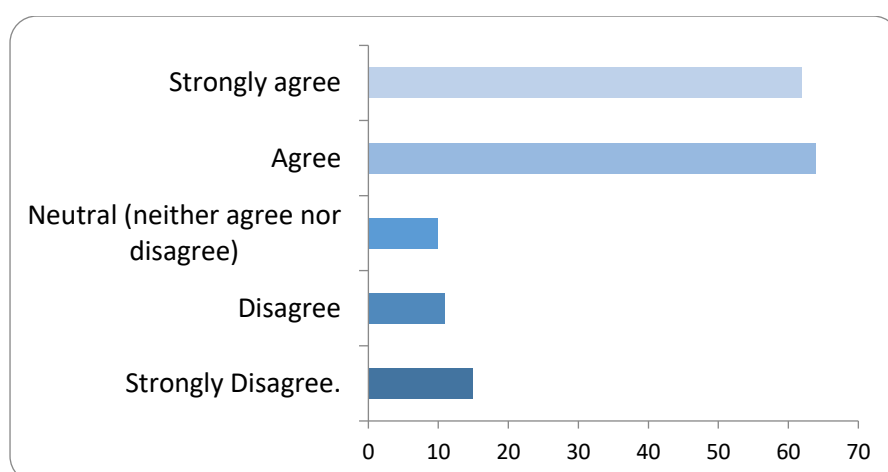
Tenancy ready programme (WCC)
Tenancy sustainment support officer (WCC)

Appendix 5 - Consultation

Proposal 5: To amend the Council' lettings policy in respect of Sheltered Accommodation.

Residents consultation on proposal 5

One thousand and sixty-four Winchester Hampshire Home Choice applicants were sent a questionnaire asking whether they agreed or disagreed with the proposals outlined in Option 5 (as outlined in point 11.22 of the paper), which is to reduce the minimum age requirement for WCC sheltered accommodation from 60 to 55. One hundred and sixty-two applicants responded to the questionnaire and the findings were as follows.



Option	Total	Percent
Strongly agree	62	38.27 %
Agree	64	39.5%
Neutral (neither agree nor disagree)	10	6.17%
Disagree	11	6.79%
Strongly Disagree.	15	9.26%
Not Answered	0	0.00%

Most respondents that strongly agreed were between the ages of 45-64, 23 of these were aged between 45-54 and 39 were aged between 55-64. This is not surprising as the change would benefit this age group. Out of the 15 who strongly disagreed, 5 were aged 75+

Tenants consultation on proposal 5

Two focus groups were held in 2 sheltered housing schemes and covered residents of 4 schemes, this was to discuss and consider the option outlined in 11.22, the option was outlined by council staff and there was good discussion and debate. In conclusion overall the residents were supportive of the proposed change, however there were

some concerns noted regarding perceived increase in anti-social behaviour and officers received feedback such as:

'Why wouldn't you lower the age? We downsized from a 3-bedroom house and would like to have done this before the age of 60'

'This option makes sense as lots of people aged 55-60 are still in need to settled accommodation, I'd be glad to see it lowered'

'It is a good idea, but it would need to be managed effectively so it doesn't change the dynamics of the scheme'

'as long as it doesn't interfere with our relaxed lifestyle'

'we have concerns that if the age was lowered there would be an increase in anti-social behaviour and older residents would become more isolated'

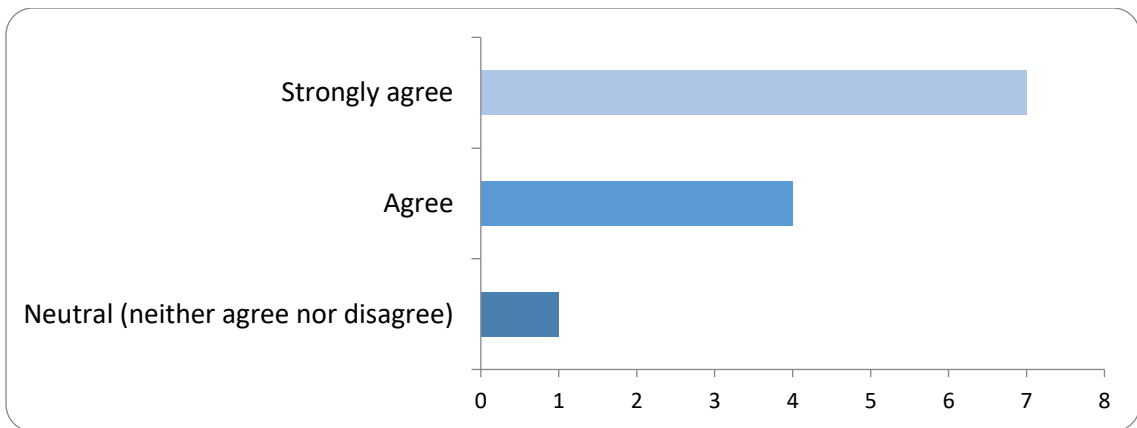
All the registered providers who are full members of Hampshire Home Choice as well as organisations such as St Johns and Housing 21 were sent a questionnaire. Thirteen of those who were sent a questionnaire, twelve organisations responded and 58% Strongly agreed and 33% agreed and no organisations disagreed or strongly disagreed. Feedback from the organisations included commentary such as:

'Reducing the age to 55 would offer consistency across the HHC region'

'It would bring WCC in line with the other sub-districts and is a useful tool for preventing homelessness'

The tables below demonstrates the response.

Option	Total	Percent
Strongly agree	7	58.33%
Agree	4	33.33%
Neutral (neither agree nor disagree)	1	8.33%
Disagree	0	0.00%
Strongly Disagree.	0	0.00%
Not Answered	0	0.00%



Partners consultation on all proposals and pathways

An additional pathways meeting was held on 16th August 2024 with our voluntary and statutory partners, inclusive of Trinity Winchester, The Beacon, A2 Dominion and Two Saints. This was to specifically discuss the options and pathways that are being recommended in this report. It was essential to work collaboratively with the agencies who will provide some of the accommodation and support within the pathways and to agree and adopt the matrix for low, medium and high need.

Partners providing accommodation and support agreed on the pathways into accommodation for single individuals with complex and other needs to ensure the most appropriate placements are made to those individuals requiring a level of support based on an assessment of their needs. This will ensure that placements are appropriate, and individuals are able to sustain accommodation and move-on successfully.

On the 13th September 2024 the council held a Homelessness Forum which was attended by cross party members, registered providers, private landlords, voluntary and statutory wider services and relevant council officers. The forum focused on the housing pathways, adding a positive contribution to them.

Winchester City Council
Equality Impact Assessment
Section 1 - Data Checklist

When undertaking your Equality Impact Assessment for your policy or project, it is important that you take into consideration everything which is associated with the policy or project that is being assessed.

The checklist below is to help you sense check your policy or project before you move to Section 2.

		Yes/No	Please provide details
1	Have there been any complaints data related to the policy or project you are looking to implement?	No	We haven't received any complaints regarding how the council has spent the grant previously
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	The council's Housing Options Staff, voluntary and Statutory partners and agencies, applicants on the housing register, residents of sheltered schemes, elected members have contributed to the content of the report.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	No, this report is inclusive to anyone threatened with homelessness, who is currently homeless or has a history of rough sleeping, applicants on Hampshire Home choice and sheltered housing residents. The Options and pathways outlined in the paper are more inclusive than current practice whilst years carrying over some of the good practice from previous years.
4	Do you have any concerns regarding the implementation of this policy or project? <i>(ie. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	No	Effective Monitoring will be put in place to ensure the pathways are implemented and how they are operating. Monthly monitoring is in place to monitor budgets that support the council's activity in this report.
5	Does any accessible data regarding the area which your work will address identify any	No	It will support anyone who is homeless, threatened with homelessness or rough sleeping

	areas of concern or potential problems which may impact on your policy or project?		regardless of their protective characteristics.
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	This is in addition to the yearly spending plan & review on how the local authority will spend of the annual Homeless Prevention Grant, which is allocated from the government. The council and Strategic Housing service has years of experience working the cohort mentioned in part 5, with government grants and has received various new grant allocations in the financial year 2023/24. Service Lead has experience at both district and county level.
7	Are there any other issues that you think will be relevant?	No	

Section 2 - Your Equality Impact Assessment form

Directorate:	Your Service Area:	Team:	Officer responsible for this assessment:	Date of assessment:
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Temporary accommodation and pathways plan.
2	Is this a new or existing policy?	No, we've previously supported households who are threatened with homeless, homeless or at risk of sleeping rough and providing Temporary accommodation.
3	Briefly describe the aim and purpose of this work.	<p>This report directly supports the council plan priority of delivering Homes for All.</p> <p>In October 2023 Hampshire County Council (HCC) announced a spending review to save £132 Million, to address their predicted budget shortfall. HCC currently fund some social inclusion services for vulnerable adults who would otherwise be</p>

	<p>homeless, throughout the Winchester District and the wider county.</p> <p>The social inclusion funding replaced Supported People funding and the funding has been diminishing since 2015. The changes propose that HCC withdraw all funding in relation to Social Inclusion from April 2025.</p> <p>Formal consultation with the wider community commenced in January 2024 and ended on 31st March 2024. The proposed change to social inclusion is 1 of 13 proposed spending changes to bridge the spending gap. The County Council has advised that a decision on the proposal in relation to the findings of the Future Services Consultation will be made in October.</p> <p>From HCC's social inclusion funding, the District of Winchester currently receives £337,211 to support 25 Bedspaces at West View House (managed by A2 Dominion) and 13 bedspaces at Sussex Street (managed by Two Saints), plus £24,5000 contribution to the Beacon Services. There are an additional 4 bed spaces at Westview, that are not covered in the social inclusion contract. The funding is supplemented by the council by the sum of £50,000 from the council's annual Homelessness Prevention Grant (HPG). The council have already backfilled some of the cuts to social inclusion funding that county implemented in April 2023 (CAB3393(H))</p> <p>A2 dominion, on the 31st July 2024 served notice to HCC on the contract to provide support and accommodation and this will cease on 30th April 2025. Regardless of the</p>
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		<p>outcome of county's decision regarding funding, Westview (29 bedspaces) will cease to run in its current format once the current occupants have been rehoused.</p> <p>The council has seen an increase in approaches for housing advice and assistance and households who are threatened with homelessness or homeless. There has been a 122% increase in approaches from Q1 of 23/24 compared to Q1 of 24/25. It is vital that the council plan to be able to respond to this increased need, by not only increasing provision of accommodation but ensuring the council is resourced and staffed sufficiently to respond.</p> <p>This paper informs Cabinet: Housing of the impact of the potential cuts and increased demand, outlining all the possible options to be adopted to help to mitigate the cuts and increase in demand of households who are threatened with homelessness or homeless alongside the housing challenges that the council will face. The paper also outlines 9 housing pathways & housing options for residents of the Winchester district, dependent upon their circumstances.</p>
4	What are the associated objectives of this work?	<p>Support the council to continue to meet its legislative duties under the Homelessness Reduction Act 2017.</p> <p>To prevent and end rough sleeping by increasing activities to prevent single household homelessness.</p> <p>Reduce the number of households living in temporary accommodation by maximising family homeless prevention opportunities.</p>

		To reduce the use of bed and breakfast and emergency accommodation for families providing more stable interim housing opportunities.
5	Who is intended to benefit from this work and in what way?	All residents of the Winchester District who are threatened with homelessness, homeless, history of or are rough sleeping, housing register applicants, residents of sheltered housing or seeking general housing advice.
6	What are the outcomes sought from this work?	To prevent homelessness, reduce the risk of homelessness and eradicate rough sleeping for residents of Winchester.
7	What factors/forces could contribute or detract from the outcomes?	External factors outside the control of the council could affect the outcome and delivery of the options and pathways due to the council having to respond to factors such as economic factors, the cost of living, consequences of the lifting of evictions after the pandemic and the possibility of no fault evictions, the war in Ukraine, full asylum dispersal, closure of Westview and the possibility of dwindling in services provided by partnering organisations that are delivering an intervention or support.
8	Who are the key individuals and organisations responsible for the implementation of this work?	Strategic Housing Service
9	Who implements the policy or project and who or what is responsible for it?	Strategic Housing Service

		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or communities?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible at free of point of delivery.

	s on the basis of race differently in a negative way?			
10b	What existing evidence (either presumed or otherwise) do you have for this?	WCC Census (2021) 93.6% residents are White, in 2024 92.3% of Housing options customers were White British compared to 85.9% in 2022, so other race groups would have been higher represented ensuring these ethnic groups are not negatively affected by the service.		
11a	Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible at free of point of delivery
11b	What existing evidence (either presumed or otherwise) do you have for this?	The latest data from our Homeless system show; 31% male (single or with children) 36% female (single or with children) 33% couples with children		
12a	Could the policy or project have the potential to affect individuals or communities on the	Y	N	Our partners, for example Trinity has disabled access to accommodation, they are key partners in delivering the interventions and pathways outlined in the report. All the organisations who are part of the housing pathway have their own equality polices.

	<p>basis of disability differently in a negative way?</p> <p><i>(you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Form of information</i> • <i>Time of interview or consultation event</i> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of</i> 			<p>All staff involved in the pathways have access to translation services, such as Big Word/Language Line</p> <p>Literature can be translated into different languages, larger type, Braille.</p> <p>The City Council's provide a homeless out of hours service available 24/7, 365 days of the year which can support residents who are risk of homelessness or sleeping rough.</p>
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	<i>interview)</i>			
1 2 b	What existing evidence (either presumed or otherwise) do you have for this?	2021 Census – 15.4% registered with a disability. Housing Options data in 2024 recorded 22.3% applicants registered with a physical disability (not including other disabilities) compared to 32.4% in 2022. Those with disabilities therefore are likely to have greater access to interventions through these pathways.		
1 3 a	Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, homes, sleeping rough or at risk of sleeping rough and is accessible at free of point of delivery.
1 3 b	What existing evidence (either presumed or otherwise) do you have for this?	2021 Census 90.1% Heterosexual 1.3% Gay or Lesbian 1.7% Bisexual 0.4% Other sexual orientations 6.6% not answered		
1 4 a	Could the policy or project have the potential to affect individuals on the basis of age differently in a negative way?	Y	N	No, the service will support anyone of any age. WCC and HCC have a joint working protocol for 16-17 year-olds who are at risk homelessness or who are homeless. The council funds an alternative project from the HPG for this cohort. Young person's beds as demonstrated in Appendix 3
1 4 b	What existing evidence	Funding two young person beds		

	(either presumed or otherwise) do you have for this?			
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, homes, sleeping rough or at risk of sleeping rough and is accessible at free of point of delivery
15b	What existing evidence (either presumed or otherwise) do you have for this?	Census 2021 48.6% Christian, 42.2% no Religion, 6.3% not answered, the remaining 2.9% Sikh, Muslim, Jewish, Hindu, Buddhist or Other. Not recorded on HCLIC		
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	No
16b	What existing evidence (either presumed or	Not currently recorded.		

	otherwise) do you have for this?			
1 7 a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	Interventions are in accordance with legislation, statute, the Council's Housing Strategy, Council's rough sleepers and homeless prevention strategy. The council also works within other legislation such as the as Matrimonial Act 1973, 1996 Family Law Act
1 7 b	What existing evidence (either presumed or otherwise) do you have for this?	No data on marriage		
1 8 a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	Intervention available to all Extra protection in homeless legislation for pregnancy if facing homelessness or threatened with homelessness.
1 8 b	What existing evidence (either presumed or otherwise) do you have for this?			

19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N	No
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	Race: Sex: Disability: Sexual orientation: Age: Gender reassignment: Pregnancy and maternity: Marriage and civil partnership: Religious belief:
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	Not applicable		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	No

Signed by completing Officers	Charlotte Quinn, Housing Options Manager Tara Hourigan, Senior Housing Options Officer 04.09.24
Signed by Lead Officer	Karen Thorburn, Service Lead- Strategic Housing 04.09.24