



REVIEW OF TEMPORARY ACCOMMODATION PROVISION:

OUTLINE BUSINESS CASE

Growth Board: 25 January 2022

Lead Officer: Claire Hamilton, Chief Executive, Dacorum Borough Council

Lead Member: Andrew Williams, Leader, Dacorum Borough Council

DOCUMENT INFORMATION

| | |
|----------------|---------------|
| Document Owner | Roger Barrett |
|----------------|---------------|

DOCUMENT APPROVALS

| Role | Name© | Signature | Date |
|-----------------|-----------------|-----------|------|
| Project Sponsor | Claire Hamilton | | |
| Project Lead | Roger Barrett | | |
| Growth Board | | | |

RELATED DOCUMENTS

| Name | Approval | Date |
|--|---------------------------------------|--------------|
| Temporary Accommodation in Hertfordshire Summary Paper <i>(embedded below)</i>  Temporary Accommodation in Hertfordshire Summary Paper | Corridor Boards – Southern & Northern | 24 May 2021 |
| Review of Temporary Accommodation: Strategic Outline Case <i>(embedded below)</i>  07c.-Item-7-Appendix-3-Review-of-Temporary-Accommodation | Hertfordshire Growth Board | 22 June 2021 |
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1. STRATEGIC VISION AND CONTEXT

The case for making an investment in a coordinated set of TA solutions and management processes was outlined in the Strategic Outline Case.

The overall vision is to maximise the options available to local authorities in Hertfordshire to better meet their individual statutory obligations, and the housing needs for people living in temporary accommodation, whilst achieving quality and value for money across the whole system.

In a number of targeted areas this may be better achieved by local authorities and partners working together to co-ordinate their efforts, both to increase the supply of suitable accommodation to meet the different needs of homeless households with varying characteristics, and to manage existing accommodation more efficiently and effectively.

It is recognised that this does not mean a “one size fits all” approach or that accommodation can be pooled across the whole county, bearing in mind the need for households to remain close to their support networks and the legal requirements within the homelessness legislation to make local placements wherever possible.

Expected outcomes

The local delivery of TA means that an effective, joined-up approach is likely to be highly beneficial in providing a better service to homeless households and in terms of achieving efficiencies for the councils. A coordinated framework is expected to deliver:

- Improved outcomes and life chances for households who are temporarily homeless;
- Accommodation provided meets the standards as defined in the guidance;
- Increased return on financial investment in provision of temporary accommodation.
- Reduced reliance on bed and breakfast, hotel or similar private sector accommodation;
- Consistent planning of TA in response to modelled local demand and needs;
- Effective use of publicly owned land and assets to support delivery of homes;
- Maximised opportunities for sharing expertise and learning from good practice through a whole system collaborative approach.

National context

Nationally, the government has pledged to end rough sleeping by the end of the current parliament, and also has targets to increase overall housing supply significantly.

The Covid-19 pandemic caused unprecedented action across the country from March 2020 to accommodate people who were sleeping rough or at risk of doing so through the Everyone In initiative.

This led to an increase in the use of various kinds of TA for single people and an increase in both capital and revenue funding to accommodate and support people at risk of sleeping rough.

Covid-19 also led to a national reduction in the number of families who became homeless and need to be accommodated in TA as a result of the national eviction ban and restrictions

on landlords serving notice. However, as these arrangements come to an end, furlough payments are ended, and the temporary increase in Universal Credit during the pandemic is withdrawn, there are fears amongst local authorities across England that homelessness will increase, especially amongst families, resulting in an increased demand for TA over the coming months and years.

The contents of the forthcoming Spending Review are unknown at the time of writing. However, it seems likely that whilst increased funding towards meeting the Government's goal of ending rough sleeping is likely to continue, the uplift to Local Housing Allowance rates to match 30th percentile rents in April 2020 may not keep pace with inflation, leading to decreasing affordability of private rented sector accommodation to people on low incomes over the medium term.

Hertfordshire context

The demand for TA in Hertfordshire has doubled over the last ten years, and the enduring impact of Covid-19 is likely to add significant new demand, as initiatives to reduce rough sleeping and eviction are scaled back and the private rental sector becomes even less accessible or affordable.

Statutory responsibility for homelessness including TA provision sits with each local housing authority within Hertfordshire, with the scale of future response limited by the capacity of each. However, there are real opportunities to build on existing collaboration through greater formalisation of partnership working to realise significantly improved outcomes and efficiencies, not achievable as individual authorities.

TA is offered to households who seek help from their council and are assessed as homeless, eligible for help and owed 'a rehousing duty', where there is no suitable settled accommodation available to meet that duty straightaway. In Hertfordshire, the latest published quarterly data shows 1191 households living in TA¹, in December 2011 the number was 481 households. The latest figures for households living in TA are presented in Appendix 1.

In 2019/20, Hertfordshire councils spent £5,695k² on TA provision, returning £4,870k of income, with a resultant net current expenditure of £825k. The balance between income and expenditure was however very variable between different local authorities and between different types of TA, with B&B and other nightly paid accommodation being the most expensive. Homelessness administration and prevention work by the districts and HCC resulted in an additional £9,002k net current expenditure (see breakdown in Appendix 2).

Good practice in Hertfordshire

There are many examples of good practice in preventing and relieving homelessness and providing accommodation for homeless households. However, in a number of cases, these are limited to a minority of districts and therefore may present an opportunity for expansion of provision to more districts and/or learning from best practice within the county.

Examples include:

- A number of local authorities are already delivering Housing First programmes to accommodate people with higher support needs for whom traditional hostel provision can be both ineffective and more expensive.



¹ MCHLG dataset (Q4, 2020/21)

² 2019/20 – MHCLG Revenue Outturn Summary (10 districts & HCC)

- Some councils are involved in accommodation purchase, either directly by the council or through local authority owned companies to meet housing need in the long term and deliver locally owned assets which may grow in value.
- The Hertfordshire Accommodation Cell provides a forum for dissemination and exchange of information and effective joint working across the county to ensure the successful provision of accommodation and appropriate support to anyone who is rough sleeping or at risk of rough sleeping.
- The Hertfordshire Joint Housing Protocol is designed help children’s services and housing authorities deliver the local accommodation offered to care leavers and prevent homelessness. The protocol sets out commitments as corporate parents, and how these will be delivered in practice.

In seeking to create an exemplar model for the delivery and management of TA, Hertfordshire can reference successful approaches already delivering benefits in other council areas. Three examples are provided in Appendix 3

Service Needs

The household composition of those living in temporary accommodation in Hertfordshire largely reflects regional and national patterns, however there are significantly fewer households with children (45% compared with the national figure of 62% in March 2021), whilst there are significantly more single adult males (34% compared with the national figure of 19%).

There is evidence of increasing complexity of need amongst households presenting as homeless and the delayed impact of Covid-19 is likely to drive additional demand from families presenting as homeless. These would be driven specifically through a significant rise in unemployment, a rise in rent and mortgage payments, and in evictions, now the temporary ban has been lifted. There is already evidence of increased levels of domestic abuse and more people experiencing mental health problems. These factors, especially when the Domestic Abuse Bill comes into operation, are likely to increase homelessness for families and single people, reversing the stable family numbers in TA seen since 2017.

The emerging risk is that the financial costs of delivering homelessness services for significantly more households will increase the cost of temporary accommodation to a level unknown in Hertfordshire. A large increase in temporary accommodation costs has the potential to place councils at risk of significant budget overspends.

Challenges facing Temporary Accommodation providers

A survey of the 10 Hertfordshire districts along with Hertfordshire children’s services and adult services showed a pattern of increasing demand and a lack of specialist supply to meet the needs of some client groups (summary responses are set out in Appendix 4):

- All stakeholders expected need to outstrip current supply in the coming period
- Gaps in provision were identified for particular client groups by all or most authorities. These included:
 - Specialist & supported accommodation to meet the needs of people with mental health problems and complex needs;
 - Hospital ‘step-down’ accommodation for patients leaving hospital without suitable accommodation to return to;

- Accommodation for single people aged under 35;
- Accommodation for larger families, especially those affected by the overall benefit cap;
- Accommodation with disability adaptations;
- Affordable Private Rented Sector (PRS) accommodation.
- Needs to address funding, land availability, remodelling stock, and defining need with commissioners were all identified;
- Children’s services made us aware of gaps in provision of suitable accommodation for care leavers awaiting an allocation of social housing.

More specifically, districts identified the following client groups harder for them to house:

| Difficult to House Client Groups | |
|--|----------|
| Client Group | Response |
| People with mental health problems | 9 |
| People with physical impairments requiring adapted accommodation | 9 |
| People with complex needs | 9 |
| Under 35s | 8 |
| People affected by the overall Benefit Cap | 8 |
| Larger families | 8 |
| People being discharged from hospital | 6 |
| People with No Recourse to Public Funds | 5 |
| Victims of domestic abuse | 4 |
| People leaving prison | 3 |
| Rough sleepers | 2 |

This largely correlated with reported ability to access specialist accommodation for the following client groups:

| Ability to Access Specialist Accommodation | |
|--|----------|
| Accommodation | Response |
| Rough sleepers | 7 |
| People with complex needs | 7 |
| Victims of domestic abuse | 6 |
| People leaving prison | 5 |
| People with mental health problems | 4 |
| People with physical impairments requiring adapted accommodation | 3 |
| Larger families | 1 |
| People being discharged from hospital | 1 |
| Under 35s | 1 |
| People with No Recourse to Public Funds | 1 |
| People affected by the Overall Benefit Cap | 0 |

In some cases, despite access to specialist accommodation, this was not sufficient to meet demand for the majority of districts. For example, for people with complex needs, where despite 7 respondents reporting access to specialist accommodation, 9 said that this was a group who were difficult to accommodate.

2. OPTIONS DEVELOPMENT

Work on developing potential options for detailed development work has involved, desk research, consultation with officers and elected members in each of the participant local authorities, and on the results of the survey of local authorities which invited respondents to indicate their level of interest in different options for working together.

As set out earlier the options were themed to aid analysis as set out below:

Block 1: Closer Working (non-contractual)

Options developed using existing Senior Housing Options Manager or strategic resources at low or zero cost – requiring a small contribution from each district to commission any work strands where there is no district council capacity, or the work strand requires expertise that is not available

Block 2: Joint Commissioning

Options to be delivered County wide or through smaller partnerships between districts or groups of district councils.

Each initiative listed would likely require a local authority financial contribution where an authority has opted into being part of the partnership for that initiative.

Detailed cost benefit analysis would need to be completed for each initiative that is selected for further consideration.

Block 3: New Build and Acquisition

Each initiative listed would require significant capital funding, but would also result in the ownership of capital assets. Unless all of this funding were to come from government grant e.g. through Homes England, then participant local authorities would need to invest their own capital or work with investment partners.

Revenue funding for support not covered by housing benefit or other rental income would also be required.

Longlist of Options

The following 11 options were identified for consideration, grouped by block.

| Longlist of Potential Options | |
|-------------------------------|--|
| Block | Option |
| Block 1 | Single Homelessness Pathway, Complex Needs |
| Block 1 | Countywide protocol for provision of TA for Domestic Abuse |
| Block 1 | Hertfordshire TA Predictive Model |
| Block 1 | Herts-wide procedure for setting rates for private sector TA |
| Block 1 | Emergency TA support system |

| Longlist of Potential Options | |
|-------------------------------|--|
| Block | Option |
| Block 2 | Joint procurement/management of PRS accommodation |
| Block 2 | County/District Accommodation Hub |
| Block 2 | Multi-district or Herts-wide Housing First |
| Block 3 | Collaborative accommodation purchase to let as PRS, TA, supported housing |
| Block 3 | Collaborative development of accom. to let as PRS, TA or supported housing |
| Block 3 | Hospital Stepdown accommodation |

These can be briefly described as follows:

Block 1.

Single Homelessness Pathways, e.g. for people with Complex Needs

Development of TA Pathway models for each major vulnerable client group that can then be used by individual districts or districts working together to frame their commissioning decisions.

Countywide protocol for provision of TA for Domestic Abuse

Development of a County-wide protocol for the provision of safe TA for victims of domestic abuse who have to leave their accommodation and are assessed as not being safe in the district they present to. This could be extended to cases requiring witness protection.

Hertfordshire TA Predictive Model

Development of a Herts wide 'TA Predictive Model' to help authorities set targets month by month for managing or reducing TA numbers. The model would enable better control of Temporary Accommodation demand (into TA) and supply (out of TA) and be able to be used as a 'live performance tool' by Councils.

Herts-wide procedure for setting rates for private sector TA

Development of a Hertfordshire agreement setting maximum rates for private sector TA such as B&B, nightly lets and Private Sector Leased (PSL) for each district, similar to the approach taken by London Councils through the Inter Borough Accommodation Agreement (IBAA).

With this a possible option could be to join the existing London IBAA system to assist with monitoring of compliance with the Herts procedure and to avoid being outbid by London Boroughs for TA in Hertfordshire.

Emergency TA support system

Development of an emergency TA mutual support system allowing any Herts authority in an emergency where they have no access to TA to call on assistance from other districts

Block 2.

Joint procurement/management of PRS accommodation

Development of options for joint procurement and/or management of PRS and leased properties across the county. This could range from jointly employed PRS procurement staff working on behalf of more than one district, to the development of a Herts wide social

letting and management agency tasked with significantly increasing access to the PRS as move on accommodation from TA and to prevent homelessness. Districts could opt into the agency to procure their PRS needs or keep their existing arrangements.

County/District Accommodation Hub

Commissioning of a County/District accommodation hub for the procurement and management of TA to meet any of the statutory duties owed under the Housing Act, Children Act, or Adult Social Care legislation with the objective to reduce costs to the County and districts and improve standards.

This could include developing a framework or Dynamic Purchasing System for commissioning or joint commissioning of different types of TA that could be used by any participant council.

Multi-district or Herts-wide Housing First

Commissioning a multi-district or Herts wide Housing First service to help address the current difficulties in accommodating homeless households with complex needs. This work would build on the good practice currently underway in Hertfordshire

Block 3.

Collaborative accommodation purchase to let as PRS, TA, supported housing

Work together to purchase properties, to let as PRS, TA and/or supported housing. This could include working with housing associations or other partners such as institutional investors and might involve setting up or making use of an existing local authority owned company. Options might include:

- Purchasing suitable empty homes
- Purchasing street properties
- Buying back ex Right to Buy stock
- Purchasing newly completed small developments
- Purchase and conversion of suitable commercial accommodation under PDR rules

Collaborative development of accommodation to let as PRS, TA or supported housing

New build of accommodation available for use by more than one district e.g. on publicly owned sites on district borders or with good transport links. This could be specifically aimed at client groups who many districts currently find difficult to accommodate e.g. larger families, people with mental health problems, people with complex needs, under 35s. This could include:

- Use of Homes England or one Public Estate capital programmes to deliver sufficient TA or supported housing units
- Making use of local authority owned land and/or assets for accommodation for homeless households
- Working with Registered Providers and investment landlords to look at the potential for build to rent schemes as move on accommodation from TA

Hospital Stepdown accommodation

Work with the NHS to build, acquire or lease accommodation offering specialist step down accommodation for hospital patients no longer needing a hospital bed but without suitable accommodation for their recovery. This could be delivered close to major hospital sites and be accessible to patients from all the Hertfordshire districts using each hospital.

Working Scope

Following consultation on these 11 options with officers and elected members in a series of meetings, these options have been narrowed to a list of 6 shortlisted options based on the priorities identified by councils.

Reasons for not prioritising the other five options include:

- Options where councils have already made significant progress e.g. a complex needs pathway or a domestic abuse protocol.
- Impact perceived to be limited e.g. an emergency TA support system
- Main elements can be combined with a shortlisted option e.g. elements of the County /District accommodation hub can be included in work to develop options on collaborative procurement of PRS accommodation
- Complex to implement, not well enough supported by officers, and a number of authorities already have their own schemes e.g. collaborative accommodation purchase

This leaves a working scope of 6 shortlisted options as set out below with probable timelines for delivery. One-page summaries of the potential benefits, challenges and logistics of each of these options are available at Appendix 5.

| Working Scope | |
|--|--|
| Objective: | Block 1: Closer Working (non-contractual) |
| Key activities / deliverables | |
| | Timeline |
| Develop a Herts-wide procedure for setting rates for private sector TA | 6-12 months |
| Develop a Hertfordshire TA Predictive Model | 6-12 months |
| Objective: | Block 2: Joint Commissioning |
| Key activities / deliverables | |
| | Timeline |
| Joint procurement/management of PRS | 1-2 years |
| Multi-district or Herts-wide Housing First | 6-12 months |
| Objective: | Block 3: New Build and Acquisition |
| Key activities / deliverables | |
| | Timeline |
| Collaborative development of TA or supported housing | 3-5 years |
| Hospital Stepdown accommodation | 1-2 years |

Potential Benefits

The table below sets out potential benefits of each of the shortlisted options. Further development work will be needed in the next phase in order to work up programmes in more detail and quantify the likely benefits:

| Potential Benefits | | |
|--------------------|--|--|
| Objective | Block 1: Closer Working (non-contractual) | |
| Activity | Develop Herts-wide procedure for setting rates for private sector TA | |
| | Benefit | Measure |
| Monetisable | Reduced costs of TA by limiting rates paid in each district | Prices paid |
| Quantifiable | Greater availability of PRS by reducing profits on TA and reducing TA used by London boroughs (if included) | PRS supply, London IBAA statistics |
| Qualitative | Greater transparency and reduction in disputes between districts | |
| Activity | Develop a Hertfordshire TA Predictive Model | |
| | Benefit | Measure |
| Monetisable | Reduced use of B&B and other expensive TA | H-Clic returns, budgets |
| Quantifiable | Increased supply of suitable TA better matched to scale and nature of demand | H-Clic returns, budgets |
| Qualitative | Better quality TA more adapted to the range of different client groups | Reductions in tenancy failure |
| Objective | Block 2: Joint Commissioning | |
| Activity | Develop options for joint procurement/management of PRS | |
| | Benefit | Measure |
| Monetisable | Greater use of PRS resulting in less use of B&B and other expensive TA | H-Clic returns, budgets |
| Quantifiable | Increased efficiency and market penetration | Increased PRS supply - total and per officer |
| Qualitative | More local allocations of properties as a result of collaboration and agreed allocations system. Increased access to PRS for different client groups e.g. care leavers | Data from councils |
| Activity | Multi-district or Herts-wide Housing First | |
| | Benefit | Measure |
| Monetisable | Possible government grant support. Reduced expenditure on supported housing and B&B | Budgets |
| Quantifiable | More clients accessing Housing First accommodation and support. Less failed tenancies | Council data |
| Qualitative | Increased wellbeing, reduced crime, improved health, better managed substance use | Outcomes Star or similar metric |
| Objective | Block 3: New Build and Acquisition | |
| Activity | Collaborative development of TA or supported housing | |
| | Benefit | Measure |

| | | |
|-----------------|--|------------------------|
| Monetisable | Might attract capital grant funding. Will create capital assets and revenue income. Reduced use of B&B and other expensive TA. | Council data |
| Quantifiable | Better quality accommodation for hard to house client groups. Increased development of sites and new accommodation supply | Council data |
| Qualitative | Better use of sites. Less repeat homelessness. More equitable supply of accommodation for low income households | |
| Activity | Hospital Stepdown accommodation | |
| | Benefit | Measure |
| Monetisable | Less use of B&B. Less hospital readmission | Council data, NHS data |
| Quantifiable | Better recovery. More placements into suitable settled accommodation. Reduced rough sleeping. | Council data |
| Qualitative | Better support for patients post-hospital stay. Less early mortality. Improved collaboration between NHS, Adult Services and Housing | |

Benefits Constraints and Dependencies

The following table sets out see of the potential constraints and issues in developing each option.

| Benefits Constraints and Dependencies | |
|---------------------------------------|--|
| Objective | Block 1: Closer Working (non-contractual) |
| Activity | Develop Herts-wide procedure for setting rates for private sector TA |
| Constraints | Requires as many councils as possible to join to be effective and for the agreed rates to be adhered to by all parties. |
| Management | Will require some monitoring of prices paid, which will increase admin burden on council officers to some extent. Joining the London IBAA agreement would require payment of a small fee to cover IT and monitoring costs. |
| Activity | Develop a Hertfordshire TA Predictive Model |
| Constraints | Depends on quality of data. Protection against radical unknowns is limited, especially if these impact in the short term |
| Management | Likely to require information sharing and regular model updating. |
| Objective | Block 2: Joint Commissioning |
| Activity | Develop options for joint procurement/management of PRS |
| Constraints | Impact limited if individual districts maintain competing procurement activity. Cannot eliminate affordability issues where rental market diverges too far from LHA. |
| Management | Joint team may require some staff secondment/relocation. Involves delegation and some loss of control by individual authorities. Might require setting up a legal entity. |

| | |
|------------------|---|
| Activity | Multi-district or Herts-wide Housing First |
| Constraints | Requires revenue funding. Requires suitable properties to be made available by social landlords. |
| Management | A joint scheme may involve reduce control by individual councils. |
| Objective | Block 3: New Build and Acquisition |
| Activity | Collaborative development of TA or supported housing |
| Constraints | Availability and viability of sites. Availability of capital and revenue funding. Time to deliver new accommodation. Legal requirements to place households locally. Planning permission. |
| Management | Requires agreement around joint approach to development of sites owned by or located in one council. Requires agreement on allocation of accommodation between councils once developed |
| Activity | Hospital Stepdown accommodation |
| Constraints | Requires sites or existing buildings. Requires revenue funding from e.g. Better Care Fund. NHS bodies would need to be in agreement. |
| Management | Move On arrangements would be needed via both housing and adult social care |

3. ECONOMIC CASE

A more detailed appraisal of each recommended option will be undertaken to develop concrete recommendations for their implementation and how these contribute to system change in how the provision of temporary accommodation is managed and delivered across Hertfordshire.

Clear financial benefits and disbenefits will be included to enable a clear strategic choice to be made as to the efficacy of a collaborative approach to the supply of temporary accommodation that more closely meets the needs of households.

The appraisal of options for change will include a legal assessment of the implication of recommendations made (See Appendix 4 SOBC for the legal framework that governs TA).

Critical Success Factors

To ensure clear and robust recommendations for implementation are made, each option will be assessed using the following criteria:

Strategic Fit & Business Need - The option meets the programmes agreed objectives, related business needs and service requirements

Potential Value for Money and Efficiency Savings - The option maximises the return on the required spend and offers Best Value for Money as well as delivering efficiencies.

Potential Achievability -The option is likely to be delivered in view of the ability to assimilate, adapt and respond to the required level of change including timescales.

Supply-side Capacity & Capability - The option is likely to match the ability of the service providers to deliver the required level of scope/services, volume and business functionality.

Potential Affordability - The option implementation will be assessed to ensure a balance between cost of change and benefit to be delivered.

| Economic Considerations | |
|--------------------------------|---|
| Objective | Block 1: Closer Working (non-contractual) |
| Activity | Develop Herts-wide procedure for setting rates for private sector TA |
| Scale, Scope, Location | Across all districts who subscribe |
| Service Solutions | A shared mechanism for setting rates for private sector TA |
| Service Delivery | Data collection and monitoring through a lead authority or contracted out |
| Implementation | 6 to 12 months |
| Funding | Revenue |
| Activity | Develop a Hertfordshire TA Predictive Model |
| Scale, Scope, Location | Potentially across all districts and commissioners who subscribe |
| Service Solutions | A shared model for managing TA throughput |
| Service Delivery | Within each authority or commissioner, with a central coordinator |
| Implementation | 6 to 12 months |
| Funding | Revenue |
| Objective | Block 2: Joint Commissioning |
| Activity | Develop options for joint procurement/management of PRS |
| Scale, Scope, Location | Potentially across all districts and commissioners who subscribe |
| Service Solutions | One or more joint teams. Potentially through establishment of a company or contracted out |
| Service Delivery | Marketing, procurement activity by officers, tenancy sustainment activity, housing management activity. |
| Implementation | 1 to 2 years |
| Funding | Revenue funding for staffing, landlord incentives, marketing |
| Activity | Multi-district or Herts-wide Housing First |
| Scale, Scope, Location | Group of some or all districts working with the county council |
| Service Solutions | Joint commissioning. Joint approach to landlords |
| Service Delivery | Contracted out to voluntary sector, or could be delivered directly. Partnership agreement with social landlords |
| Implementation | 6-12 months |
| Funding | County and districts provide revenue funding. Possibility of government grant |
| Objective | Block 3: New Build and Acquisition |
| Activity | Collaborative development of TA or supported housing |
| Scale, Scope, Location | Specific schemes, potentially developed and managed between neighbouring districts |
| Service Solutions | Bespoke accommodation where delivery is currently difficult |
| Service Delivery | In partnership with commissioners and specialist support providers |
| Implementation | 3-5 years |

| | |
|------------------------|--|
| Funding | Potential capital and revenue funding to be investigated |
| Activity | Hospital Stepdown accommodation |
| Scale, Scope, Location | Focused on Hertfordshire's two acute hospitals |
| Service Solutions | Supported units and independent living units |
| Service Delivery | Collaborative working between NHS, commissioners and districts |
| Implementation | 1-2 years |
| Funding | Capital and revenue funding options to be explored with NHS |

4. COMMERCIAL CASE

Governance and Commercial Considerations

Three guiding principles have been agreed to ensure that each District and County Commissioner can access and support the programme in a way that meets their needs:

- Identifying potential for joint working on new supply;
- Improving effectiveness of access to and managing existing TA stock;
- Flexibility of involvement in the proposed options.

A joint approach to procurement and commissioning would build shared capacity across the county which is greater than within a single authority.

For example, a joint approach to the procurement and management of PRS accommodation could be approached in a number of ways, ranging from:

- A virtual team of PRS procurement officers employed by different districts cooperating with each other, doing joint marketing etc.;
- One district employing procurement and potentially management officers to work across the county;
- Setting up a jointly owned local authority owned company to procure and potentially manage PRS accommodation across participating districts;
- Putting a contract out to tender for one or more organisations to procure and potentially manage PRS and/or PSL accommodation across the county.

Ultimately, an objective to become self-sufficient in TA and alternatives to TA across all authorities through new build, purchase and procurement schemes, based on mapping the gaps in authority owned emergency and longer-term TA for families and single people, could substantially lower the costs of TA for each authority in the medium to longer term.

In achieving this, however, important considerations will need to be addressed within the development each option (where relevant) in relation to allocation of properties, relocation or secondment of staff, management of each council's financial risk, compliance with the legal requirements within the homelessness legislation on suitability of accommodation and local placement.

The exit arrangements for any participant council in any option, which subsequently decides they no longer wish to participate will also be carefully considered.

5. FINANCIAL CASE

The priority of the financial case for the programme would be to ensure the sustainability of TA provision, in particular, addressing the high net cost of nightly paid (£370k), and bed-and-breakfast (£733k) accommodation, re-sourcing and managing that provision as cost effectively as possible. Additionally, working within a whole-system approach of maximising housing options, homelessness prevention and tenancy sustainment. The table below summarises initial thinking on the overall affordability of the project over the life of the investment and identify capital and operating funding requirements.

| Financial Considerations | |
|--------------------------|--|
| Objective | Block 1: Closer Working (non-contractual) |
| Activity | Develop Herts-wide procedure for setting rates for private sector TA |
| Capital/Investment | Either setting up an IT monitoring system, if required, or paying a contribution to join the London system |
| Revenue | Small ongoing maintenance and monitoring charges |
| Savings | Savings realised by controlling prices as has happened in London |
| Activity | Develop a Hertfordshire TA Predictive Model |
| Capital/Investment | Initial investment in training and coaching required, to knit into end-to-end business processes, and to load the system with operational data |
| Revenue | Minimal, although an Excel-based App. could be developed, to make the solution more robust |
| Savings | This control process could reduce numbers in TA by up to 20%, if reviews result in timely action to resolve issue identified, maximising utilisation |
| Objective | Block 2: Joint Commissioning |
| Activity | Develop options for joint procurement/management of PRS |
| Capital/Investment | Relatively low. Additional office space might be required. Additional staff to undertake procurement/ management |
| Revenue | Funds required to pay staff, for marketing, and landlord incentives |
| Savings | Increased PRS access leading to reduced use of more expensive accommodation i.e. B&B and self-contained nightly paid units |
| Activity | Multi-district or Herts-wide Housing First |
| Capital/Investment | Minimal, unless dedicated properties for Housing First are procured or developed |
| Revenue | Funds required to pay for support to HF clients |
| Savings | Savings from less use of more expensive hostel accommodation or B&B. Potential wider savings to health and criminal justice systems |
| Objective | Block 3: New Build and Acquisition |
| Activity | Collaborative development of TA or supported housing |
| Capital/Investment | Substantial capital funding could be available |
| Revenue | The terms of the potential capital funding are not yet clear, but may not include revenue funding |
| Savings | Savings from reduced use of B&B, self-contained nightly paid units |

| Activity | Hospital Stepdown accommodation |
|--------------------|--|
| Capital/Investment | Better Care Fund is a possible source. Capital funding might be available for development if needed. |
| Revenue | Would need to work with NHS to establish level of interest and potential revenue funding. |
| Savings | Can deliver savings by reducing delayed discharge and hospital readmission |

The programme of work proposed by this OBC is unlikely to reduce the total costs incurred by temporary accommodation in the short term, if homelessness demand rises as expected. However, in the medium and longer term, there is opportunity for rationalisation and reduction of the county's current spend on temporary accommodation provision and associated services, as well as an improved customer experience by provision of more suitable accommodation and support.

The priority of the financial case will be to ensure the sustainability of TA provision, in particular, addressing the high net cost of nightly paid (£370k), and bed-and-breakfast (£733k) accommodation, re-sourcing and managing that provision as cost effectively as possible. Additionally, working within a whole-system approach of maximising housing options, homelessness prevention and tenancy sustainment.

External backing and Funding

Grant funding bids were submitted to the Housing Advisors Programme (HAP) and Hertfordshire Property Partnership which were successful. This funding will help the programme to fund the provision of bespoke support and advice in order to fully understand the legal and financial considerations/issues associated with developing a collaborative approach to managing the provision of temporary accommodation. This funding should also enable the identification of any key risks/issues at an early stage which can then be effectively managed and mitigated.

Hertfordshire's One Public Estate regional partners have expressed interest in the programme and recommended that the programme explores the options of submitting a bid at a future funding round.

6. MANAGEMENT CASE

Management case

There is a strong management case for adopting a shared approach to TA management, with approaches, protocols and pathways that support those most in need across the county, underpinned by the consistent and efficient application of shared standards, supply and demand modelling, and the oversight of statutory compliance and reporting. This would build upon existing joint working, such as the Hertfordshire Accommodation Cell set-up in response to Covid, the Joint Housing Protocol to support young homeless and care leavers, and a rough-sleeper tracker and health assessment framework.

Developing a Hertfordshire-wide procedure for setting rates for private sector TA would enable rates to be agreed across Hertfordshire for payments for different types of TA of different sizes, reducing the administrative demand on individual districts.

Robust demand and supply modelling would enable authorities to improve the monitoring and control and throughput of cases in TA, identifying 'blocked' cases. Similarly, a TA Predictive Model would help authorities set targets month by month for managing or reducing TA numbers. The model would aim to better control demand (into TA) and supply (out of TA) and be able to be used as a 'live performance tool' by Councils.

Governance arrangements

In the event that this proposal receives formal approval, a project will be established to deliver the required services and will be managed using a formal project management methodology.

A cross organisational steering group is in place in order to develop the OBC for the temporary accommodation programme. The group is comprised of a team of district and county colleagues with complementary professional, technical and specialist skills in order to progress the identified programme of work.

During the options development phase EQIA and implications relating to use of personal data, along with sustainability and climate change will be assessed.

This programme will build upon existing joint working, such as the Hertfordshire Accommodation Cell set-up in response to Covid, the Joint Housing Protocol to support young homeless and care leavers, and a rough-sleeper tracker and health assessment framework.

Timetable

A detailed programme plan covering the development and approval of preferred options will be developed if this OBC is approved.

Programme assurance

Input and assurance will continue to be drawn from several independent county groups during the business case development process. These include:

- Heads of Housing;
- Heads of Planning;
- Heads of Property;
- Homeless & Rough Sleeping Cell;
- Financial and legal input as required for each authority
- Hertfordshire County Council resources.

Risk Management

If the OBC is approved, a comprehensive Risk Management Strategy will be developed to effectively manage and monitor risks and issues as they are identified during the further investigation of the potential options. However, an initial high-level risk assessment has been conducted, with a summary provided below:

| Risk Reference | Description of Risk | Severity (H/M/L) | Mitigation |
|----------------|---|------------------|---|
| R1 | A financial or legal issue is identified through the investigation of options available, which impedes the development of a more central approach | High | Specialist external bespoke support has been procured to identify any issues at an early stage of the investigation |
| R2 | There is a lack of buy-in from Local Authority's to the proposals identified through the work of the programme | Medium | A cross organisational steering group has been established to ensure that all LAs are effectively represented. The final proposals made as a result of the options appraisal will be passed through local decision-making structures to obtain approval |
| R3 | The financial model developed to support the delivery of a central approach does not deliver a fair balance of investment for all local authorities | Medium | A cross organisational steering group has been established to ensure that all LAs are effectively represented. The final proposals made will be passed through local decision-making structures to obtain approval from individual LA |
| R4 | The programme does not obtain the required funding or backing to deliver the recommended options. | Medium | Funding has been successfully obtained from the LGA Housing Advisors Programme and Hertfordshire Property Partnership to fund the cost of an external consultant to offer bespoke advice. One Public Estate have indicated that the programme may meet the criteria to apply to a future funding round This work falls within the remit of the Growth Board Affordable Housing programme and will be aligned to future bids for funding as required |

Communications and Stakeholder Management

Clear, open communication and collaborative working between stakeholders will be critical in developing and delivering any option moving forward. A communications and stakeholder management plan will be developed if the OBC is approved.

Change Management Arrangements and Requirements

The strategy, framework and plan for dealing with the management and delivery of change, including communications and engagement, will be developed if the OBC is approved.

7. RECOMMENDATIONS & NEXT STEPS

Approval to proceed

It is recommended that the board approves further detailed development work on the following six options for joint working, which are described in more detail in this paper:

1. Development of a Hertfordshire Temporary Accommodation Predictive Model;
2. Development of a Hertfordshire wide procedure for setting maximum rates for private sector temporary accommodation;
3. Development of options for the joint procurement and management of Private Rented Sector accommodation to prevent homelessness and for move on from temporary accommodation;
4. Development of a multi-district or Hertfordshire wide Housing First service
5. Collaborative development of new build accommodation to let as PRS, TA or supported housing;
6. Development or commissioning of Hospital Stepdown accommodation to aid the recovery of patients without accommodation.

Approval to proceed

The Growth Board is requested to approve the Outline Business Case that recommends:

- Further detailed work on each of the six options to inform final recommendations for the preferred options in a Full Business Case (FBC). The FBC will contain a detailed appraisal for each option:
 - Including evaluating against criteria designed to assess each option's alignment with the vision and outcomes sought for this work;
 - preparing a financial model and financial appraisal of each option;
 - identifying funding streams and assets as required for each option (capital and revenue);
 - the level of involvement by authorities in Hertfordshire for each option;
 - a delivery programme for each option recommended to be adopted.

APPENDIX 1: HERTFORDSHIRE TA QUARTERLY FIGURES: END MARCH 2021

Table are for illustrative purposes only and do not reflect the current picture

| Households in Temporary Accommodation by District/Borough & Relative % | | |
|--|--------------------------------|----------------------------|
| District | Households in TA in March 2021 | Relative % of County Total |
| Broxbourne | 191 | 16% |
| Dacorum | 258 | 22% |
| East Hertfordshire | 63 | 5% |
| Hertsmere | 81 | 7% |
| North Hertfordshire | 135 | 11% |
| St Albans | 79 | 7% |
| Stevenage | 126** | 11% |
| Three Rivers | 64 | 5% |
| Watford | 110 | 9% |
| Welwyn Hatfield | 84 | 7% |
| <i>Total</i> | <i>1191</i> | <i>100%</i> |

* Latest published data set collated by MCHLG/DLUHC (March 2021).

** Data taken from a previous quarter.

| Household composition of those living in TA and Relative %* | | | |
|---|---------|-----------------|---------------|
| Household Composition | England | East of England | Hertfordshire |
| <i>Total households with children</i> | 62% | 53% | 45% |
| Couple with dependent children | 16% | 12% | 10% |
| Single parent with dependent children - Male | 3% | 4% | 4% |
| Single parent with dependent children - Female | 38% | 36% | 30% |
| Single adult male | 19% | 26% | 34% |
| Single adult female | 11% | 14% | 15% |
| All other household types | 12% | 9% | 7% |

* Latest quarterly data set collated by MCHLG/DLUHC (end of March 2021).

| Households by type of TA and Relative Percentage* | | | |
|--|-----------------|-----------------|---------------|
| Type of Accommodation | England | East of England | Hertfordshire |
| Private sector accommodation leased by a LA or a registered provider | 27,960 (29%) | 1,140 (18%) | 37 (3%) |
| Nightly paid, privately managed accommodation, self-contained | 24,240 (25%) | 810 (13%) | 121 (10%) |
| Local authority or Housing association (LA/HA) stock | 21,770 (23%) | 2,410 (39%) | 594 (50%) |
| Bed and breakfast hotels (including shared annexes) | 11,170 (12%) | 670 (11%) | 188 (16%) |
| Hostels (including reception centres, emergency units and refuges) | 5,570 (6%) | 830 (13%) | 231 (19%) |
| Any other type of temporary accommodation (incl. private landlord) | 4,740 (5%) | 350 (6%) | 20 (2%) |
| Total | 95,450 | 6,220 | 1,191 |

* Latest quarterly data set collated by MCHLG/DLUHC (March 2021).

APPENDIX 2: TA EXPENDITURE

Table are for illustrative purposes only and do not reflect the current picture

| Hertfordshire TA and Homeless Expenditure 2019/20 (RO4 – 10 districts & HCC) | | | |
|---|--------------------------|---------------------|--------------------------------|
| Cost Element | Total Expenditure | Total Income | Net Current Expenditure |
| TA Expenditure | | | |
| Nightly paid, privately managed accommodation | £1,225,000 | (£855,000) | £370,000 |
| Hostels (non-HRA support) | £2,204,000 | (£2,696,000) | (£492,000) |
| Bed and Breakfast accommodation | £1,080,000 | (£347,000) | £733,000 |
| Private managed accommodation leased by RSLs | £16,000 | £0 | £16,000 |
| Directly with a private sector landlord | £1,030,000 | (£717,000) | £313,000 |
| Other temporary accommodation | £140,000 | (£255,000) | (£115,000) |
| | £5,695,000 | -£4,870,000 | £825,000 |
| | | | |
| Homelessness Expenditure | | | |
| Administration | £6,019,000 | (£1,503,000) | £4,516,000 |
| Prevention | £5,587,000 | (£1,101,000) | £4,486,000 |
| | £11,606,000 | -£2,604,000 | £9,002,000 |
| | | | |
| Hertfordshire TA and Homelessness Expenditure | £17,301,000 | -£7,474,000 | £9,827,000 |

Capital Letters

Capital Letters is a publicly owned social business founded in 2019 by 14 London Boroughs, with a current membership of 20 boroughs, supported by £38m MHCLG Flexible Homelessness Support Grant. It has pooled the procurement activity of these boroughs to access an improved supply of good quality accommodation, to prevent and relieve homelessness, and where necessary for use as temporary accommodation. It alleviates the costs to boroughs of providing accommodation and to encourage greater efficiency, provide extra staffing, IT and other resources to increase supply and improve the service offered to both tenants and landlords.

Capital Letters is opening up new sources of supply within the private sector, by providing confidence and assurance in the product offered to landlords, switching a landscape of competition between boroughs for supply to one of collaboration, that can better intervene and manage the market, to:

- Minimise disruption to homeless people on a council's waiting list by placing them as locally as possible, reversing the trend in out-of-borough and out-of-London placements;
- Reduce the use of nightly paid temporary accommodation and ensure that properties are allocated more locally;
- Provide a mixture of Private Rented Sector properties let by owners to households nominated by the boroughs, or directly leased from landlords and managing agents;
- Reduce costs through collaborative and efficient ways of working and, wherever possible, to end a council's statutory homelessness duty;
- Provide a high quality one-stop service to landlords and managing agents, offering them fast payment and other incentives.

By 2022 and within three years of launch, Capital Letters expects to have helped 20,000 homeless households into accommodation and have up to 13,000 homes under management, with an establishment of 270 staff and an annual income of £238m.

Broadland and South Norfolk District Councils

The two Councils (operating within a shared model since January 2020) are redesigning their housing service to create a Best-in-Class model, encompassing prevention and relief of homelessness, temporary accommodation management, and housing services transformation, funded by the LGA's Housing Advisor Programme (HAP). Senior stakeholders have worked collaboratively to understand their vision and aims, unique operating circumstances and specific strategic and operational priorities:

- Agreeing an overarching set of design principles with a Joint Member Working Group, who oversaw a review of Allocations Policy to ensure the target model would meet the specific requirements of both councils;
- Understanding local context and need, through the analysis of service data, a digital survey of recent service users;
- Understanding of the national context and cross-sector best practice.

The resultant Accommodation Pathway Model is the first of its kind in the UK to deliver a holistic housing service to a whole community regardless of their immediate need. It consists of:

- An Allocations Policy that is flexible, compliant and sustainable, making best use of the housing stock, whilst ensuring individuals are aware of their potential housing choices;
- Digitally enabled Accommodation Pathways that open-up realistic choices for those exploring their housing options, whilst protecting vulnerable individuals and households who need additional assistance in resolving their housing problems;
- A Temporary Accommodation Pathway that provides flexible capacity, delivered when needed through partnership arrangements, and sustained through accurate forecasting and utilisation modelling;
- A Target Operating Model that ensures policy is delivered in a robust, fair and compliant manner, through simplified and digitally enabled business processes, that streamline customer journeys and consequently release resources to support service objectives;
- A Partnership Framework that provides targeted support to sustain tenancies wherever possible, and access to support such as benefits and employment, health, and care services, that help individuals to access and sustain more permanent accommodation;

Enfield Housing Gateway

Housing Gateway was established by Enfield Council as an independent company in 2014 to reduce an anticipated £3.3m budget pressure associated with housing families in temporary accommodation.

Since 2014, Housing Gateways has delivered 544 purchased homes, providing accommodation for over 750 homeless households, avoiding the need for costly nightly paid accommodation. Properties have also been bought specifically for people with learning disabilities and a number redeveloped to accommodate more bedrooms. It has also improved the quality, availability and security of private rented accommodation for those at risk of homelessness.

Since 2014, Housing Gateway has built an asset base of £129m and retained earnings of £11m, realising savings of at least £1m per year for Enfield Council, £7m in total since 2014. It has ambitious goals to expand its portfolio by at least a further 250 properties by 2023, and to develop an ethical lettings agent diversifying its product range, preventing homelessness as well as providing alternatives to temporary accommodation to a wider client base. The Council has also made a commitment of £5m equity investment and low rate, short-term borrowing to support this expansion of the company's portfolio, which is projected to grow in value to £259m.

APPENDIX 4: STAKEHOLDER SURVEY RESULTS

| Current TA Arrangements | | Yes | No |
|---|---|-----|----|
| Q6 | Are there some forms of TA you would prefer not to use? | 8 | 2 |
| <p>Q6: Are there some forms of TA you would prefer not to use?</p> <ul style="list-style-type: none"> • B&B • Nightly lets • Hotels • Private sector leased units • Shared facility units <p>Q12/Q13: TA standards used and how enforced?</p> <ul style="list-style-type: none"> • None • Hotels poor quality • Regulatory standards applied • Accessibility standards applied | | | |

| TA Demand | | Yes | No |
|---|---|-----|----|
| Q7 | Do you anticipate an increase in the demand for TA | 12 | 0 |
| Q8 | Can you meet demand from current provision? | 6 | 6 |
| Q11 | Do you have a model to predict the numbers of TA units? | 3 | 8 |
| <p>Q9: What are your plans to meet this demand?</p> <ul style="list-style-type: none"> • Additional supply • Increase supply for additional homeless people • RSAP resources • Prevention <p>Q10: What would be your preferred type of accommodation to meet this demand?</p> <ul style="list-style-type: none"> • Council stock • Self-contained units rented on a continuous basis • Supported accommodation | | | |

| PRS | | Yes | No |
|---|---|-----|----|
| Q15 | Are you able to source as much PRS as you would like? | 2 | 10 |
| Q14: What are your current arrangements for sourcing PRS? | | | |
| <ul style="list-style-type: none"> • Private sector access scheme • Ad-hoc • Through Children services • Dedicated team or officer; through TA team • High street letting agents | | | |
| Q16: What are the main barriers to accessing PRS? | | | |
| <ul style="list-style-type: none"> • High cost; market rent well above LHA • London impact; Not enough supply locally • UC not making direct payments to landlords • Stigma of housing homeless | | | |

| Q17: Difficult to house client groups (12 being hardest to house) | 0-12 |
|---|------|
| People with mental health problems | 10 |
| People with complex needs | 10 |
| People with physical impairments requiring adapted accommodation | 10 |
| Larger families | 9 |
| Under 35s | 9 |
| People affected by the overall Benefit Cap | 9 |
| People being discharged from hospital | 7 |
| People with No Recourse to Public Funds | 6 |
| Victims of domestic abuse | 5 |
| People leaving prison | 4 |
| Rough sleepers | 2 |
| Other (please specify) | 2 |

| Q18: Ability to Access Specialist Accommodation for: (0 being unable to access) | 10-0 |
|--|-------------|
| People affected by the Overall Benefit Cap | 0 |
| Larger families | 1 |
| Under 35s | 1 |
| People being discharged from hospital | 1 |
| People with No Recourse to Public Funds | 1 |
| People with physical impairments requiring adapted accommodation | 3 |
| Other (please specify): <i>1 respondent noted Housing First</i> | 3 |
| People with mental health problems | 4 |
| People leaving prison | 5 |
| Victims of domestic abuse | 6 |
| People with complex needs | 7 |
| Rough sleepers | 8 |

| Future Need | | Yes | No |
|--------------------|---|------------|-----------|
| Q19 | Hospital stepdown accommodation | 8 | 2 |
| Q21 | Challenges in the provision of Rural TA? | 2 | 9 |
| Q22 | Hampered by competition from London boroughs? | 8 | 3 |

Q20: Are their gaps in move-on provision?

- Specialist supported accommodation; hospital stepdown; larger/adapted homes
- Permanent accommodation; RPs not taking households with complex needs
- Affordable accommodation

Q23 & Q24: Type of additional accommodation needed and challenges securing it?

- Specialist supported accommodation; PRS supply
- Supported units for single people; family accommodation
- Complex needs; dispersed accommodation for single people/HMOs
- Funding, land, remodelling stock, defining need with commissioners

| Collaborative Working Initiatives | Yes | Unsure | No |
|--|-----|--------|----|
| Single homeless pathway (complex needs) | 10 | 2 | 0 |
| County wide protocol for provision of Domestic Violence TA | 10 | 2 | 0 |
| Develop a Herts procurement framework for TA | 9 | 1 | 1 |
| Out of Area Placement Policy | 9 | 3 | 0 |
| Developing a TA rent setting framework | 9 | 3 | 0 |
| Herts. wide approach to acquisition of PRS homes | 9 | 3 | 0 |
| Develop a Herts wide TA Predictive Model | 9 | 3 | 0 |
| Emergency TA support system | 8 | 3 | 0 |

| Collaborative Working Initiatives | Yes | Unsure | No |
|---|-----|--------|----|
| Delivering TA through joint commissioning | 7 | 4 | 1 |
| Developing a County/District accommodation hub | 7 | 3 | 2 |
| Joining the London IBAA | 7 | 1 | 3 |
| Self-sufficient in TA across all Herts authorities through new build and purchase schemes | 7 | 1 | 3 |
| Developing a performance framework for TA | 4 | 3 | 3 |
| joint procurement of modular accommodation | 4 | 1 | 5 |
| Jointly owned co. to procure & manage properties | 3 | 6 | 2 |
| Single TA service across Herts | 3 | 5 | 3 |
| Single housing options Service across Herts | 1 | 4 | 4 |

Block 1: Develop a Herts-wide procedure for setting rates for private sector TA

Maximum rates could be agreed across Hertfordshire for payments for different types of TA of different sizes

| | | | |
|---------------------------|--|------------------------------|--|
| How would it work? | Maximum rates compared to LHA could be set by host districts for nightly paid shared singles, doubles, triples etc.; self contained nightly paid studios, 1-beds, 2 beds etc.; self contained leased; landlord incentives for PRS. Rates should not be breached by either host district or districts making out of area placements. An option could be to join the London IBAA agreement | | |
| Timescales: | Could be done in a few months. If joining London IBAA, timing would need to be negotiated | Access to funds (C/R) | No significant issues, but any monitoring would have a small ongoing cost. |
| Set-up costs: | Either setting up an IT monitoring system, if required, or paying a contribution to join the London system | Savings: | Savings could occur by keeping prices down, as has happened in London |
| Benefits: | Reduced TA prices, avoidance of disputes, fairness | Challenges: | If a monitoring system is set up, this will require regular data capture and input on placements. Monitoring and reports will have a small cost. If no monitoring system, system would have to rely largely on trust. Requires all districts making out of area placements to join in order to work well |

Block 1: Develop a Hertfordshire TA Predictive Model

Will enable a LA to accurately predict how much TA will need moving forward whilst ensuring that the right households are placed into the right accommodation and only occupy that accommodation for the shortest period of time they need it

| | | | |
|---------------------------|--|------------------------------|---|
| How would it work? | Straightforward control and monitoring sheets will enable a LA to monitor the lifecycle of every TA case (Relief and Main Duty) at 35 customer journey statuses. Providing a live case management tool to predict TA demand (into TA) and supply (out of TA) | | |
| Timescales: | The model could be operational across Hertfordshire by the start of the 2022/23 financial year | Access to funds (C/R) | The model is Excel-based will require minimal capital or revenue investment. As a development, an Excel-based App. could be developed, to make the solution more robust |
| Set-up costs: | An initial investment in training and coaching would be required, to knit into end-to-end business processes, and to load the system with operational data | Savings: | This simple control process could reduce numbers in TA by up to 20%, if reviews result in timely action to resolve the issue identified |
| Benefits: | Makes best use of TA resources by sharpening-up real-time management and monitoring processes. It will also help households to navigate through TA quickly to move through TA quickly and with an increased likelihood of a sustainable long-term outcome | Challenges: | The success of the model is wholly dependent on being fully embedded within operational and management processes and that data is added accurately and changes of status are updated in real-time, to support dynamic tracking and supply/demand prediction |

Block 2: Multi-district or Herts-wide Housing First

A Housing First service could be commissioned across Hertfordshire or between a number of districts

| | | | |
|---------------------------|--|------------------------------|--|
| How would it work? | Districts, working with the county, could develop a Housing First Service aimed at reducing their current difficulties in finding suitable accommodation for homeless households with mental health problems and complex needs | | |
| Timescales: | Could be done in a few months if agreed and funding available. | Access to funds (C/R) | Might attract MHCLG funding if they wish to run with Housing First following the current pilots. Might be a cost effective alternative investment for HCC adult services compared to high needs hostel accommodation. |
| Set-up costs: | Revenue funding for staff each managing case loads of around 7. Possible capital finding for development of dedicated HF accommodation on identified sites | Savings: | Could deliver significant savings compared to high needs hostel or B&B accommodation. Also savings to criminal justice and health services and may reduce future need for adult social care |
| Benefits: | Scale may be insufficient for individual districts to set up a programme. Joint programme may be more likely to attract external support and to engage effectively with Hertfordshire RPs to provide accommodation | Challenges: | May be difficult for each district to assess scale of need. Resident choice of accommodation is important in HF and this may lead to difficulties in securing enough accommodation where it is needed. RPs may have reservations about housing people with support needs |

Block 2: Develop options for joint procurement / management of PRS accommodation

Pool resources to procure PRS accommodation and if desired offer management services to PRS landlords

| | | | |
|---------------------------|--|------------------------------|---|
| How would it work? | <p>There are different options. These include: a virtual team of PRS procurement officers employed by different districts cooperating with each other, doing joint marketing etc.; One district employing procurement and potentially management officers to work across the county; setting up a local authority owned company to procure and potentially manage PRS accommodation across the county; Putting a contract out to tender for one or more organisations to procure and potentially manage PRS and/or PSL accommodation across the county</p> | | |
| Timescales: | <p>Could be done within a year</p> | Access to funds (C/R) | <p>Funds would be required to pay staff and to pay a greater number of landlord incentives if PRS procurement increases significantly. Marketing budget</p> |
| Set-up costs: | <p>Relatively low. Additional office space might be required. Additional staff to do the procurement/ management</p> | Savings: | <p>Increased PRS access leading to reduced use of more expensive accommodation i.e. B&B, self contained nightly paid</p> |
| Benefits: | <p>Reduced competition and duplication, and greater efficiency. Smaller districts get access to a more focused PRS procurement service. Potential to offer a better service to landlords. Possibility of attracting central government support. Could procure properties for children's services and move on from supported housing to end duties</p> | Challenges: | <p>Needs to allocate properties fairly between host districts and districts placing out of area, based on level of contribution. Could be in competition with existing district services if these are retained separately. Could be issues with secondment/transfer of staff. Involves risk sharing and some loss of local control.</p> |

Block 3: Collaborative development

Districts could work with the growth board and Herts cc. to build new accommodation to accommodate homeless households as PRS, TA or supported housing

| | | | |
|---------------------------|---|------------------------------|---|
| How would it work? | The Hertfordshire Homes and Communities Group is actively pursuing a bid to Homes England/MHCLG (now LUHC) for funding from the Affordable Homes Fund. This could make substantial funding available to help meet the needs of households across Herts. Some joint development between two or more districts could be agreed to meet the needs of groups who are more difficult to house e.g. larger families, adapted properties, under 35s, people with mental health problems. | | |
| Timescales: | Likely to take several years to fully implement. Will be part of the wider approach to development across Herts. | Access to funds (C/R) | Substantial capital funding could be available. The terms of this funding are not yet clear, but may not include revenue funding. |
| Set-up costs: | Contributions from districts, county and/or investment partners may be required | Savings: | Savings from reduced use of B&B, self contained nightly paid |
| Benefits: | Opportunity to develop high quality, bespoke accommodation where delivery is currently difficult. Joint approach to development could avoid duplication and enable some sharing of accommodation provision between districts. | Challenges: | Accommodation will need to be sufficiently local to meet obligations on suitability. Risk sharing and allocation arrangements will need to be determined. Viability of schemes will need to be assessed based on available funding. Scale of opportunity may be limited compared to the scale of need.. |

Block 3: Hospital Stepdown accommodation

Provision of dedicated step down accommodation for homeless patients leaving hospital needing a place to recover, and step up accommodation to avoid the need for hospital admission

| | | | |
|---------------------------|--|------------------------------|--|
| How would it work? | Existing step down accommodation is mainly geared towards elderly patients with an identified social care need and can struggle to deal with homeless patients. Dedicated homelessness hospital stepdown beds have worked elsewhere and are currently being funded in 13 Integrated Care System (ICS) areas using the DHSC Out of Hospital Care Fund. There could be a possibility to access one or more existing buildings or develop dedicated accommodation with capital grant to help meet this need for all Herts districts | | |
| Timescales: | Could be done within a year. Dedicated new build accommodation would take longer | Access to funds (C/R) | Would need to work with NHS to establish level of interest and potential revenue funding. Better Care Fund is a possible source. Capital funding might be available for development. |
| Set-up costs: | TBC. Might come from NHS or Better Care Fund but move on accommodation from Step Down would be districts' responsibility. | Savings: | Can deliver savings by reducing delayed discharge and hospital readmission |
| Benefits: | Makes sense to work together, as small number of main hospitals cover all of Herts. Identified need in survey. | Challenges: | Will require funding, which may or may not be available. Move on arrangements from step down remain with districts. May not be appetite from NHS |