



# Doncaster Council

## Agenda

---

To all Members of the

# CABINET

Notice is given that a Meeting of the Cabinet is to be held as follows:

**Venue:** Room 007a and b - Civic Office, Waterdale, Doncaster, DN1 3BU

**Date:** Tuesday, 5th November, 2019

**Time:** 10.00 am

---

### Items

1. Apologies for Absence.
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting.
3. Public Questions and Statements.

**(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Thursday, 31st October, 2019. Each question or statement must give the name and address of the person submitting it. Questions/Statements should be sent to the Governance Team, Floor 2, Civic Office, Waterdale, Doncaster, DN1 3BU, or by email to [Democratic.Services@doncaster.gov.uk](mailto:Democratic.Services@doncaster.gov.uk)).**

**Damian Allen**  
Chief Executive

---

Issued on: Monday, 28 October 2019

**Governance Services Officer for this meeting:**

Andrea Hedges  
Tel. 01302 736716

**Doncaster Metropolitan Borough Council**

[www.doncaster.gov.uk](http://www.doncaster.gov.uk)

4. Declarations of Interest, if any.
5. Decision Record Forms from the meeting held on 15 October 2019 for noting (previously circulated).

**A. Reports where the public and press may not be excluded**

**Key Decisions**

- |    |   |         |
|----|---|---------|
| 6. | Doncaster Homelessness and Rough Sleeping Strategy 2019-2024.   | 1 - 68  |
| 7. | Pool Car Replacement and Parking Relocation.  | 69 - 86 |
| 8. | General Fund Capital Receipts - Programme Update.<br><i>(Appendix 2 to the report contains exempt information by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended, (information relating to the financial or business affairs of any particular person (including the authority holding that information)).</i> | 87 - 98 |

**Cabinet Members**

**Cabinet Responsibility For:**

**Chair – Ros Jones, Mayor of Doncaster**      Budget and Policy Framework

**Vice-Chair – Deputy Mayor Councillor Glyn Jones**      Housing and Equalities

Councillor Nigel Ball	Portfolio Holder for Public Health, Leisure and Culture
Councillor Joe Blackham	Portfolio Holder for Highways, Street Scene and Trading Services
Councillor Rachael Blake	Portfolio Holder for Adult Social Care
Councillor Nuala Fennelly	Portfolio Holder for Children, Young People and Schools
Councillor Chris McGuinness	Portfolio Holder for Communities, Voluntary Sector and the Environment
Councillor Bill Mordue	Portfolio Holder for Business, Skills and Economic Development
Councillor Jane Nightingale	Portfolio Holder for Customer and Corporate Services.



## Doncaster Council

### Report - Doncaster Homelessness and Rough Sleeping Strategy 2019-2024

---

To the Mayor and Members of Cabinet

Date: 05/11/2019

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones Portfolio Holder for Housing	All Wards	Yes

#### EXECUTIVE SUMMARY

1. There has been a nationwide increase in number of rough sleepers and people presenting with multiple and complex issues. This increase has been seen in Doncaster. Homelessness Legislation requires every Local Authority to provide a Homelessness and Rough Sleeping Strategy to ensure a strategic approach to tackling and preventing homelessness, and to strengthen the assistance available to people who are homeless or threatened with homelessness.
2. Further legislation in the Homelessness Reduction Act 2017 placed duties on Local Authorities to intervene at earlier stages to prevent homelessness and provide homelessness services to all those affected and not just those in priority need. The enhanced prevention duty extended from 28 days to 56 days, enabling housing services to prevent at an earlier stage, with an additional 56-day relief duty to relieve full homeless duty by helping those in need to secure accommodation.
3. All Housing authorities must have a Homelessness and Rough Sleeping strategy in place, based on a review of all homelessness in their Authority area. This strategy must be renewed every 5 years, setting out plans for the prevention of homelessness and securing accommodation and support to be available for people who are homeless or at risk of becoming so.
4. This strategy sets out our strategic ambition for how we want services and the wider system to prevent homelessness and rough sleeping, but when people need it the accommodation offer and the right support are in place to get people to place they can call their own as quickly as possible.

## **EXEMPT REPORT**

5. N/A

## **RECOMMENDATIONS**

6. The recommendation arising from this report are;
  - a) Cabinet agree and adopt the Homelessness and Rough Sleeping 2019-2024

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

7. The strategic actions contained in the Homelessness and Rough Sleeping Strategy set out our direction for a whole system approach to homelessness prevention and response. We want citizens to access advice and information in a timely manner in order to prevent homelessness or understand their options when their circumstances change. Rough Sleepers will have wrap around support available to them, and will know where to access support and advice. Services will build and improve upon working arrangements to ensure a whole system response to Homelessness and Rough Sleeping in Doncaster.

## **BACKGROUND**

8. Homelessness and in particular rough sleeping has been increasing both nationally and locally since the previous strategy was agreed in 2015. As well as increases in the volume of people, there has also been an increase in the complexity of issues people face when presenting for services; this demand has been replicated across many parts of the country. We have responded well to this rise in demand with the introduction of a complex lives alliance that works with those most vulnerable providing wrap around support.
9. We have also introduced a Public Space Protection Order (PSPO) and invested council reserves into funding extra police resources in the town centre area to address begging, Anti Social Behaviour (ASB) and substance abuse sometimes associated with rough sleeping. We have also been successful in a number of funding applications from the UK government to supplement the work already happening across Doncaster, for example the Rough Sleeper Initiative.
10. Although we have responded well to the rise and changing nature of demand, in late 2018, the Homes for All Programme Board requested a review and refresh of the homelessness and rough sleeping strategy to ensure our strategic ambition and direction guided our future work and decision-making. Initial consultation followed with the homelessness and support partnership in February 2019 and work began with Crisis to consult with those with lived experience including people from the Complex Lives cohort, veterans and young people at risk of homelessness.
11. Building on this initial consultation, Imogen Blood Associates were appointed in April 2019 to conduct an independent review of Homelessness

and Rough Sleeping in Doncaster (full review at Annex B). The results of this review were shared with the Council, St Leger Homes and The Homeless and support partnership in July 2019

12. Overall the review found many positives in which the council, partners and providers can build on together, in particular;
  - Wide commitment to building a co-ordinated response to the issues
  - St Leger's continued resources to prevent and respond to homelessness
  - Ongoing commitment to funding housing-related support
  - Integrated commissioning of the Complex Lives Alliance (CLA)
  - Improvements to some pathways into Home Options
  - Opportunities to develop new housing as part of the council house build programme
  - Relatively good data collection compared to elsewhere
13. However there were still areas in which the 'whole system' of partners could improve the way in which they work including:
  - High numbers presenting in Doncaster are already homeless
  - Many of these cases could be preventable
  - High levels of additional support needs and multiple needs presenting
  - The current system is reactive with the main access being the civic office
  - Sometimes a lack of support, resources and training for effective triage
  - A default response is referral to supported housing
  - Current models are not effective for the increased complexity of clients
  - Complex lives offers the support, but there needs to be suitable housing to underpin this work
  - There is a need for more flexible floating support and dispersed provision of accommodation

### **Supporting Doncaster Growing Together**

14. The nature of this work and the strategic ambition set out in this strategy is cross cutting and has implications right across our four policy themes, Living, Working, Learning and Caring. There is significant focus on getting the right offer of accommodation and sustaining tenancies but equally important is our response to substance addiction, mental health, trauma, domestic abuse and the way in which we work together to commission services, all whilst seeking to prevent homelessness happening in the first place. This work has an impact upon multiple organisations and multiple strategy areas and as we deliver aspects of the strategy, there will be a need to review other policy and service areas to ensure alignment and value for money.

### **The Homelessness & Rough Sleeping Strategy**

15. The vision of *Working together to Prevent Homelessness and ensuring nobody in Doncaster needs to sleep rough on our streets*, sits at the heart of this strategy attached in full as Annex A.

16. The three key objectives of the strategy, based on the independent review, consultation with stakeholders and available intelligence are:
  1. Deliver a “whole system” wide plan for Homeless Prevention
  2. Maximise opportunities for independence through a range of housing options
  3. Effective and joined up Care and Support Services for those most in need

### **Governance & Accountability**

17. Ensuring that there is accountability and drive achieving the strategic ambition set out in this strategy is of paramount importance. The existing homelessness and support partnership has provided input into the strategy and will continue to shape and influence the annual delivery plan. Furthermore, a new strategic commissioning group should be formed to ensure that statutory partners and commissioners can develop and grip the annual delivery plan that will realise the strategic ambition set out in the strategy.

### **Next Steps**

18. Once agreed the strategy will provide the strategic ambition and framework for the responding to homelessness and rough sleeping across Doncaster, but some immediate steps alongside this agreement will also be put in place;
  - a) We will continue to develop an annual action plan, detailing the specific resources allocated to achieve the strategic ambition within the strategy. The first of which linked to the objectives in this strategy will be 2020/21 and will be agreed by February 2020.
  - b) We will set up the Strategic Commissioning Group to develop and grip the annual delivery plan and oversee the progress of the strategy.
  - c) We will set up a Prevention Task and Finish Group to create a plan for a whole system approach to preventing homelessness as early as possible, considering all relevant stakeholders
  - d) We know the latest spending round allocated further funding for Homelessness and rough sleeping to local authorities but this will not become finalised until later in 2019.
  - e) The Review of Homelessness also provided a model of accommodation that we could consider in the future. The model, based on a range of assumptions, includes the number of accommodation units we have and would need to transition to in the future. This transition, which will be considered by the strategic commissioning group, will be a key factor in achieving our housing options objective.

### **OPTIONS CONSIDERED**

19. **Option 1:** Do nothing and wait until the existing strategy expires in 2020. This option is not recommended, as we would not comply with Government

with our statutory duty to produce a Homelessness and Rough Sleeper Strategy

20. **Option 2:** Adopt the Homelessness and Rough Sleeping Strategy for Doncaster presented at Annex A and pursue the next steps described in Para 15. This is the recommended option.

### REASONS FOR RECOMMENDED OPTION

21. It provides the Council and Team Doncaster with a strategic plan to prevent homelessness and rough sleeping in Doncaster, with a clear commitment to deliver the actions identified in the strategy.
22. There have been significant changes in legislation and working practices since the previous strategy was adopted in 2015, along with increasing and changing demand.
23. Government requirement in the national rough Sleeping Strategy for each local authority to publish a refreshed Homelessness and Rough Sleeping strategy by Winter 2019.

### IMPACT ON THE COUNCIL'S KEY OUTCOMES

24.

Outcomes	Implications
<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>To enable those who are homeless or rough sleeping to engage in work activities, it is essential that they are in stable accommodation to provide the foundations to feel able to engage in work activity and training/education.</p>
<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>Settled accommodation across the borough for homeless households is instrumental to Doncaster becoming a thriving town centre and enabling those who are unable to do so of their own accord, to live in good quality, affordable homes.</p>
<p><b>Doncaster Learning:</b> Our vision is for</p>	<p>We want to ensure people</p>

	<p>learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>have access and opportunity to learn new skills at the right time for them.</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>Our ability to provide support and care to homeless households, vulnerable families and individuals through good quality services that help them back to a place they can call their own.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>We want to support homeless households by aligning our services and resources to provide the best value.</p>

## RISKS AND ASSUMPTIONS

25. Doncaster has been successful in receiving Government funding for short-term interventions, for example, the Rough Sleepers Initiative. However, the long term funding of these interventions is still unclear, making it difficult to plan and manage services in a sustainable way. This uncertainty could affect Doncaster's ability to plan and co-ordinate homelessness services in the medium to long term.

## LEGAL IMPLICATIONS NC 02/10/2019

26. The Housing Act 1996, the Homelessness Act 2002 and the Homelessness Reduction Act 2017, places a number of duties on local authorities to prevent and deal with homelessness in their boroughs. The 2002 Act created a duty on Local Authorities to carry out homeless reviews and publish a Homelessness Strategy. Section 1(4) of the 2002 Act requires a

revised strategy to be published within the period of 5 years beginning on the day the current strategy was published. The statutory Homelessness Code of Guidance for Local Authorities clarifies that this is a strategy for:

- (a) preventing homelessness in the borough;
- (b) securing that sufficient accommodation is and will be available for people in the borough who are or may become homeless; and
- (c) securing satisfactory provision of support for people in the borough who are or may become homeless, or who have been homeless and need support to prevent them becoming homeless again.

- 27. The Code also confirms that the Authority must consult public or local authorities, voluntary organisations, service users, specialist agencies who provide support to homeless people in the borough, or other persons, as they consider appropriate before adopting or modifying a homelessness strategy.
- 28. The Homelessness Strategy proposed by this report assists the Council in complying with the various statutory duties placed on it in relation to dealing with homelessness

### **FINANCIAL IMPLICATIONS CA 02/10/2019**

- 29. There are no financial implications as a direct result of the Strategy and whilst the 3 Objectives set out what will be done differently in terms of approach and principles, the resulting actions will need to be further developed as part of the implementation, for example, where there is a commitment to review a specific issue or process, the outcome and subsequent recommendations will need to be properly costed and options for funding considered from within the partnership and from the external funding available to the wider programme.
- 30. Actions likely to give rise to a cost include the housing and legal advice to prevent evictions (if this cannot be met will through existing resources and upskilling) and the actual roll-out of training which will need to be addressed as part of the training plan. Again, there may be flexibility to use some of the external funding supporting the wider programme of activity.
- 31. There are no capital implications as a direct result of this report and where parts of the Strategy refer to “sourcing affordable rent properties”, this is not about purchasing properties as such but about SLH acting as the managing agent with the private sector to provide more properties at an affordable rent, through negotiation and assisting private rented sector landlords to access external funds to bring properties back into use, provide bonds, top ups etc.
- 32. Actions to source suitable settled housing at an earlier stage for those in temporary accommodation should see an immediate reduction in costs to the Council, as temporary accommodation is usually more expensive and cannot always be met by Housing Benefit. There is likely to be a long term cost saving from earlier intervention and prevention but this has not been quantified.

## **HUMAN RESOURCES IMPLICATIONS KG 02/10/2019**

33. There are no specific HR implications arising from this report however, there may be Human Resource implications within specific projects arising from the strategy; these will be included in the appropriate individual reports.

## **TECHNOLOGY IMPLICATIONS PW Date 30/09/2019**

34. Where there are any technology requirements to support the delivery of the Homelessness and Rough Sleeping Strategy, these would need to be considered and prioritised by the Technology Governance Board (TGB).

## **HEALTH IMPLICATIONS HC 01/10/2019**

35. Poor health can be both a cause and consequence of homelessness and there is evidence to show that the health and wellbeing of those who are homeless is significantly worse than the general population. Living on the streets, in temporary accommodation or in an insecure tenure can have an impact on physical and mental health, drug and alcohol use and ability to utilise the health systems meaning, as a group, those whom experience homelessness also experience high levels of health inequality. The activity reported in this Strategy details a partnership response to those with the most complex needs that includes health and non-statutory partners, and a preventative approach for those at risk of homelessness. By reducing the number of people sleeping rough, homeless or at risk of homelessness, it can be expected that there will be a positive health impact on this vulnerable population.
36. Although placements bed and breakfast accommodation can be necessary in some cases, it recommended that measures are taken to reduce the number of people, especially families, living in bed and breakfast accommodation. Providing a secure, healthy and appropriate home will have a positive impact on health and wellbeing. Homelessness is more likely to affect those in society who are most at risk of experiencing other inequalities and poor health, than the general population. Those with experience of the criminal justice system, BME young people, LGBT young people, gay, bisexual or transgender men, gypsies and travellers, sex workers, those who have experienced domestic violence, people with long term illnesses or a disability, people with substance misuse problems, refugees and asylum seekers, care leavers and young people from rural areas are at greater risk of being homeless (LGA, 2017). It is recommended that decision makers take into account the inequalities experienced by these groups and the barriers they may face during planning, delivery and evaluation.
37. It is recommended that decision makers closely monitor and evaluate the impact of this Strategy ensuring that it represents the best use of resources and provides the best health outcomes for Doncaster residents. It is recommended that prevention continues to be the approach of choice wherever possible. This is not only cost-effective, but also prevents our vulnerable communities developing more complex needs and experiencing further negative health impacts of homelessness and rough sleeping

## **EQUALITY IMPLICATIONS MP 01/10/2019**

38. The Due Regard Statement (DRS) contained within Annex C contains the Equalities implications along with the details of specific consultations in developing this strategy.

### **CONSULTATION**

39. During February and March 2019, we worked with Crisis to provide consultation with lived experience including Complex Lives, Veterans, and Young People at risk of Homelessness. Consultation details are shown in the Due Regard Statement (Annex C) and the Doncaster Review of Homelessness and Rough Sleeping report by Imogen Blood (Annex B)

### **BACKGROUND PAPERS**

40. **Annex A** – Doncaster Strategy for Homelessness and Rough Sleeping 2019-2024  
**Annex B** - Doncaster Review of Homelessness and Rough Sleeping 2019  
**Annex C** – Due Regard Statement for Homelessness and Rough Sleeping Strategy

### **GLOSSARY OF ACRONYMS AND ABBREVIATIONS**

B & B = Bed and Breakfast  
CAB = Citizens Advice Bureau  
CCG = Clinical Commissioning Group  
CLA = Complex Lives Alliance  
DWP = Department for Work and Pensions  
GP = General Practitioners (Doctors)  
HOT = Home Options Team  
HRA = Homeless Reduction Act  
HRS = Housing Related Support  
IBA = Imogen Blood Associates  
LD = Learning Difficulties  
MEAM = Making Every Adult Matter  
MHCLG = Ministry of Housing, Communities and Local Government  
PHP = Personal Housing Plans  
SPOA = Single Point of Access  
TA = Temporary Accommodation  
UC = Universal Credit  
YP = Young People

### **REPORT AUTHOR & CONTRIBUTORS**

Mandy Preskey, Strategy and Performance Improvement Manager  
T: 01302 862054 E: mandy.preskey@doncaster.gov.uk

Allan Wiltshire, Head of Policy and Partnerships  
T: 01302 862307 E: allan.wiltshire@doncaster.gov.uk

**Phil Holmes**  
**Director of Adults Health and Well-Being**

This page is intentionally left blank

# Annex A



# Doncaster Homelessness & Rough Sleeping Strategy

**2019-2024**

We will work together to prevent homelessness and ensure nobody in Doncaster needs to sleep rough on our streets.

# Contents

<b>Foreword</b> .....	<b>3</b>
<b>Introduction</b> .....	<b>4</b>
<b>National Context</b> .....	<b>4</b>
<b>About Doncaster</b> .....	<b>5</b>
<b>Key Facts</b> .....	<b>8</b>
<b>Objective 1: Deliver a “whole system” wide plan for Homelessness Prevention</b> .....	<b>9</b>
<i>What we want to achieve</i> .....	9
<i>What we will do</i> .....	9
<i>What we will measure</i> .....	9
<b>Objective 2: Maximise opportunities for independence through a range of housing options</b> .....	<b>10</b>
<i>What we want to achieve</i> .....	10
<i>What we will do</i> .....	10
<i>What we will measure</i> .....	10
<b>Objective 3: Effective and joined up Care and Support services for those most in need</b> .....	<b>12</b>
<i>What we want to achieve</i> .....	12
<i>What we will do</i> .....	12
<i>What we will measure</i> .....	12
<b>Cross Cutting Enablers:</b> .....	<b>13</b>
<i>What we want to achieve</i> .....	13
<i>What we will do</i> .....	13
<b>Governance</b> .....	<b>14</b>

# Foreword

I am pleased to introduce this Homelessness and Rough Sleeping strategy, which sets out our vision for the prevention of Homelessness and Rough Sleeping in Doncaster.

Doncaster and the nation has seen an increase in homelessness and rough sleeping in recent years, and we recognise that the impacts of Welfare Reform have made the prospect of access to secure, good quality affordable housing challenging for many people across our Borough.

We are committed to a whole system approach to the prevention of homelessness to improve people's lives, which means we all need to work together to prevent homelessness. The most visible part of homelessness is rough sleepers who often have multiple and complex needs but the majority of people who are homeless or potentially homeless are there because of an end to their tenancy or a family breakdown – prevention is a key objective and thread throughout this strategy.

We have achieved much in the last 18 months that has transformed the way we deliver services. For example, we have introduced an award winning Complex Lives Alliance, which incorporates a multi-agency approach to supporting our most vulnerable rough sleepers with multiple and complex needs.

We have also worked in partnership to lever in further resources from government by co-ordinating multi agency bids, for example working with Government on a Rapid Rehousing Pathway and supplying preventative floating support to those at risk of rough sleeping.

We know that we require the right offer of accommodation when people need it and we have set up an accommodation pathway multi-agency partnership to understand the existing accommodation and support available to those who are homeless – ensuring we support people to access accommodation they can call their own as quickly as possible. Maximising our accommodation offer is a key objective of this strategy.

We know that getting the right care and support at the right time can make a real difference to people and their families. There are more vulnerable people present with complex needs in Doncaster than average and we need to ensure if people want support we can help them to turn around their lives. Effective, joined up care and support is a key objective of this strategy.

We know there are significant challenges. Our review of homelessness and rough sleeping in Doncaster has taken place to determine what we need to build upon but more importantly where we need to make the most improvement. The review has shaped this strategy and the key objectives that run through it.

This strategy sets out our strategic ambition over the next five years and we will review annually our delivery plans to make sure our initiatives are providing the desired outcomes, and that we are keeping on top of emerging trends and opportunities

This strategy sets out our commitment to prevent homelessness and rough sleeping at an earlier stage, maximise our accommodation offer and ensure we support those who need our services most.

I would like to thank those who have contributed to this strategy, including service providers, Crisis and the people who have lived experience who took the time to help us understand homelessness and rough sleeping in Doncaster.

Our vision '*we will work together to prevent homelessness and ensure nobody in Doncaster needs to sleep rough on our streets*' is at the heart of all we are trying to achieve with this strategy.

**Glyn Jones**  
**Deputy Mayor of Doncaster**  
**Portfolio Holder for Housing and Equalities**

# Introduction

- 1 Since the Government's Homelessness Reduction Act 2017 came into force in April 2018, Doncaster continues to experience a wide range of reasons for homelessness, reinforcing the need for a wide partnership response. The Council has a statutory responsibility to provide housing to those who meet a range of criteria.
- 2 This strategy sets out our vision, objectives and activity to prevent homelessness and rough sleeping. The strategy has been informed by a wide range of stakeholders and seeks to address all aspects of homelessness including, prevention, accommodation and support services. This strategy is supported by a suite of other work that has helped develop this strategy or will deliver the strategy objectives in the future;
  - The Review of Homelessness and Rough Sleeping in Doncaster
  - An Annual Homelessness and Rough Sleeping Delivery Plan
  - The Homelessness and Rough Sleeping Due Regard Statement
- 3 The partnership have undertaken a comprehensive review of the latest legislation and the effectiveness of its operating procedures and initiatives. The findings from the review have directly informed and shaped this new strategy for the way the partnership will deal with homelessness, especially those with complex needs.
- 4 We will renew our annual delivery plan across the partnership where we will consider challenges and our response, aligning to our strategic vision, objectives and resources.
- 5 The due regard statement details the variety of consultation and feedback that has been incorporated to inform the development of this strategy but in particular the way in which we have given regard to people with protected characteristics.

## National Context

- 6 The **Homeless Reduction Act** came into place on 3<sup>rd</sup> April 2018 and changed the length of time that Authorities have to deal with homelessness with a view to reducing the number of cases accepted as homeless. An emphasis on prevention and a Duty to Refer from key organisations should impact on the ability to deal with cases before they become an emergency.
- 7 The national **Rough Sleeping Strategy**<sup>1</sup> sets out how the government wants to halve rough sleeping by 2022 and end it by 2027, and builds upon the rough sleeping initiative which started early in 2018. There are a number of interventions within the strategy that are mainly based around 'Prevent, Intervene and Recover' and a number of Government funded interventions across the country.
- 8 In 2018 Crisis published their report '**Everybody In**'<sup>2</sup> that sets out a number of principles and actions to promote a more positive agenda to prevent and end homelessness. The report brings together key evidence from across the globe looking at prevention, rapid re-housing and tackling rough sleeping via methods such as Housing First, Street Outreach and expanding the evidence to understand what works with regards to supported accommodation.

---

<sup>1</sup> Rough Sleeping Strategy (2018). MHCLG

<sup>2</sup> [https://www.crisis.org.uk/media/239453/everybody\\_in\\_how\\_to\\_end\\_homelessness\\_in\\_great\\_britain\\_2018.pdf](https://www.crisis.org.uk/media/239453/everybody_in_how_to_end_homelessness_in_great_britain_2018.pdf)

- 9 In 2018 Shelter published ‘**A Vision for Social Housing**’<sup>3</sup>, which was overseen by a wide range of commissioners and sets out the findings from a big conversation with over 31,000 people. It argues for a new regulator that would work across private and social renting sectors to set and enforce standards, urgent reforms to the private rented sector to protect against eviction and a large-scale programme of social housing delivery with 3.1 million new homes needed over the next twenty years.
- 10 In February 2018 MHCLG amended the **Homeless Code of Guidance** for Local Authorities, giving a summary of homeless legislation and the duties, powers and obligations on housing authorities and others towards people who are homeless or threatened with homelessness.
- 11 Wider national challenges are or have the potential to impact upon our response to increasing homelessness and rough sleeping in Doncaster;
  - **Welfare Reform** and the introduction of Universal Credit has, in some circumstances, caused financial problems that have affected people’s ability to secure affordable accommodation.
  - The uncertainty arising from **leaving the European Union**, however we leave, may have detrimental economic impacts over the short, medium and long term.
  - The ability of local people to **afford a home** in the Private Rented Sector or to buy their own home putting pressure on council housing waiting lists.
  - **Time limited funding** from Government for initiatives often for a period of 1 or 2 years.
  - We have to do this in an **environment of limited and reducing resources**.

## About Doncaster

- 12 Homelessness and in particular rough sleeping has been increasing both locally and nationally since the previous strategy was agreed in 2015. As well as increases in the volume of people, there has also been an increase in the complexity of issues people face when presenting for services; this demand has been replicated across many parts of the country. We have responded well to this rise in demand with more focussed and integrated partnership working.
- 13 We have been successful in a number of time-limited bids for Government grant, which support homelessness and rough sleeping including: MHCLG Cold Weather Fund, Flexible Homeless Support Grant, Private Rented Sector Funding, Rough Sleeper Initiative and Rapid Rehousing Pathway grants. However, there remains a difficult financial environment across public services to meet demand in a sustainable way.
- 14 St Leger Homes of Doncaster are responsible for the statutory homeless function delivered through the Home Options Team. The team has an increased focus on the development of robust Personal Housing Plans to ensure that the identification and addressing of the root causes relating to homelessness are identified, and acted on. Homelessness presentations in Doncaster arise at a later stage, however, increasing access to support and information at an earlier stage enables intervention to be as effective as possible before the point of crisis, therefore maximising homelessness prevention options, activities and outcomes.
- 15 Doncaster Council has a joint commissioning strategy with the Clinical Commissioning Group (CCG) supporting more integrated commissioning of services. Doncaster also holds regular accommodation flow discussions to determine and streamline the pathways available for homeless households into supported accommodation.

---

<sup>3</sup> [https://england.shelter.org.uk/support\\_us/campaigns/a\\_vision\\_for\\_social\\_housing](https://england.shelter.org.uk/support_us/campaigns/a_vision_for_social_housing)

- 16 Doncaster provides support for Veterans including housing allocation, waiting list priority, tenancy support and has additional dedicated housing stock in partnership with St Leger Homes and the Help for Homeless Veterans Charity. A Regional Veteran Awareness Package will ensure a consistent advice and housing support across Doncaster and South Yorkshire Region.
- 17 We have set up a Complex Lives Alliance, working across teams and organisations to provide a multi-agency approach to supporting those with multiple and complex needs. This approach has won the MJ Local Government Award and we would like to continue this partnership work in the future. This multi-agency approach is fundamental to improving the whole system approach we want to adopt in the future.
- 18 Doncaster Council considers a preventative approach to be a high priority, and, as recognised in the independent **Homelessness and Rough Sleeping Review**, we cannot do this alone and will need involvement from statutory partners, voluntary sector leaders and specialist providers in order to do this effectively, building on the good relationships it has with commissioned and non-commissioned providers. The Homelessness and Rough Sleeping Review published alongside this strategy summarised the key information relating to information across Doncaster.
- 19 The Homelessness and Rough Sleeping Review recommends a 'whole system' approach to prevention, with a multi-agency action plan, a review of homelessness services, and choice and control for service users, moving away from the default response to single homeless being supported accommodation.

#### **Prevention**

- Prevention figures are lower than national averages with opportunities to expand prevention initiatives including more to support those in existing tenancies.
- Proposals include working with landlords, managing relationships through mediation services, and offering access to services to customers earlier in their journey.
- Doncaster has increased numbers of homeless approaches with complex issues. It hosts four prisons in its borough, releasing into the town and its surrounding areas.
- The highest reasons for approach are end of tenancy, family no longer able to accommodate, domestic abuse, relationship break up and eviction from supported housing highlighting the need to build relationships with support organisations.
- A high proportion of those presenting are already homeless. With the system in place mostly reactive, highlighting a need for staff training and support to bring about a more proactive prevention led approach.

#### **Accommodation**

- Clarity and communication needed for referral routes and eligibility criteria services with specific interpretation of the functions of each scheme within the housing support pathway, including clarity of service functions within the pathway. Extending multi-agency work for those at risk of becoming complex, with increased flexible floating support and more dispersed provision.
- More focus on earlier settled accommodation, incorporating support for physical disabilities and mental health.
- Doncaster has great assets in its own stock used for temporary accommodation including support for 159 families with children (2018/19).

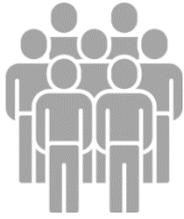
#### **Care & Support**

- Rough Sleeper numbers increased to a peak during 2018/19 and a multi-agency taskforce was set up to support those rough sleepers who were willing to engage, halving the number of rough sleepers.

- There are gaps in services for women rough sleepers and young people with substance misuse issues indicating we need to reform support pathways.
- Doncaster has a higher number of homeless people with multiple needs. This includes Autism and Learning Difficulties.
- Highest additional support needs include mental health, physical disabilities, offending history, drugs, repeat homelessness, rough sleeping, domestic abuse, learning difficulties, and alcohol misuse with a high number of single person homeless presentations.

DRAFT

# Key Facts



**2227**

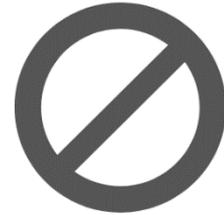
Presentations  
 655 (29%) not proceeding with application  
 597 (27%) Prevention Duty Accepted  
 975 (44%) Relief Duty Accepted  
 95 Full Duty Accepted  
 (2017/18 340 Full Duty)



Levels of Homelessness per '000 households

Doncaster **10.95**  
 Yorkshire and Humber 10.47  
 England 10.2

Proportion prevented from becoming homeless  
 England 55%  
 Yorkshire and Humber 56%  
**Doncaster 40%**



Majority Single Households Presenting (63%)



**10 Days**  
 average spent in B & B



Rough Sleepers

2017 = 8  
 2018 = 27

**51%**

of those owed a prevention duty secured accommodation for more than 6 months

**25%** became homeless

**24%** lost contact or withdrew their application

**59%**

of those owed a Relief Duty secured accommodation for more than 6 months

**72.4%**

Additional Support Needs (Doncaster)

49.1% Rest of England

56.1% Yorkshire and Humber

# Objective 1: Deliver a “whole system” wide plan for Homelessness Prevention

## What we want to achieve

We want to promote the earliest possible prevention by embedding homelessness prevention awareness and information through a multi layered, whole system, effective partnership working and strategic response with clear delivery points to achieve the strategy.

Good working relationships with partners is integral to ensure that we recognise potential homelessness early to provide the best outcomes. Strong and effective partnership working to create a holistic, whole system approach to meeting the needs of homeless households and those threatened with homeless.

## What we will do

- We will initiate a cross partnership strategic group, including statutory partners, to create a whole system approach to preventing upstream homelessness, considering all relevant stakeholders
- We will develop relationships with landlords and tenants and housing associations providing housing and legal advice to prevent evictions, taking steps to prevent or move families and individuals before it becomes an issue and maintain sub regional landlord connections
- We will source affordable rent properties with increased length of tenure to increase the supply of affordable accommodation
- We will link with Disabled Facilities Grants and Adaptations for homeless households and explore opportunities for prevention initiatives to keep people in their own homes for longer and enable hospital discharge
- We will explore options with our partners for those with no recourse to public funds
- We will review our information and guidance to ensure that local people are informed about the support available to them.

## What we will measure

Indicator	Baseline 2018/19
Number of approaches	2227
Number of approaches in prevention	597
Number of cases prevented	473
Number of full duty homeless acceptances	95

## Objective 2: Maximise opportunities for independence through a range of housing options

### What we want to achieve

We want to maximise every mechanism to increase the number of affordable accommodation options available in Doncaster through a dispersed accommodation offer. Delivering a housing-led model with a focus on rapid rehousing and a reduced reliance on the resettlement pathway, in particular hostel provision. We will ensure there is clarity on the function of each scheme within the pathway and for those that need to enter the pathway, we will ensure there is a focus on a sustainable route out of homelessness

### What we will do

- We will review housing and support provision for supported housing, and be specific about the function of each scheme within the system pathway, ensuring adequate move-on within the system
- We will work with partners to remodel the existing hostel provision to facilitate greater multi-agency working and Psychologically Informed Environments
- We will develop an assessment hub with the aim of rapidly rehousing individuals using a strength-based approach
- We will improve our rapid rehousing pathway for rough sleepers and people presenting as homeless to accommodation they can call their own
- We will scope, locate and access good quality affordable housing across the Borough.
- We will facilitate access to the non-commissioned supported housing sector and improve pathways through the single point of access (SPOA)
- We will further develop dispersed provision with flexible levels of wrap around support
- We will review the existing offer of floating support to ensure future preventative and resettlement needs are met
- We will further develop Doncaster's Housing First Model
- We will increase access into the Private Rented Sector and Housing Association housing offer by improving relationships and dialogue to increase levels of settled housing and move-on accommodation

### What we will measure

Indicator	Baseline 2018/19
Number of households placed in Bed and Breakfast accommodation	169
Average length of stay in Bed and Breakfast Accommodation	9.7 days
Number of families in Bed and Breakfast after 6 weeks	0
Number of households placed in temporary accommodation	358
Average length of stay in temporary accommodation	54.8 days
Number of Rough Sleepers	27
Number accessing Housing First	0
Number ready for move on	95

Indicator	Baseline 2018/19
Number moved on to stable housing	96
Number of complex cases using supported accommodation in the year	81
Number of referrals leading to a move-on placement	TBC
Number of cases ready for move-on where accommodation is not available	52
Number of additional accommodation made available	TBC

DRAFT

## Objective 3: Effective and joined up Care and Support services for those most in need

### What we want to achieve

We want to support vulnerable people to access and maintain accommodation to live independently within their community, with a focus on recovery and social inclusion. We want to support people to live meaningful lives free from addiction and supported to make healthier choices for themselves and their family.

### What we will do

- We will continue to provide specialist support services for rough sleepers with multiple and complex needs through a sustainable multi-agency delivery team model
- We will develop relationships with commissioned and non-commissioned providers to provide support to vulnerable people, victims of domestic abuse and ex rough sleepers into accommodation solutions
- We will continue to work with local providers to provide increased daytime and personal development opportunities and support financial independence
- We will further develop access to mental health and trauma informed services
- We will develop support mechanisms for young homeless and young people with complex needs, building on the 16/17 year old homeless protocol.
- We will manage tenancies and offer neighbour support information when placing complex clients
- We will develop opportunities for those in temporary accommodation, to include meaningful daytime activity, school and employment locations, individual preferences and needs, and signposting to support networks to reduce social isolation
- We will actively source suitable settled housing for families and those in temporary accommodation at an early stage

### What we will measure

Indicator	Baseline 2018/19
Number of support cases losing contact	TBC
Intensive support provided	184
Increase in the number of individuals sustaining accommodation for 6 months	66
Reduction in the number of nights spent in hospital	418

# Cross Cutting Enablers:

## What we want to achieve

We will need a number of cross cutting products that will support the delivery of the objectives set out in this strategy. These products support the partnership to work closer together, provide better intelligence and better value services.

## What we will do

- Develop a **Joint Commissioning Strategy/Approach** to contribute to and complement delivery of the overall Homelessness and Rough Sleeping Strategy
- Develop a **Communications Plan** to raise awareness of the increased prevention duty under the Homeless Reduction Act.
- Further develop **joint working protocols with statutory partners** to improve relationships and understand procedure and policy
- We will continue to provide a robust **winter plan (Severe Weather Emergency Plan)** and develop plans for the summer weather period too
- **Introduced a “Protected Characteristic”** for homeless households considered throughout Doncaster Council policies and strategies
- We will continue to **develop our accommodation dashboard** to understand current availability and gaps
- Continue to promote and provide an **alternative giving** scheme where money can be used to support homeless households and rough sleepers
- **Develop a mechanism for regular engagement with those with lived experience** ensuring the user voice has impact
- We will develop a **training plan** for homeless services to include
  - Customer Service, Respect and Dignity
  - Care Act Principles
  - Trauma informed practice with psychologically informed recovery services
  - Financial tools to support residents to remain in their own home

## Governance

Homelessness statutory duties are the responsibility of the Council but are devolved to St Leger homes, which discharges this function.

We also need a clear mechanism of delivering the objectives set out in this strategy and ensuring there is clear accountability across the wide range of partners that will be required to deliver this strategy.

<b>Group/Board</b>	<b>Role</b>
<b>Homelessness and Support Partnership</b>	Existing mature partnership for agencies and providers to network, share good practice and directly shape the annual delivery plan
<b>Strategic Commissioning Group</b>	Introduction of a new strategic group that would include statutory partners, enabling upstream prevention, unlocking systems, and greater accountability and grip on the progress of the annual delivery plan.
<b>Homes for All Board</b>	Will receive periodic updates on progress
<b>Town Centre Locality Group</b>	Will discuss emerging and live issues in the town centre feeding in issues relating to homelessness and rough sleeping to shape and inform the annual delivery plan

Imogen Blood &  
Associates

---

# Doncaster Review of Homelessness and Rough Sleeping 2019

July 2019

Authors: Imogen Blood, Mark Goldup, & Dr. Sarah Alden

## Contents

Summary of key messages.....	3
1. Introduction .....	4
1.1. This commission/ report .....	4
1.2. The evidence on which it is based .....	4
1.3. Our outputs .....	4
2. Prevention of homelessness .....	5
2.1. The causes of homelessness in Doncaster .....	5
2.2. How prevention is currently working.....	6
2.3. Areas for consideration .....	8
3. Housing-Related Support.....	9
3.1. The current challenge .....	9
3.2. A typology of housing-related support interventions to model number and type required.....	10
3.3. Single Point of Access.....	12
3.4. Non-commissioned housing/ support .....	12
3.5. Temporary accommodation.....	13
3.6. Complex Lives Alliance .....	13
3.7. Access to settled housing.....	15
3.8. Areas for consideration .....	16
4. Creating and embedding a ‘whole systems approach’ .....	18
4.1. Areas for consideration .....	19
Appendix A: Data tables.....	21
Appendix B: Practice examples from other authorities.....	24
Prevention.....	24
Housing & Support Interventions .....	26
Supporting a whole systems approach.....	27
Furniture recycling projects .....	29
Appendix C: Assumptions for HRS predictions/ categories.....	30
Recommendations to improve the robustness of the estimates .....	33
Appendix D: Possible system-wide performance indicators .....	34
Appendix E: Stakeholders engaged in this review .....	35

## Summary of key messages

### Prevention of homelessness

There is scope for Doncaster to improve the prevention of homelessness; however, this cannot be the sole responsibility of the Home Options Team.

There is a risk – and Doncaster is by no means alone in this – that the Homelessness Reduction Act simply generates a lot more ‘processing’ work, with fewer sustainable outcomes.

Given the complex causes of homelessness and the additional support needs of those experiencing or at risk of it in the city, a multi-layered, whole system, strategic response is required to achieve this, including a clear multi-agency action plan and ‘whole system’ performance indicators.

This fits well with the local ‘Homelessness Reduction Boards’ MHCLG is considering and with the focus on prevention of homelessness and complexity in the NHS Long-Term Plan. We present some areas for consideration **on page 8**

### Housing-Related Support (HRS)

Doncaster currently has a reasonable number of total HRS provision; though there is an urgent need to review the *type* of provision and what role it should ideally play in the wider system.

The increasing number of people (including young people and women) with complex needs is placing existing models and pathways under strain.

Given Doncaster’s housing market, there is real potential to move to a more housing-led model over time, where the ‘default’ is rapid-re-housing with tailored support. But it is essential that this happens as part of an integrated homelessness/ housing strategy and is co-produced with people with lived experience and existing providers and partners. If this is to be the direction of travel, it will be essential to develop a clear transitional plan.

We present some areas for consideration **on page 16**

### Creating and embedding a ‘whole systems approach’

There are many positives on which to build in Doncaster. However, our review found that, despite the promising practices and resources outlined above, much of this work still takes place within traditional ‘silos’. In order to increase effectiveness, a ‘whole systems’ approach is needed to better prevent future and end current homelessness.

We suggest what this might look like **on page 19**.

## 1. Introduction

### 1.1. This commission/ report

Doncaster MBC commissioned the independent social research consultancy, Imogen Blood & Associates (IBA) in April 2019 to conduct a Homelessness and Rough Sleeping Review to inform its forthcoming Homelessness Strategy.

In line with the Homelessness Code of Guidance for Local Authorities, the review has:

- Involved relevant partners, including statutory partners, voluntary sector and specialist providers, and people with lived experience: those who have participated are listed in Appendix E;
- Considered other relevant local plans and wider but related programmes, to assess strategic alignment;
- Reviewed data on current levels of homelessness, its causes and the profile of those experiencing homelessness;
- Reviewed activities to prevent homelessness and to provide support and/or temporary/ settled accommodation to those experiencing homelessness.

The findings of this review will inform the development of a new Homelessness Strategy.

### 1.2. The evidence on which it is based

Our activities have included:

- Two meetings with a steering group of senior staff from: St Leger Homes (including the Home Options Team) and Doncaster MBC (Strategy & Performance, Adults Health & Wellbeing, Localities and Town Centre);
- Site visits to Home Options Team, Complex Lives Alliance, and Riverside projects to observe, and interview staff, service users and multi-disciplinary teams;
- A review of data and documents supplied by the council;
- Meetings with commissioners and analysts to collect and review data;
- A series of phone interviews and group discussions with a range of partner agencies and departments;
- The development of a spreadsheet-based tool, to better understand current and model future demand for accommodation and support.

### 1.3. Our outputs

The specification called for 'some clear insight into our data; not simply repeating data already available'; our focus has been to synthesise a substantial amount of information to produce this succinct high-level document, with supporting evidence included in:

- Appendices;
- A separate interim summary document, on which we sought and responded to feedback from the steering group, and
- The draft modelling tool, shared with the Accommodation Flow Group

## 2. Prevention of homelessness

In order to effectively prevent homelessness, it is vital to understand what is causing it.

### 2.1. The causes of homelessness in Doncaster

Table 1 in Appendix A shows the reasons for (threatened) loss of accommodation of those presenting at the council's Housing Options Team (HOT) in the last financial year. This data suggests:

- A **wide range of reasons** why people are becoming homeless (or at risk of becoming homeless), necessitating different preventative interventions.
- Significant success in preventing **private sector evictions**, which make up 31% of those on a prevention duty, but just 16% of those on a relief duty.
- **Relationship breakdown** of various types (violent/ non-violent, partner/ family/ friends) is a major cause of homelessness: this is more difficult for the council to prevent, though access to mediation services may help in some cases.
- A relatively high<sup>1</sup> number of cases at relief stage which should **ideally be identified and prevented earlier on**, e.g. 117 evictions from supported housing, 35 evictions from social tenancies, 43 leaving institutions and 18 leaving asylum accommodation.

Those accessing the Home Options Service have a **high level of additional support needs**:

- 72% of those presenting as homeless in Doncaster had additional support needs, compared to half of those presenting nationally/ regionally (see Table 2, Appendix A)
- **Mental health** is the most frequently noted, in line with the national picture.
- Those presenting as homeless in Doncaster have **higher levels of multiple needs** than the national/ regional average.
- Support providers and other professionals working with those experiencing homelessness confirmed high levels of complexity, including poly-drug (including Spice) use, alongside mental health problems (often linked to past trauma) and 'revolving doors' through homelessness, prison and housing instability.
- For those with lived experience we interviewed, relationship breakdown had often triggered homelessness, but was typically linked to (caused by and/or triggered) substance use and or mental health issues.
- The proportion of childless households presenting – especially amongst those who are actually homeless and owed a relief duty - is relatively high (see Table 3)
- In 2018-19, 54 Households with a Polish head of household presented to Home Options and 31 were cases where a duty was accepted.
- HOT and external support reported an increase in the number of women presenting, especially amongst the cohort at risk of/ experiencing rough sleeping.
- There are four local prisons which release people into the city and surrounding area.

---

<sup>1</sup> Where eviction from supported housing prompted 7.5% of all homelessness presentations in Doncaster, it accounted for 2% of homeless presentations nationally. Leaving institutions was the cause of 3% of Doncaster's presentations, and 1% of national presentations:

## 2.2. How prevention is currently working

In the year 2018-19, 2227 households presented to Doncaster Home Options Team. The breakdown of statutory decisions made is included in Table 4, Appendix A.

The Homelessness Reduction Act (HRA) 2017 places duties on local authorities to intervene at earlier stages to prevent homelessness in their areas and requires housing authorities to provide homelessness services to all those affected. A triage system was set up within the Home Options Team (HOT) on implementation of the HRA in order to filter and manage the additional work. HOT staff report that they spend a lot of their time processing presentations, though would like to spend more time proactively taking preventative action. However, since HOT had offered advice and assistance to those deemed 'non-priority' prior to the HRA, there has not been a big change to the offer, and no real increase in statutory presentations as yet.

40% of those owed a duty were owed a prevention rather than a relief duty; this is significantly lower than the national (55%) and regional (56%) averages. In other words, **a higher proportion of Doncaster's presentations are already homeless.**

Qualitative research with professionals within HOT and with those based in other departments/ agencies, suggests that **referrals sometimes occur too late in the pathway to trigger a preventative approach. However, improvements have been made recently to some of these pathways**, though it is perhaps too early to see the impact of these on the numbers, and we sometimes heard conflicting versions of what does or is supposed to happen. The emerging themes are:

- Good pathways developed at a strategic level do not always work as planned at an operational level, due to frontline pressures, poor inter-agency communication, lack of awareness/ understanding, staff absence or turnover: this seems to be the case in relation to hospital discharge.
- DMBC Housing should work more closely with their colleagues who have developed the forthcoming Autism strategy. This might include: drawing on the expertise of the Autism lead to consider the pathways of people living with Autism who are at risk of or experiencing homelessness; sending a representative of the Home Options Team to Autism strategy planning meetings; and making reference to the Housing section of the Autism strategy within the forthcoming Homelessness Strategy. We have included a practice example from Oldham; however, whilst this includes housing/ homelessness, its focus is much broader.
- Building consistent and trusting relationships between HOT and other agencies/ departments is key; this is in place in some pathways (e.g. young people leaving care, prisons) but was felt to have been reduced due to cuts in others (e.g. domestic violence, hospitals)
- Having a seconded HOT worker in specialist teams (e.g. in the Complex Lives Alliance, who also picks up those at risk of homelessness on release from prison) helps to streamline referrals and assessments and improve upstream prevention.
- Offering informal surgeries outside of the Civic (e.g. those held for refugees at Quaker House) can help to build relationships with external agencies and encourage people to come forward for advice and assistance at an earlier stage.

There was a known positive outcome in 51% of Prevention Duty cases. Interventions included financial advice and assistance, paying discretionary upfront fees for private rented accommodation, supporting Discretionary Housing Payments, and paying off rent arrears. However, this is **lower than the National or Regional averages** (60%, 69% respectively<sup>2</sup>).

80% of these successful preventions were achieved by securing alternative accommodation – in many cases supported housing. This is a much higher proportion than national or regional averages (68%, 62% respectively). This suggests that more might be done to support people to maintain existing tenancies: a lack of flexible preventative floating support and the absence of independent/ legal housing advice were mentioned by a number of professional stakeholders feeding into the review.

IBA observed a number of challenges in relation to the HOT service model:

- The Civic Centre is the main access point to HOT services, yet this can be a daunting environment for people who are in crisis, and for those who might want an early, informal conversation about their housing or financial problems.
- The triage workers do not have the necessary experience, training and access to interventions to maximise the opportunities for prevention; those who are not homeless that day may have to wait between one and three weeks for a full housing advice and options offer, which may increase the risk of them being 'lost to the system' and/or returning as homeless at a later point.
- The service model is focused on statutory assessment and, given the volume of work, was felt by frontline staff to be reactive and crisis-led. Although people with lived experience described positive encounters with some individual HOT staff, there are other examples where people report feeling that the response is dominated by eligibility decisions, rather than an honest human conversation about options and resources.
- Within this context, Personal Housing Plans (PHPs) are not being used to their maximum potential: staff described not having time to co-produce meaningful action plans and follow-up as necessary; people with lived experience of the system felt the templates, letters and information could be more user-friendly.
- 343 households were recorded as being 'at risk' of homelessness, but not owed a duty. They are likely to be a key group to target for 'upstream prevention' and, whilst it is good practice that they are recorded, the data does not show what actions, if any, were taken to support them, or whether or not they present again at a later point.

---

<sup>2</sup> We are conscious that there are fewer opportunities to prevent where relationship breakdown is the cause of homelessness. Analysis of the MHCLG data for causes of homelessness over the first three quarters of 2018/19 shows that 42% of initial assessments in both England (excluding London) and Doncaster fall into this category (i.e. violent/ non-violent; partner and family/ friends). The equivalent figure for the region is higher at 47%.

### 2.3. Areas for consideration

**Key message:** There is scope for Doncaster to improve the prevention of homelessness; however, this cannot be the sole responsibility of HOT. There is a risk – and Doncaster is by no means alone in this – that the HRA simply generates a lot more ‘processing’ work, with fewer sustainable outcomes.

Given the complex causes of homelessness and the additional support needs of those experiencing or at risk of it in the city, a multi-layered, whole system, strategic response is required to achieve this, including a clear multi-agency action plan and ‘whole system’ performance indicators. This fits well with the proposal for local ‘Homelessness Reduction Boards’ on which MHCLG has been consulting and with the focus on prevention of homelessness and complexity in the NHS Long-Term Plan.

Learning from within Doncaster suggests the importance of:

- Continuing to invest in and, wherever possible, develop the secondment of HOT workers in other departments/ agencies; and/or offering a HOT duty service which is available only to other professionals to maximise opportunities for early referrals.
- Consistent and regular communication of the operational arrangements, especially in larger, more complex organisations and pathways.
- Building stronger relationships with PRS landlords, both to sustain tenancies, challenge poor landlords and to source new tenancies.
- Continuing to embed Homelessness Prevention within the wider work of the Anti-Poverty Steering Group, including partnerships with CAB, DWP, credit unions, etc.
- The recent award of MHCLG Rapid Rehousing Pathway Early Adopter Programme for Rough Sleepers funding provides a key opportunity to develop a flexible floating support offer for those at risk of rough sleeping, which will form part of the strategy, however sustainability is a real issue, given the time-limited nature of the funding.

Other areas have taken the following steps, which might be of interest to Doncaster and its partners (see Appendix B, Prevention for details):

- Commissioning the provision of homelessness prevention services (e.g. Reading MBC and Launchpad), e.g. legal advice, drop-in surgeries, preventative floating support.
- Building skills and positive attitudes, staff development and retention in ‘triage’: (e.g. LB Harrow put their most experienced staff in triage roles; South Gloucestershire recruits for skills and attitudes and uses the ‘3 conversations’ approach).
- Promoting the earliest possible prevention by embedding homelessness prevention awareness and information in neighbourhood locality GP hubs (e.g. Stockport MBC)
- Pathway has developed a model for the effective care and discharge of homeless people in and from hospital, including ward rounds with homeless specialist nurse practitioners and pre- and post-discharge support from peer navigators.
- Sheffield has used Trailblazer funding to pilot an enhanced Housing Options service, providing holistic support to the most vulnerable people presenting to the council.

### 3. Housing-Related Support

#### 3.1. The current challenge

As in other local authority areas, there have been significant cuts to budgets for the commissioning of housing-related support in Doncaster for those at risk of or experiencing homelessness, following the removal of the Supporting People ring fence in 2009. Although Doncaster has worked hard to maintain a healthy supply of both supported housing units and floating support services, the significant number of people experiencing homelessness, alongside high levels of multiple support needs is creating a challenge for the current housing and support system in Doncaster. Riverside and Target (the two commissioned providers for homeless adults, including those with complex needs) confirmed an increase in the size and level of need of this group in recent years, and described steps they have taken to try and manage this as best as possible within the current buildings and staffing models. Providers reported challenges levering in multi-disciplinary support – especially in relation to mental health and substance misuse - for supported housing residents who are not part of the Complex Lives Alliance cohort but still have high levels of multiple need.

There is growing evidence from other areas<sup>3</sup>, and some anecdotal evidence from Doncaster, that many of this cohort find hostel environments extremely stressful. Meanwhile, concerns were raised by providers and landlords about neighbour nuisance where people with complex needs – especially those currently drinking and/or using drugs are placed in ordinary tenancies. Despite a significant number of commissioned units of young people’s supported housing in the city, there is a lack of accommodation options for young people with current substance use issues. Although we did not undertake quantitative analysis in relation to gender, we heard that there are increasing numbers of women with complex needs in the city, and we understand that the emergency bed provision at Wharf House consists of four mixed-gender beds in a single room, which is likely to create barriers for female rough sleepers entering the hostel system.

A data analysis exercise conducted with 8 of Doncaster’s supported housing projects for adults and young people experiencing homelessness found that:

- 83% of households who are actually homeless were referred last year for re-housing support. This suggests that supported housing tends to be the default response to homelessness.
- In 41% of the 369 referrals made during a 3-month period, the application was withdrawn, or contact was lost: there may be varied reasons for this: it may be that referrals have been made to multiple providers, but presumably some of these will be caused by the individual refusing the placement. A third of these referrals actually result in a re-housing support placement.
- 38% of supported housing placements ended in an unplanned way: a third ended in either abandonment or eviction (which we know to be the cause of 7.5% of homeless presentations in Doncaster). This is likely to be due to a combination of

---

<sup>3</sup> E.g. interviews with 100 people with multiple needs in Liverpool City Region, conducted as part of the Crisis/ MHCLG Housing First Feasibility Study by IBA

inappropriate referrals, lack of engagement and ultimately points again to the unsuitability of the current model for people with complex needs.

- 1 in 5 of the people moving into Wharf House (the main direct access provision) have been through the hostel before.

Despite the best efforts of providers (as confirmed in interviews with people who have stayed in supported housing projects), this evidence suggests that there are some significant systemic challenges which need to be addressed by a review of housing and support provision for this cohort. These challenges are by no means unique to Doncaster.

### 3.2. A typology of housing-related support interventions to model number and type required

There is a huge diversity of Housing-Related Support (HRS) for people experiencing homelessness. Being very specific about the function of each scheme within the system is a key step to modelling future requirements. The following table proposes such a typology and shows the current number of units which might be classed under each category.

HGO Consultancy, working in partnership with Imogen Blood & Associates, has conducted a modelling exercise for Doncaster which uses available data on the ‘flow’ of people through the whole homelessness system to make evidence-based projections of the amount of each type of HRS needed in different scenarios.

There are two essential caveats here:

- There are some gaps in available data which reduce the reliability of the numbers used, e.g. on repeat homelessness and referrals into all of the non-commissioned projects.
- The model takes account of inter-dependencies across the whole system: e.g.:
  - If prevention performance is improved, the need for HRS units decreases;
  - If the number of units in building-based HRS schemes reduces, the amount of suitable alternative ‘ordinary’ housing needed will increase (see S.3.7)

For these reasons, the projections in the right-hand column of the table below **must be treated as illustrative**. The key assumptions on which they are based are given in Appendix C and D. A number of current schemes straddle the high-risk/ congregate and dispersed/ independent living provision boundary, partly due to the physical environment (with units partially but not fully self-contained), and partly because some projects are not functioning as originally intended due to increasing complexity (see breakdown, Appendix C).

Category of supported housing	Current units in Doncaster (of which are for young people)	Projected need (2020/21)	Projected need (2023/24)
Support that is offered independently of housing, i.e. when the support is no longer needed, the person <b>does not</b> have to move. This might include:			
○ Non-time-limited support offer (Complex Lives Alliance)	100 - 200	?	?
○ Time-limited support <i>to support a new tenancy</i>	235 (105 yp)	86	93
○ Time-limited support <i>to sustain an existing tenancy</i>		145	199
Support that is integral to the housing offer, i.e. when the support is no longer needed, the person <b>does</b> have to move.			
○ High-risk/ congregate supported housing where levels of staff are geared to provide certain levels of cover to ensure security and safety	90 (30 yp)	53 (26yp)	56 (28 yp)
○ Dispersed/ self-contained supported housing – where support packages are focussed on independent living	133 (65 yp)	158 (67yp)	165 (71 yp)
○ Low level supported housing – where the focus is on the provision of Intensive Housing Management	130 (0 yp)	159 (41 yp)	164 (63 yp)

- Broadly speaking, the modelling suggests that the current level of provision is about right, but the balance of provision required is a little different, with less hostel provision and more dispersed (or congregate ‘own front door’) and intensive housing management style supported housing required.
- The estimates for floating support-type provision are the only area that overall shows a significant increase in what is needed by 2023/4 where the estimate is for around 290 units instead of 230. This reflects the increasing emphasis on prevention; without sufficient investment here, the numbers needing re-housing with support are likely to increase.
- As it stands, the need for supported housing does not go down overall despite an assumed improvement in prevention and a shift away from seeing supported housing as the default option for people with additional support needs. This is because the modelling also assumes that there is a significant improvement in translating the level of referrals into actual placements which balances out the other trends.
- We have not sought to model future need for the Complex Lives Alliance service and current caseload figures show between 112 and 190 open cases, hence the question mark next to the estimated future ‘Non-time-limited support offer’.

We present some further areas for consideration in section 3.8 below

### 3.3. Single Point of Access

The Single Point of Access (SPOA) has been introduced as a way of managing and monitoring referrals into HRS. All of the referrals into Wharf House direct access hostel (Riverside) and Target (dispersed shared housing) must now come through this route. Other providers, including some of the non-commissioned (Intensive Housing Management only) services accept referrals from SPOA, though not exclusively. The SPOA received 343 referrals during the quarter February to April 2019; half were from HOT, 29% from Nacro and the remaining 21% from other sources.

Overall, the SPOA was felt by providers and stakeholders to be a sensible step on the part of DMBC to improve its strategic control and monitoring of how HRS is used in the city. A few operational challenges in relation to insufficient referral information and bottlenecks were reported; however, on balance, it was felt by stakeholders to:

- Reduce the risk of people who do not have support needs receiving HRS, simply because they do not have accommodation;
- Help to mediate and influence where there are blockages in the pathway.

In terms of further developing the approach, the following suggestions were made, though it was recognised they will have human resource implications:

- Continue to promote use of the SPOA with non-commissioned providers. The council will inevitably have limited control over their referrals, but could perhaps ask for data on all referrals accepted by them to inform its strategic development;
- Include floating support and commissioned young people's services within the SPOA, so the system encourages a housing-led approach, rather than a default route into hostels;
- Improve data sharing and live information about vacancies via an online system.
- Develop the role of the SPOA in relation to testing and improving the data to inform the modelling of future need: we make some specific recommendations in relation to this at Appendix C.

### 3.4. Non-commissioned housing/ support

DMBC has good links with Bridge-it, Ongo and South Yorkshire Housing Association who, between them provide around 130 units of supported housing, which is funded solely by Intensive Housing Management (i.e. through enhanced rate Housing Benefit). Given this funding model, these projects are not able to support people with complex needs; however, they provide an important resource within the city. For example, Ongo told us that it houses many refugees who have been given leave to remain and would otherwise be homeless. Little is currently known about non-commissioned HRS provided by the private sector and/or by smaller charities and groups and serving these cohorts. In Appendix B, we describe Hull CC's work to better manage the non-commissioned sector.

### 3.5. Temporary accommodation

358 Temporary Accommodation (TA) placements were made to 322 households (i.e. there were some repeat placements) in 2018/19.

- 187 (52%) of these placements went into St Leger’s void flats on a temporary basis (with an average (mean) stay of 55 days), often following a short initial stay in Bed & Breakfast.
- 169 (47%) were placed in Bed & Breakfast only (with an average (mean) stay of 10 days).

The overall proportion of households in TA placed in Bed & Breakfast is high<sup>4</sup>; however, the average lengths of these stays is short, which is positive, as is the steady supply of temporary accommodation provided by St Leger’s. Commercial B&B rates in Doncaster are relatively low compared to other parts of the country and, if quality is good, this may be a cost-effective way to manage the high churn through the system. It was beyond the scope of this review to conduct detailed consultation with households in B&B to better understand their experiences and pathways, and this will be important, since 90 households with a total of 159 children were placed in B&B accommodation during 2018/19.

### 3.6. Complex Lives Alliance

Team Doncaster’s ‘Deep Dive’ report in 2017<sup>5</sup>, estimated annual costs of at least £9K per person on the ‘complex lives’ cohort to housing, social care, police and NHS. Given the size of the cohort, this equates to an annual spend of at least £750K. This evidence base provided the impetus to pilot a new multi-disciplinary partnership approach to engaging and supporting people with complex needs who are homeless, formerly homeless and now resettled or threatened with homelessness. Key features of the model include:

- Embedded workers from a range of different agencies (including HOT, substance misuse, health, etc) work together to provide a holistic case management approach, supported by regular reflective practice;
- Wider engagement and coordination with partners in the community – businesses, faith and community groups;
- The support is not time-limited: CLA ‘stays’ with the cohort, crucially, as their housing circumstances change, which they often do quite frequently.
- The ethos of the support, which is strengths-based, promotes choice and aims to work in a creative, flexible and problem-solving way. This approach is confirmed and valued by those accessing CLA services<sup>6</sup> who said workers:

‘Listen and give you more support’

‘Help to break down a “crisis” into bitesize pieces. Help with coping strategies’.

‘Non-judgemental’

<sup>4</sup> Around 8% of all households in TA nationally were in B&B during the first three quarters of 2018/19. This and other data for this paragraph drawn from MHCLG Temporary Accommodation Tables, England, April to December 2018

<sup>5</sup> Team Doncaster (July 2017) Complex Lives: Deep Dive, Draft v.3

<sup>6</sup> Quotes from Crisis consultation of people with lived experience at CLA, 28 Feb 2019

‘Will praise us – want to tell them we’ve done well – real relationship – not pick on bad stuff all the time’.

This was particularly significant given that a recurring theme from those we interviewed with lived experience of the system (but outside of CLA) told us that they often felt ‘patronised’ or ‘judged’ by services, or that workers were focused on assessing eligibility rather than on them as a person.

There is a strong fit between the CLA model and the Housing First principles.<sup>7</sup>

In June 2019, CLA confirmed that it is currently providing ongoing support to 112 individuals. Of this cohort, 22 were currently rough sleeping, 23 were in St Leger’s (temporary or secure) tenancies, with the remainder currently in supported housing, private rented tenancies or other settings. There is a small contract to deliver Housing First with South Yorkshire Housing Association, which currently includes 3 people on the CLA cohort.

Data from November 2018 to March 2019, shows an average of 18 rough sleepers identified in both the town centre and other areas (typically around a third of them sleeping rough outside the town centre). This was reflected by CLA who, in January 2019<sup>8</sup>, described ‘very intensive multi-agency efforts’ to halve the cohort of regular rough sleepers from over 30 to around 16. Despite this, levels of rough sleeping continue to fluctuate, primarily influenced by short-term imprisonment/ release of the core cohort and weather.

A robust proposal<sup>9</sup> has been drawn up to evaluate the impact of the CLA initiative to date, with a particular focus on measuring the shift from unplanned/ emergency to planned care (which is where the primary cost savings to the NHS should accrue) and on tenancy sustainment (which is widely recognised as the core KPI for this group<sup>10</sup>). **This will be of particular importance in making the case for ongoing mainstream funding for CLA.**

In March 2019, Doncaster was awarded MHCLG funding of £528K (Rapid Rehousing Pathway Early Adopter Programme for Rough Sleepers). This will fund the extension of the existing CLA Navigators (who engage rough sleepers and aim to support them into accommodation and other services) and of the St Leger’s Lettings Service (brokering access to PRS accommodation for this cohort). As mentioned under the Prevention chapter, this will also fund some preventative flexible floating support for those at risk of rough sleeping.

The stakeholder consultation for this review identified the following challenges for DMBC and its partners as it develops its approach to supporting people with complex lives moving forwards:

- Whilst the non-time-limited and flexible nature of the support is an integral part of the CLA offer, it raises questions as to how best to ration limited resources in the face of growing numbers of people with complex needs in the city. Some already felt there was a risk of ‘dilution’, given the current cohort size; some were unsure

---

<sup>7</sup> See: <https://hfe.homeless.org.uk/principles-housing-first>

<sup>8</sup> Complex Lives Briefing note for Lord David Prior visit 23 January 2019

<sup>9</sup> Complex Lives Evaluation Proposal Silver Group

<sup>10</sup> E.g. as discussed in Blood, I. et al (2017) Housing First Feasibility Study for Liverpool City Region, Crisis.

whether to refer people who they felt needed the service, given this. There is a need to clarify and communicate referral routes and eligibility criteria for the service.

- Those commissioning and providing HRS felt there was a need to review and clarify how HRS services and CLA worked alongside each other where CLA clients were living in supported housing and to clarify and communication the roles and responsibilities of CLA within these partnerships,
- As part of these conversations, there is a need to consider – at system level – how the multi-agency partnerships and the community of strengths-based practice initiated within CLA can be extended out to provide a better service offer to those who are not (quite yet) in need of CLA services, but are at risk.

### 3.7. Access to settled housing

Access to affordable and secure housing must lie at the very heart of the homelessness strategy. There is much that is positive here to build on, including:

- A change in allocations policy and practice by HomeChoice, including the introduction of 'Platinum' band, and a case-by-case, more flexible approach to Former Tenant Arrears (especially for those moving on from supported housing).
- The opportunities for new development (provided there is a clear exit/ reconversion strategy), with available land, a range of potential development partners and the possibility of capital from Homes England.
- The development of a local lettings approach by St Leger's (with further MHCLG funding) to build relationships with and offer a tenant-finding/ management service to the PRS.

The illustrative model for HRS requirements in S3.2 assumes an increase in the supply of settled housing into the system. We have estimated the use of settled housing to meet duties and to support move-on in the last year as 489. As the table below shows, the future illustrative model shown in S3.2 requires an overall **increase of 226 tenancies and, crucially, a shift in how properties are used across the system**, with fewer used to prevent (which will only be possible if more tenancies are sustained) and more available as move-on.

Reason	Previous Year	+2 Years	+5 Years
To meet Prevention Duty	128	72	52
To meet Relief duty	249	208	189
As move-on from SH	100	254	308
Access for Long Term Homelessness (CL)	12	25	25
<b>Total</b>	<b>489</b>	<b>715</b>	<b>731</b>

### 3.8. Areas for consideration

#### Key messages

Doncaster currently seems to have about the right number of HRS units. However, the increasing number of people (including young people and women) with complex needs is placing existing models and pathways under strain. There are a number of ways in which this might be improved, offering more choice of supported housing provision, including rapid re-housing with support, further investing in the staffing models, buildings and leveraging in more multi-agency support to existing supported housing models; however, the challenge will be how to do this within existing resources.

If this is to be done effectively, there is an urgent need to review the *type* of provision, focusing on developing more preventative floating support and more dispersed provision with flexible levels of support, and being very clear about the role which hostels play in the pathway and for which cohorts (rather than a referral to hostels being the automatic move – we provide some more detailed commentary on this point in appendix C). Simply speeding up the passage through the hostel pathway, by reducing the amount of time people spend in hostels is likely to result in more repeat homelessness; the focus should be on trying to support sustainable route out of homelessness. Given Doncaster’s housing market, there is real potential to move to a more housing-led model over time, where the ‘default’ becomes rapid-re-housing with tailored support. But it is essential that this happens as part of an integrated homelessness/ housing strategy and is co-produced with people with lived experience and existing providers and partners. If this is to be the direction of travel, it will be essential to develop a clear transitional plan.

Complex Lives Alliance already effectively offers the support element of a Housing First offer, though there is risk of ‘dilution’ as a result of the growth of the cohort, and there is still a need to secure ongoing mainstream partnership funding for the initiative. A range of housing which can provide a menu of good quality options is needed to underpin this model if it is to provide sustainable routes out of homelessness for people with complex needs in Doncaster. This might ideally include a mix of:

- Small clusters (e.g. 4-6) of self-contained flats with their own front door and a visiting CLA/ Housing First-style support service, in different locations in and across the city.
- Individual and shared tenancies, building on the St Leger’s offer and their local lettings approach, and also ideally drawing in other Registered Providers in the city

It is important that the needs of young people and women are considered within this.

We understand that the core commissioned HRS contracts are due for renewal. Maintaining Wharf House as a ‘holding ground’ whilst the necessary infrastructure for a housing-led approach is developed or deciding to close the provision would both bring considerable risks. An alternative might be to commit to a gradual re-modelling of the hostel to both improve the building (with fewer self-contained units and a more psychologically informed environment) and to invest in higher levels of staffing so that the project is better able to work effectively with people with complex needs. However, the landlord (separate from

current commissioned support provider) would need a long-term commitment in relation to revenue funding and the ongoing commissioning of the building in order to be confident about making further capital investment in it. It will be key to envision the role which Wharf House might play in the future system (see further discussion about the role of hostels in Appendix C): there will undoubtedly need to be a high quality 'assessment centre/ hub' at the engine of a system which aims to rapidly re-house. Turning Wharf House into such a centre would involve improving the building, leveraging in multi-agency and social enterprise partnerships more effectively, and ensuring that the CLA strengths-based and psychologically-informed culture is consistently applied here and across the rest of the homelessness system.

We have included in Appendix B some practice examples from other authorities, which may be of interest here, e.g.:

- Hubs and Assessment Centres: Greenhouse Hackney and LB Westminster's the Passage with its 28-day wrap-around assessment service
- Middlesbrough's Stages Academy, with its 10-year commissioning contract and a very structured approach to resettlement
- Reading's revised supported housing pathway

## 4. Creating and embedding a 'whole systems approach'

There are many positives on which to build in Doncaster, including:

- The significant step towards integrated commissioning taken by the creation of and operational commitment to the Complex Lives Alliance;
- The emergence of a new culture of strengths- and relationship-based working within the Complex Lives Alliance, which is particularly valued by people experiencing homelessness;
- The commitment towards building a broad, coordinated response to homelessness, as evidenced by the level of engagement in this review. This includes community, faith and business communities, many of whom understand the need to work in a more joined-up way to prevent and support people out of homelessness.
- The ongoing commitment post-*Supporting People* of DMBC to funding housing and support for those experiencing or at risk of homelessness, including those who are not 'in priority need', supported by a positive dialogue between commissioners and experienced providers, and the implementation of a Single Point of Access;
- The implementation of the HRA within HOT, and the development of closer working in parts of the system (e.g. in relation to prison release, care leavers and the complex lives cohort);
- The resources available within St Leger's Homes to prevent and respond to homelessness, including: the supply of a significant volume of temporary accommodation; a positive review of allocation policy and practice; and the development of a local lettings agency working with private sector landlords;
- The opportunities – in terms of both potential sites and capital funding – to develop new housing to better meet future demand and increase effective re-housing of those experiencing homelessness.
- The relatively good data collection which is currently happening in different parts of the homelessness 'system'.

However, as we have seen, the challenges in Doncaster are significant in relation to the volume and level of additional needs of people presenting at Home Options, repeat homelessness (evidenced by supported housing evictions and re-lets), and the cohort of those with high levels of complex needs, some of whom continue to sleep rough.

Our review found that, despite the promising practices and resources outlined above, much of this work still takes place within traditional 'silos'. In order to increase effectiveness, a 'whole systems' approach is needed to better prevent future and end current homelessness.

#### 4.1. Areas for consideration

A 'whole systems approach' in Doncaster might mean:

- Developing a system-wide prevention strategy
- Further development of strategic and operational protocols between agencies
- Visioning and further modelling of the future HRS and social housing requirements in partnership with housing and support providers, and the development of a clear phased plan to reach this vision.
- The development and implementation of a system-wide performance framework (we include a suite of potential indicators from which KPIs might be selected, with current performance marked against them in Appendix D). Developing benchmarking with other authorities to assess Doncaster's performance.
- The development of a shared online database/ pathway (see Mainstay, Appendix B).
- Building co-production at the core of this system (see for example the work undertaken in Manchester and through the GROW trainee programme, Appendix B).
- Build on the solid foundation of the CLA partnerships and ethos and extend these to create wider system change for those who are at risk of becoming the next cohort.
- A strengths-based approach, which promotes honest adult conversations and maximises individuals' choice and control should be rolled out right across the system, including HOT and all HRS as well as CLA. This may seem like an optional extra, but feedback from people with lived experience and evaluation of high-fidelity Housing First models suggests that this may be the 'golden thread'. See for example South Gloucestershire and Camden examples in Appendix B.
- Better join-up with the Housing Strategy team to inform new bespoke developments (supported, accessible and general needs).
- Further develop the contribution of community, faith and business partnerships strategically: see for example the Street Support Network example in Appendix B which offers one way of mapping, coordinating and strategically influencing their offer. These partnerships could, for example, play a key role in building an asset-based approach to the currently missing, 'meaningful occupation' offer to this cohort. User-led recovery communities, such as Liverpool's dry bar and community venue 'The Brink'<sup>11</sup> and the many user-led activity groups that have grown out of Inspiring Change Manchester may be a model. One idea proposed by churches was the potential to set up a furniture recycling project in the Wharf House store-room,

---

<sup>11</sup> <http://thebrinkliverpool.com>

which could provide both training and volunteering opportunities and facilitate furniture packages for a housing-led approach, see some examples in Appendix B.

## Appendix A: Data tables

**Table 1:** Reason for (risk/ threat of) “Loss of Last Settled Home” for those households presenting to Housing Options in Doncaster in 2018/19

Reason	At Risk		Prevention Duty		Relief Duty		Total
End of AST	65	19%	179	30%	166	15%	410
End of other Private Sector Tenancy	3	1%	6	1%	9	1%	18
End of Social Housing Tenancy	5	1%	15	3%	35	3%	55
Mortgage repossession	2	1%	15	3%	7	1%	22
Family no longer able to accommodate	64	19%	94	16%	158	14%	316
Friends no longer able to accommodate	13	4%	10	2%	37	3%	60
Domestic Abuse	43	13%	49	8%	152	14%	244
Other harassment / violence	18	5%	28	5%	46	4%	92
Relationship with partner ended	39	11%	61	10%	121	11%	221
Eviction from supported housing	6	2%	29	5%	117	11%	152
Left HM Forces	0	0%	2	0%	3	0%	5
Left institution with no accommodation	7	2%	15	3%	43	4%	65
Required to leave asylum accommodation	1	0%	11	2%	18	2%	30
Property disrepair	0	0%	5	1%	6	1%	11
Other	76	22%	72	12%	172	16%	320
Not Known	0	0%	7	1%	9	1%	16
<b>Total</b>	<b>342</b>	<b>100%</b>	<b>598</b>	<b>100%</b>	<b>1099</b>	<b>100%</b>	<b>2037</b>

**Table 2:** Numbers of cases presenting to Doncaster Housing Options with specific additional support needs noted.

Learning Disabilities	162
Physical Health / Disabilities	491
Old Age	28
Sexual Abuse	39
Non-Domestic Abuse	59
Domestic Abuse	283
History of Rough Sleeping	296
Repeat Homelessness	315
Mental Health	853
Alcohol	154
Drugs	342
Offending History	422
16-17 year olds	37
18-25 year olds	33
Young Parents	11
Care leavers 18-20	28
Care Leavers 21+	19
Asylum Seekers	26
Leaving HM Forces	34

- For those with additional support needs the average number of support needs per household was 2.34. This compared with 2.28 in Yorkshire and Humberside and 2.17 in the Rest of England.
- The proportion of those with Support Needs who had 3+ different support needs notes was 33.8% in Doncaster. this compares to a proportion of 31.6% across Yorkshire & Humberside and 29.1% across the Rest of England.

**Table 3:** Numbers of households homeless, at risk of homelessness, or threatened with homelessness in Doncaster with children in the household or not (2018/19)

Children in Household?	At Risk		Prevention		Relief		Total	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
No	144	42%	288	48%	784	71%	1216	60%
Yes	198	58%	309	52%	315	29%	822	40%
TOTAL	342	100%	597	100%	1099	100%	2038	100%

**Table 4:** *Number of Households Presenting to Doncaster Housing Options (2018/19) with result of Assessments* (NB: numbers in third column are sub-sets of row above)

	<b>Initial Assessments</b>		<b>% of Numbers Presenting</b>
Numbers Presenting	2227		
Number Not Proceeding	655		29%
<i>At Risk but not threatened</i>		343	
Prevention Duty Accepted	597		27%
<i>Prevention Duty Moves to Relief Duty</i>		124	
Relief Duty Accepted	975		44%
<i>Main Duty Accepted</i>		95	

## Appendix B: Practice examples from other authorities

### Prevention

#### **Reading MBC/ Launchpad: A range of prevention initiatives, including flexible floating support**

Reading MBC has recently re-commissioning their floating support provision, so it operates on a tiered basis. The traditional ongoing support model is still available to those who need it, but there is an increasing emphasis on offering 'short sharp interventions', where someone might see a support officer a couple of times. They simply ask what is needed (rather than completing a lengthy assessment process) and might provide a furniture voucher, help with a UC claim, etc.

Commissioned voluntary sector provider, Launchpad provides a range of services to prevent homelessness (see: <https://www.launchpadreading.org.uk/our-work/preventing-homelessness/> for more details). This includes:

- 3 x 4 hour weekly drop-in surgeries at their offices for people experiencing housing problems;
- The two-tier floating support to help maintain a tenancy and/or find and set up another (accessed via referral from the council, Probation, social work, or potentially through self-referral at the drop-in);
- A jointly-funded housing solicitor who can provide advice and advocacy for those at risk of eviction, needing to challenging disrepair, rent increases, etc.;
- Hosting the MEAM Coordinator on behalf of Reading MBC (equivalent of Doncaster's Complex Lives Alliance) so that the multi-agency response to those 'in a difficult housing situation with a number of deep-rooted and complicated issues' can be coordinated promptly and effectively.

#### **South Gloucestershire: Triage service**

The South Gloucestershire Home Options Team Manager explained that they prioritise the selection, development and retention of staff in their triage system. This includes:

- Recruiting staff for their attitudes and skills, rather than knowledge and experience;
- Providing an excellent package of training and supervision to ensure staff feel confident and supported and to reduce stress levels. This in turn promotes retention;

They have also applied the '3 conversations/ Making Every Contact Count' model which is being rolled out across the council to their initial conversations at triage. The 3 conversations are:

- What is the main problem you are facing?
- How could it be resolved?
- What do you need to access the help you require?

### **Stockport Locality Hubs**

Stockport Together, Stockport Clinical Commissioning Group (CCG) and local GPs are developing four 'Locality Hubs'. These work in neighbourhoods in order to ensure people can access support, care and advice locally as part of the preventative agenda. Stockport MBC and Stockport Homes have been working as part of the partnership to ensure this includes early identification of housing problems and appropriate signposting for further advice and support.

### **Sheffield Housing Solutions: Enhanced Housing Advice Service**

The Enhanced Housing Options (EHO) service is a 12-month pilot of an intensive housing options service, funded through the Trailblazers. The service aims to work with the most chaotic and vulnerable Housing Solutions customers, many of whom will be trapped in a cycle of homelessness, to find long term settled accommodation appropriate for their individual needs. The approach has similarities to Doncaster's Complex Lives Alliance, though the remit is wider in terms of eligible client groups (including any 'vulnerable' customer who has already presented to HS). The support is individually-tailored depending on the root causes of the person's homelessness but may include tenancy support; independent living and life skills; and interventions to boost self-esteem, participation and health, as well as direct work to sustain or find a tenancy. They work with customers wherever they are living until a long term settled home is found, and then support them to settle into their new accommodation.

### **Supporting more effective discharge of homeless patients from hospital**

Pathway has developed a model of integrated healthcare for homeless people and other multiply-excluded groups. For example, the model includes:

- A ward round provided by an accredited Pathway GP, supported by a specialist homeless health nurse practitioner, visiting every homeless patient admitted to the hospital to co-ordinate all aspects of care and make plans with the patient for discharge.
- Pathway Care Navigators, who have personal experience of homelessness, and who befriend, support, and mentor homeless patients in the hospital, helping them navigate the hospital environment, housing and benefit systems, and accompanying patients to meetings and appointments to provide advocacy and emotional support.

This has been adopted and evaluated in 11 hospital trusts and the charity provides a training and support package for those wishing to adopt the model.

<https://www.pathway.org.uk/services/>

### **Oldham Multi-Agency Group for people living with autism**

Oldham MBC in partnership with the National Autistic Society has set up a multi-agency planning group made up of mainstream services that support people with autism, including education, employment and housing. The authority has also invested in a multi-tier training framework. Training is provided not only to those who support people with autism but also those carrying out assessments and other professionals who may come into contact with people who have autism. Many of Oldham's services, including supported tenancies, have

gained autism accreditation. The authority runs national conferences to promote good practice

(Contact: Wendy Atkinson Autism Development Worker, Oldham). Extracted from: Higgins, B. Good practice in supporting adults with autism: guidance for commissioners and statutory services

## Housing & Support Interventions

### **Greenhouse Hackney Hub**

At the Greenhouse day centre in Hackney, experts from Thames Reach, Hackney council, and the NHS work alongside one another, providing free healthcare, housing and welfare support for homeless people in the borough. Known as the Single Homeless Hub, the service is the first multi-purpose resource and advice centre for homeless people in London.

Services provided at the Greenhouse include full health assessments; GP registration; housing advice; welfare and benefits support; help with access to employment, training, and volunteering; legal advice for people registered at the medical practice; and links to other support services. Anyone seeking advice can drop in to The Greenhouse for an appointment, 9-5 each day, bar Wednesday. Advice sessions are booked on a first come first served basis.

<https://thamesreach.org.uk/what-we-do/recovery/day-centres/greenhouse/>

### **LB Westminster's Passage House Assessment Centre**

LB Westminster has turned some of their long-term generic supported housing into faster, rapid assessment centres, e.g. Passage House, which offers a 28-day wraparound service. It took learning from Housing First principles of getting someone into housing/ a safe space, then intensively supporting them, with a view that we will then identify where they are most likely to get sustainable housing. <http://passage.org.uk/how-we-help/housing/> The council reports that, over the last year they have achieved a positive outcome for 100 of the 180 people who have been through this intensive assessment approach.

Given Westminster's particular context, many of those accessing the Passage do not have a local connection, and much of the move-on work involves re-connection and re-location. This is clearly very different to Doncaster's context, though the inclusion of those without a local area connection, the intensive wrap-around assessment re-configuration are, we believe, potentially interesting.

### **Middlesbrough Council/ Riverside: Stages Academy**

This 48-bed hostel has two stages: in Stage 1, there are 30 rooms, and 3 support workers supporting these residents; at Stage 2, there are 2 support workers supporting residents living independently in 18 self-contained flats and helping them to access the right move-on tenancy, with follow-up support on resettlement (provided by Humankind) where needed. The highly supported and structured approach to move-on is felt to be critical to the Academy's success in achieving positive move-on for 10-12 customers a month. The staffing structure also includes a GROW (peer with lived experience) assistant and a specialist support worker, who work to increase people's living skills, education and training and to

support the move on into independent living. In the past, the council re-tendered this service every two years; however, this practice was felt by both commissioners and providers to be creating unnecessary work, uncertainty for service users and stress/turnover of staff. The council is very pleased with the outcomes it achieves from the service and has now produced a 10-year contract for the service.

### **Camden Hospital Discharge Service**

Camden CCG and LB Camden jointly commission a couple of projects to support the healthcare of homeless people. The hospital discharge service (evaluated by IBA in 2016) is run by St Mungo's and provides six dedicated beds in a separate wing within Endsleigh Gardens Hostel. These provide step-down (post hospital admission) and step-up (where people are at risk of admission) provision for homeless people with physical health needs, who are intended to stay for periods of up to 12 weeks. During this time, they receive nursing and psychological services, as well as day-to-day support from the hostel support team.

### **Reading MBC's pathway**

Reading has revised their housing and support pathway. This now includes emergency/assessment beds with an on-site hub and a tiered selection of housing and support interventions to which people can be referred either direct from the streets or via the hub. Full details at:

<http://news.reading.gov.uk/homelessness-services-launch/>

### **Engaging and influencing non-commissioned providers as part of a wider strategy**

Hull CC recognises that it has and depends on a flourishing non-commissioned sector, which is funded solely through the use of Intensive Housing Management (exempt Housing Benefit). This includes many good providers of supported housing; however, the council is also aware of some poor-quality non-commissioned providers and has set up a Supported Accommodation review team to hold this part of the sector to account. The review team includes Adult Social Care (where the supported housing commissioners are based) and the Director of Finance. As part of the review, a frontline team will be knocking on the door of non-commissioned providers, including:

- An HB claim assessor, to check that the rate being paid is fair;
- A member of the private housing team, who will inspect the condition and safety of the building; and
- An ASC contract manager, to understand the support offered, and to look at and quality assure support plans.

### **Supporting a whole systems approach**

#### **Mainstay Liverpool**

The Mainstay Gateway to Housing & Support was created to provide improved access to short-term HRS services for single persons (and couples in some circumstances) within the region of Liverpool City Council. The system offers one comprehensive assessment for access to all services linked via an IT System, including Housing Options, Shelter and the

Whitechapel (commissioned day centre) and all the commissioned accommodation-based support services in the city.

The system avoids multiple assessments, means services can share information on individuals, and includes assessment points which are available 24-hours a day at numerous locations within the city. Applicants can be matched via the system to the most appropriate service for their needs, reducing the amount of evictions and abandonments due to inappropriate placements. It also creates a rich source of data to monitor pathways and evaluate outcomes from them, which can be used to inform strategic developments. YMCA is commissioned by the council to maintain the database.

<http://www.mainstayliverpool.org.uk>

### **Street Support Network**

Street Support Network was developed in Greater Manchester, and now also works in a number of locations across the UK. It offers a number of models and tools around which statutory, voluntary, business and community partners can coordinate their efforts strategically, co-produced by people with lived experience. These include an information sharing platform website which lists all services (including small grass-roots provision) working to support homeless and/or vulnerable people in an area. The aim is to coordinate and develop a more strategic approach. As one commissioner explained to us: “we get a lot of people coming in and saying ‘we want to give out food’, but we can then say, there is plenty of food being handed out, we don’t need anymore, but we can then try to divert some of that goodwill and resource toward other things that we do need – it’s our masterplan”. <https://streetsupport.net/>

### **Manchester: Co-production**

Co-production with people with lived experience and a wide range of providers (both commissioned and not) and the community and business sectors has been instrumental to the development of Manchester’s Homelessness Partnership, Strategy and Charter. <https://mhp.org.uk>. The council has recently commissioned an alliance model to deliver HRS and included people with lived experience and the VCS on the panel developing the model, the specifications and assessing responses. Prior to the panel, there were three aims for the service (resilience and recovery, practical living skills, relationships and communities); the panel added a fourth related to doing things you enjoy and having fun. Strong links with the GROW traineeship programme (<https://www.riverside.org.uk/new-grow-programme/>) and organisations such as Connect Manchester and Street Support Network have helped to develop the infrastructure for meaningful co-production in the city and mean that it has become ‘the norm’.

### **Strengths-based approaches: LB Camden**

In their draft Homelessness & Rough Sleeping Strategy, LB Camden states that a key part of their prevention work is to: “Use a strengths-based model to intervene and prevent homelessness based on a personalised approach focusing on social networks, education, employment, skills and training to improve life outcomes”. This was confirmed in a recent interview IBA conducted with commissioners, who explained that a key priority for them was to move away from the ‘deficit model’ and look at ‘re-humanising the approach’. This

involves finding out what people can do, what they want to do, what support they need to achieve this, rather than asking them to list their deficits and telling them what they need to do, what we can/ cannot offer them.

One specific example they give of this is of the council's well-established use of Family Group Conferences (FGCs) within social work with both adults and with children and families. FGCs are a structured way in which a person/ family and their networks come together to jointly identify and plan solutions, which could potentially involve both service provision and support from outside of services. These have been used successfully in Camden with some people who are facing/ experiencing homelessness, alongside a range of complex issues. IBA is also aware that Daybreak <http://www.daybreakfgc.org.uk> has been looking to further test and apply the use of FGCs with this cohort.

### Furniture recycling projects

#### **Barnabus**

Barnabus's Renu project is based at the Message Enterprise Centre in Sharston, Manchester where people with current or recent experiences of homelessness are how to renovate donated furniture items by upcycling them into beautiful and sought-after pieces. <https://www.barnabus-manchester.org.uk/renu-upcycling-furniture-project>

#### **Crest Cooperative**

Crest Cooperative in North Wales uses a similar model, but provides volunteering, training and employment opportunities for a wider cohort of people, including disabled people and those who are unemployed. <https://www.crestcooperative.co.uk>

#### **Emmaus**

Furniture recycling workshops are a key part of Emmaus's offer to communities and to people who have experienced homeless. <https://www.emmaus.org.uk/recycling>

## Appendix C: Assumptions for HRS predictions/ categories

In order to calculate the projected need for Re-Housing Support interventions (shown in S3.2) we have been able to model the flow of households through the system last year. The outcomes of that modelling are shown in Appendix D (as suggest KPIs moving forwards).

The following is a commentary behind the assumptions built into the modelling:

1. The starting point is the “at-risk of homelessness” total which is calculated by means of the following calculation:

2227 (the number of cases recorded by Home Options in 2018/19)  
 -312 (the number of cases where no reason for homelessness is recorded)  
 -358 (the number of cases where a long-term history of homelessness is recorded by Home Options – these people form part of the long-term homeless cohort that are inputted elsewhere in the model)  
 + 808 (this is the assumed number of referrals made direct to housing-related support services, excluding those through Home Options but also multiplied by 75% to reflect the potential for duplication)

$$2227-312-358+808 = 2365$$

2. There will be a modest increase in households finding themselves at risk of homelessness. This will be at a rate of 1% per year.
3. Over the 5 years there will be an improvement in the proportion of households where an intervention prevents them becoming formally threatened with homelessness, and an improvement in the number of households prevented from becoming homeless or needing to move into alternative accommodation (see indicator table below for the detail).
4. Over the 5 years there will be a reduction in the proportion of the homeless cohort referred to re-housing support (more will be provided with access to re-housing without support), but an increase in the proportion of referrals made leading to a successful placement (see indicator table below for the detail).
5. It is assumed that 55 people from the long-term homeless cohort will be placed in a re-housing support service, but this will decrease to 51 within 5 years – as more use is made of Housing First provision.
6. The proportion of the young people within the total number of households referred to re-housing support services is calculated based on the number of people in the Home Options data where a relief duty is accepted and the household is record as having additional support needs because of their youth plus an estimate of the additional referrals from other agencies to specifically young people’s services.
7. The estimate of the need for preventative floating support is based on an assumption that we think a reasonable target for those at risk of homelessness

having their home secured is 15% for next year and 20% for a further 3 years time i.e. this is the assumed number of successful preventative floating support placements. We then multiply this number by 1.2 to reflect the fact that only approximately 80% of cases will be successful.

We have also made the following assumptions about the percentage of the cohorts placed as to which intervention they will need and what the average length of stay in each type of provision is likely to be. This will need to be discussed and agreed by DMBC and its partners.

	Proportion of relevant cohort requiring this intervention	Average length of stay - in Months
<b>Re-Housing Support</b>		
Hostel	5%	5
Hostel (YP)	10%	7
Hostel and Dispersed	10%	14
Hostel and Dispersed (YP)	15%	19
Dispersed	20%	9
Dispersed (YP)	35%	12
IHM	30%	12
IHM(YP)	25%	12
Resettlement Support linked to Alternative Housing	35%	4
Resettlement Support (YP)	15%	4
Proportion of Move On Referrals requiring Support	40%	4

We take a hostel to be a form of very temporary housing that is suitable for people whose current circumstances require a high degree of monitoring and supervision to ensure that they do not come to any serious harm, and where the individual at the moment is unable or unwilling to accept any significant degree of independent living or the responsibility that follows from that.

Potentially this involves a fair degree of assessment and finding out in more detail what services or support the individual (or household) truly needs or wants. For economic reasons hostels will tend to be relatively large single-site congregate forms of housing., although the positive use of assistive technology could promote a more dispersed hostel model. Hostels tend to be highly-staffed because of the focus on maintaining a safe and secure environment as well as the high level of monitoring required. To be effective full attention has to be given to the physical design, and the promotion of psychologically-informed environments and practices. Hostels are only appropriate for a minority of people whose homelessness is associated with additional support needs, and should not be seen as a default form of provision that everyone has to go through.

In particular they are not normally appropriate for those with the highest needs and the most unpredictable or anti-social behaviour, as the nature of congregate housing inevitably tends to exacerbate this rather than help, and additionally threatens the safety and security of those who would otherwise benefit from this provision. Under normal circumstances, it should be seen as temporary provision that leads to a supported setting or access to more mainstream housing with associated support if required. In some cases, it may be appropriate in the long-term. We use the term “hostel” in relation to young people’s services as well, but here the application of the above principles is slightly different. The need for higher levels of monitoring and the creation of a safe and secure environment is focussed on the need to mirror certain aspects of a family-type environment which provides sufficient structure and supervision for young people to enable them to complete the growing-up process in a way which allows them to enter independent adult life successfully. On average this is likely to be a longer process.

In the context of this understanding of hostels we have provided estimates both for the proportion of the wider cohort that would benefit from such provision and the average length of stay that this might involve. This is based on informed opinion that reflects years of experience working in the sector and consideration of these needs in a number of different contexts rather than hard research-based evidence. We are confident however that these are reasonable estimates that rightly err on the side of caution in terms of the degree of change in practice that they reflect. We have however also produced recommendations as to steps that can be taken to assure the Authority of the robustness of these assumptions in the Doncaster setting.

We have categorised DMBC’s current commissioned HRS under the following categories to populate the table in S3.2, though again, **you may wish to revise this:**

#### High-risk or congregate supported housing

Wharf House	34
Open House	26
Goodall House (YP)	30
<b>TOTAL</b>	<b>90 (of which 30 are YP only)</b>

#### Dispersed/ self-contained supported housing

Green Gables (YP)	13
Supported Lodgings (YP)	12
Foyer (YP)	40
Riverside Substance Misuse	6
Target	62
<b>Total</b>	<b>133 (of which 65 are YP only)</b>

### Recommendations to improve the robustness of the estimates

We would suggest that the estimates could potentially be improved in the short to medium term by taking the following action:

- a) Monitoring the referrals into all relevant services (including through the SPOA) including where they come from, whether they were homeless or at risk of homelessness when referred, what the result of the referral was (and why)
- b) Agree a protocol among all relevant partners to record individuals using a common unique identifier e.g. combination of initials and date of birth, in order to be able to identify the level of any double-counting in terms of presentations.
- c) Agree the working definitions of the various re-housing support options identified (hostel, dispersed supported housing, intensive housing management supported housing and resettlement support linked to access to housing).
- d) Agree with partners to use a simple proforma when recording people's need based on an assessment of the type of service ideally needed rather than what is available

## Appendix D: Possible system-wide performance indicators

*NB: Suggested targets for YRs 2 and 5 are based on what should be possible given Reasons for Homelessness and Reasons for Support Referrals not proceeding, however these would need to be refined and agreed by DMBC and its partners.*

PERFORMANCE INDICATOR	PAST YEAR	YR 2	YR 5
<b>AT RISK</b>			
% of those At Risk becoming formally Threatened With Homelessness	82%	75%	70%
% of those At Risk losing contact		5%	5%
% of those At Risk securing their home		15%	20%
% of those at risk staying at this stage		5%	5%
<b>THREATENED WITH HOMELESSNESS</b>			
% of those Threatened with Homelessness becoming actually Homeless	72%	72%	68%
% of those Threatened losing contact	4%	5%	5%
% of those Threatened securing their home	2%	6%	9%
% of those Threatened staying at this stage	12%	12%	12%
% Threatened cases referred to Re-housing (with no support or limited resettlement)	7%	4%	3%
% Threatened cases referred to Re-housing support	1%	2%	3%
<b>HOMELESS</b>			
% Homeless cases referred to Re-housing support	84%	65%	65%
% Homeless cases referred to Re-housing (with no support or limited resettlement)	18%	16%	16%
% of Homeless cases losing contact	12%	10%	10%
% of Homeless cases staying at this stage	10%	9%	9%
<b>RE-HOUSING SUPPORT</b>			
% of Referrals leading to placement	34%	58%	65%
% of Re- Housing Support Cases losing contact at referral stage	59%	35%	28%
% still in transition	7%	7%	7%
% disengaging / being evicted	25%	20%	15%
% staying	50%	50%	55%
% moving on to stable housing	25%	30%	40%
% Complex Lives cases using Re-Housing Support (in a year)	30%	30%	27%

## Appendix E: Stakeholders engaged in this review

Organisation/Area	Activities / Meetings with Staff /Interviews
Complex Lives	<ul style="list-style-type: none"> <li>• MDT Meeting</li> <li>• Service Manager</li> <li>• Independent Consultant</li> <li>• Head of Localities &amp; Town Centre</li> <li>• MEAM Worker</li> <li>• Outreach Worker</li> <li>• Accompanied home visit</li> </ul>
Housing Options	<ul style="list-style-type: none"> <li>• HOT Focus Group – frontline workers</li> <li>• Senior Home Options Worker</li> <li>• Home Options Service Manager</li> <li>• HRA Implementation Manager</li> <li>• Observation and discussion with Triage and Home Options workers</li> <li>• Front Desk Observation</li> </ul>
NACRO	<ul style="list-style-type: none"> <li>• Prison Team Leader</li> </ul>
Probation/ CRC	<ul style="list-style-type: none"> <li>• Probation Officer</li> </ul>
DMBC	<ul style="list-style-type: none"> <li>• Autism/LD Strategy</li> <li>• Childrens Services – YP leaving care</li> <li>• Commissioners (Adult social care)</li> <li>• Contract Management</li> <li>• Domestic Violence</li> <li>• Strategic Housing</li> </ul>
St Leger Homes	<ul style="list-style-type: none"> <li>• Allocations</li> <li>• Single point of access</li> </ul>
NHS Hospital Discharge	<ul style="list-style-type: none"> <li>• Integrated Discharge Team Lead / Head of Acute Therapies</li> <li>• Lead Occupational Therapist</li> </ul>
Riverside	<ul style="list-style-type: none"> <li>• Service Manager, managers for Outreach, Wharf House, Open House Plus, substance misuse services</li> <li>• Accompanied outreach walk</li> <li>• 6 x lived experience interviews</li> </ul>
Target	<ul style="list-style-type: none"> <li>• Service Manager for Doncaster</li> </ul>
Crisis	<ul style="list-style-type: none"> <li>• Director of Crisis Skylight, South Yorks</li> </ul>
DWP	<ul style="list-style-type: none"> <li>• Partnership Manager</li> </ul>
Homelessness Support Providers	<ul style="list-style-type: none"> <li>• Focus Group representing <ul style="list-style-type: none"> <li>○ UR Church</li> <li>○ Christ Church</li> <li>○ YWCA</li> <li>○ Ongo Homes</li> <li>○ Bridge-it Housing</li> <li>○ Changing Lives</li> </ul> </li> </ul>

This page is intentionally left blank

# **EQUALITY, DIVERSITY AND INCLUSION**

## **DONCASTER METROPLITAN BOROUGH COUNCIL**

### **Due Regard Statement Homelessness and Rough Sleeping Strategy**

How to show due regard to the equality duty in how we develop our work and in our decision making.

## **Due Regard Statement**

A **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when the council plans and delivers its functions. A Due Regard Statement must be completed for all programmes, projects and changes to service delivery.

- A DRS should be initiated at the beginning of the programme, project or change to inform project planning
- The DRS runs adjacent to the programme, project or change and is reviewed and completed at the relevant points
- Any reports produced need to reference "Due Regard" in the main body of the report and the DRS should be attached as an appendix
- The DRS cannot be fully completed until the programme, project or change is delivered.

1	<p><b>Name of the 'policy' and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the 'policy' is to equality.</b></p>	<p><u>Homelessness and Rough Sleeper Strategy</u></p> <p>To produce a strategy that will consider how the Council, St Leger Homes and partners will collectively deliver services for people that are homeless, at risk of being homeless or are currently rough sleeping.</p> <p>The outcome of the strategy will identify preventative methods and support mechanisms for people in Doncaster requiring support. It is expected that preventative measures, an improved understanding of supported accommodation and floating support suitable to customer need and the customer journey will be improved.</p> <p>Prevention will allow potentially homeless families and individuals to remain in their existing homes, or find a suitable alternative.</p> <p>A focus on accommodation and improving the existing supported accommodation pathway will give options of a stable place that can be called home, which is affordable and relatively secure</p> <p>Providing support outside the current hostel system will provide an additional secure long term solution to vulnerable members of the community</p>
2	<p><b>Service area responsible for completing this statement.</b></p>	<p>Strategy and Performance Unit.</p>
3	<p><b>Summary of the information considered across the protected groups.</b></p>	<p>Independent consultation through Crisis with vulnerable protected groups, veterans, homeless young people, homeless adults, rough sleepers, complex individuals, staff, services.</p> <p>The Homelessness and Rough Sleeper Strategy has been produced using a comprehensive evidence base, and with evidence from an independent commissioned consultant.</p>

<p><b>Service users/residents</b></p> <p><b>Doncaster Workforce</b></p>	<p>The evidence base to understand the current position in relation to homelessness and rough sleeping in Doncaster has been developed in collaboration with St Leger Homes, Voluntary Partners, Accommodation Providers and service users, and provides a snapshot of Homelessness and Rough Sleeping and support available in Doncaster.</p> <p>Any data collected has been broken down into the protected characteristics where available to assist in exemplifying current service user demand and projecting future demand.</p> <p>A limiting factor that has been identified is that detail around the protected characteristics is not always routinely collected in some areas. However, implementation of the strategy is not expected to result negatively on any of the protected characteristics as legislation considers the protected groups as priority need as a standard.</p>															
<p><b>4 Summary of the consultation/engagement activities</b></p>	<table border="1"> <thead> <tr> <th data-bbox="707 767 1010 836">Organisation/Area</th> <th data-bbox="1014 767 1986 836">Activities / Meetings with Staff /Interviews</th> </tr> </thead> <tbody> <tr> <td data-bbox="707 839 1010 1026">Young People</td> <td data-bbox="1014 839 1986 1026"> <ul style="list-style-type: none"> <li>• Doncaster Childrens Trust HOS and support workers</li> <li>• Young People in supported accommodation</li> <li>• Young People sleeping rough</li> <li>• Young people in care</li> <li>• YMCA CEO</li> </ul> </td> </tr> <tr> <td data-bbox="707 1029 1010 1098">Public Health</td> <td data-bbox="1014 1029 1986 1098"> <ul style="list-style-type: none"> <li>• Housing Lead</li> </ul> </td> </tr> <tr> <td data-bbox="707 1101 1010 1169">Enforcement</td> <td data-bbox="1014 1101 1986 1169"> <ul style="list-style-type: none"> <li>• Team Manager</li> </ul> </td> </tr> <tr> <td data-bbox="707 1173 1010 1241">Customer services</td> <td data-bbox="1014 1173 1986 1241"> <ul style="list-style-type: none"> <li>• Frontline staff</li> <li>• Manager</li> </ul> </td> </tr> <tr> <td data-bbox="707 1244 1010 1353">Substance misuse</td> <td data-bbox="1014 1244 1986 1353"> <ul style="list-style-type: none"> <li>• Service Providers</li> <li>• Public Health Leads</li> <li>• Service Users</li> </ul> </td> </tr> <tr> <td data-bbox="707 1356 1010 1382">Elected Members</td> <td data-bbox="1014 1356 1986 1382"> <ul style="list-style-type: none"> <li>• Overview and Scrutiny</li> </ul> </td> </tr> </tbody> </table>		Organisation/Area	Activities / Meetings with Staff /Interviews	Young People	<ul style="list-style-type: none"> <li>• Doncaster Childrens Trust HOS and support workers</li> <li>• Young People in supported accommodation</li> <li>• Young People sleeping rough</li> <li>• Young people in care</li> <li>• YMCA CEO</li> </ul>	Public Health	<ul style="list-style-type: none"> <li>• Housing Lead</li> </ul>	Enforcement	<ul style="list-style-type: none"> <li>• Team Manager</li> </ul>	Customer services	<ul style="list-style-type: none"> <li>• Frontline staff</li> <li>• Manager</li> </ul>	Substance misuse	<ul style="list-style-type: none"> <li>• Service Providers</li> <li>• Public Health Leads</li> <li>• Service Users</li> </ul>	Elected Members	<ul style="list-style-type: none"> <li>• Overview and Scrutiny</li> </ul>
Organisation/Area	Activities / Meetings with Staff /Interviews															
Young People	<ul style="list-style-type: none"> <li>• Doncaster Childrens Trust HOS and support workers</li> <li>• Young People in supported accommodation</li> <li>• Young People sleeping rough</li> <li>• Young people in care</li> <li>• YMCA CEO</li> </ul>															
Public Health	<ul style="list-style-type: none"> <li>• Housing Lead</li> </ul>															
Enforcement	<ul style="list-style-type: none"> <li>• Team Manager</li> </ul>															
Customer services	<ul style="list-style-type: none"> <li>• Frontline staff</li> <li>• Manager</li> </ul>															
Substance misuse	<ul style="list-style-type: none"> <li>• Service Providers</li> <li>• Public Health Leads</li> <li>• Service Users</li> </ul>															
Elected Members	<ul style="list-style-type: none"> <li>• Overview and Scrutiny</li> </ul>															

	MHCLG	<ul style="list-style-type: none"> <li>• Rough Sleeper Advisor</li> </ul>
	Complex Lives	<ul style="list-style-type: none"> <li>• MDT Meeting</li> <li>• Service Manager</li> <li>• Independent Consultant</li> <li>• Head of Localities &amp; Town Centre</li> <li>• MEAM Worker</li> <li>• Outreach Worker</li> <li>• Accompanied home visit</li> <li>• Service Users</li> </ul>
	Housing Options	<ul style="list-style-type: none"> <li>• HOT Focus Group – frontline workers</li> <li>• Senior Home Options Worker</li> <li>• Home Options Service Manager</li> <li>• HRA Implementation Manager</li> <li>• Observation and discussion with Triage and Home Options workers</li> <li>• Front Desk Observation</li> </ul>
	NACRO	<ul style="list-style-type: none"> <li>• Prison Team Leader</li> </ul>
	Probation/ CRC	<ul style="list-style-type: none"> <li>• Probation Officer</li> </ul>
	DMBC	<ul style="list-style-type: none"> <li>• Autism/LD Strategy</li> <li>• Childrens Services – YP leaving care</li> <li>• Commissioners (Adult social care)</li> <li>• Contract Management</li> <li>• Domestic Violence</li> <li>• Strategic Housing</li> <li>• Enforcement</li> <li>• Public Health</li> <li>• Neighbourhoods</li> </ul>
	St Leger Homes	<ul style="list-style-type: none"> <li>• Allocations</li> <li>• Single point of access</li> </ul>

	<ul style="list-style-type: none"> <li>• Home Options Manager</li> <li>• Head of Service</li> <li>• Director of Housing</li> <li>• Homeless Partnership meeting</li> </ul>
NHS Hospital Discharge	<ul style="list-style-type: none"> <li>• Integrated Discharge Team Lead / Head of Acute Therapies</li> <li>• Lead Occupational Therapist</li> <li>•</li> </ul>
Riverside	<ul style="list-style-type: none"> <li>• Service Manager, managers for Outreach, Wharf House, Open House Plus, substance misuse services</li> <li>• Accompanied outreach walk</li> <li>• 6 x lived experience interviews</li> </ul>
Target	<ul style="list-style-type: none"> <li>• Service Manager for Doncaster</li> </ul>
Crisis	<ul style="list-style-type: none"> <li>• Director of Crisis Skylight, South Yorks</li> </ul>
DWP	<ul style="list-style-type: none"> <li>• Partnership Manager</li> </ul>
Homelessness Support Providers	<ul style="list-style-type: none"> <li>• Focus Group representing                             <ul style="list-style-type: none"> <li>○ UR Church</li> <li>○ Christ Church</li> <li>○ YWCA</li> <li>○ Ongo Homes</li> <li>○ Bridge-it Housing</li> <li>○ Changing Lives</li> </ul> </li> </ul>
Veterans	<ul style="list-style-type: none"> <li>• Accommodation providers</li> <li>• Veterans</li> <li>• SSAFFA</li> <li>• Veterans Lead</li> <li>• Support workers</li> </ul>
Learning Difficulties / Autism	<ul style="list-style-type: none"> <li>• Learning Difficulties and Autism Strategy Lead</li> </ul>

		Churches	<ul style="list-style-type: none"> <li>• Church group leader and foodbank representative</li> </ul>
		Landlords	<ul style="list-style-type: none"> <li>• Landlord Liason Selective Licensing Officer My Big Red House</li> </ul>
<b>5</b>	<b>Real Consideration:</b>  <b>Summary of what the evidence shows and how has it been used</b>	<p>The evidence shows that:</p> <ul style="list-style-type: none"> <li>• co-ordinated multi agency work is essential to support vulnerable clients holistically,</li> <li>• Wider prevention measures using the Homeless Reduction Act duty to refer are needed.</li> <li>• Many of those presenting are already homeless, with many of these preventable.</li> <li>• In Doncaster there are a high number of clients who have additional support needs and multiple needs.</li> <li>• The civic office is a barrier to accessing services.</li> <li>• Triage could be more effective using experienced staff.</li> <li>• Current models and pathways do not cater for the increased complexity of clients.</li> <li>• The default response to homelessness is the supported housing pathway.</li> <li>• More flexible floating support is needed with dispersed accommodation</li> </ul> <p>This evidence has been used to determine the following:</p> <ul style="list-style-type: none"> <li>• Prevention cannot be the sole responsibility of one organisation</li> <li>• The positive multi agency relationships and strengths based model of complex lives should be developed and sustained across the whole system</li> <li>• Investment is needed for housing related support to produce more positive, sustained outcomes from the system.</li> </ul> <p>The system requires the following:</p> <ul style="list-style-type: none"> <li>• A “whole system” wide plan for homelessness prevention</li> <li>• Maximise opportunities to further develop a dispersed accommodation offer</li> <li>• Effective and joined up care and support services for those most in need</li> </ul>	
<b>6</b>	<b>Decision Making</b>	DMBC Directors Executive Board Overview and Scrutiny	7 October 2019 22 October 2019 1 November 2019

		Cabinet	5 November 2019 (formal approval)
<b>7</b>	<b>Monitoring and Review</b>	The Due Regard Statement is a live document and as such should be regularly reviewed, revised and updated to ensure that due regard is taken at all points whilst the project is being implemented.	
<b>8</b>	<b>Sign off and approval for publication</b>		



## Doncaster Council

### Report

---

Date: 5<sup>th</sup> November 2019

To the Chair and Members of Cabinet

#### POOL CAR REPLACEMENT AND PARKING RELOCATION

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones Cllr Joe Blackham	All	Yes

#### EXECUTIVE SUMMARY

1. The Council has set a clear objective to reduce emissions harmful to the environment and the main contributor to climate change.
2. The Council proposes a phased approach to have all of its fleet to comprise of ultra-low emission vehicles, specifically Electric Vehicles (EVs), and plans for charging infrastructure are already being prepared.
3. Significant progress has been made in both the vehicle manufacturing and chargepoint industry and although this presents the Council with more options and confidence for introducing a greener fleet; the demand for EVs is great, the initial cost to purchase is higher and there is a requirement to change the behaviour of how vehicles will be driven and refueled.
4. The initial focus will be on the introduction of EVs into the Council's pool car fleet. Although this presents a number of challenges, it also presents great opportunity to display the Council's environmental credentials, reduce operational costs, reduce emissions and promote clean air.
5. The identification and allocation of a more suitable parking location for Council owned pool car vehicles is required due to Council House car park being for sale.

6. The preferred new parking location will both support the electrification of the Council's fleet with EV charging infrastructure and continue to provide access for the efficient collection and return of vehicles for Civic Office and town center based staff.
7. This report both identifies the benefits of replacing diesel pool cars with EVs and how a new parking location will support the phased introduction of low emission vehicles and add value to the existing parking offer in the Civic Quarter.

## **EXEMPT REPORT**

8. N/A

## **RECOMMENDATIONS**

9. For the Council to replace 25 diesel pool cars with full battery EV's.
10. To review the size of the pool car fleet over the next 12 months and revisit the business case for replacing more pool cars in 2021-22.
11. To relocate the parking of Council owned pool car vehicles from Council House car park to land at the rear of the Civic Office and part of Scarborough House car park.
12. To install 13 twin charge points across the following sites, land at the rear of the Civic Office and North Bridge Depot to meet the business requirements of the Council.
13. To add to the 2020/21 capital programme:-
  - 13.1. The purchase of vehicles and charging infrastructure with a budget of £627k and;
  - 13.2. The development of the car parks with a budget of £190k.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

14. To present the Council's ambitions of developing sustainable transport by using alternative low emission fuels. Pro-actively encouraging the societal shift to e-mobility establishes the Council as green leaders and helps achieve sustainability goals.
15. Reduce greenhouse gas emissions, specifically NO<sub>x</sub> (Nitrogen Oxide) and promote clean air. Poor air quality is the greatest environmental risk to public health in the UK, responsible for an estimated 40,000 (nationally (136 in Doncaster) early deaths each year, and the second largest cause of avoidable mortality after smoking.
16. By reducing fuel and vehicle maintenance costs, the Council's own transport services continue to be value for money and are accessible to employees and partners.

17. The use of Council assets, both land and equipment, are used as effectively as possible to enable the delivery of services to and for residents, in accordance with the Councils Asset Management Strategy.

## **BACKGROUND**

### **18. Legislative and Policy Context –**

- 18.1. December 2015 – the government announces a target to make all passenger vehicles zero emissions by 2050.
- 18.2. July 2017 – Air quality plan for nitrogen dioxide (NO<sub>2</sub>) in UK (2017) sets targets to end the sale of petrol and diesel vehicles by 2040.
- 18.3. July 2018 – The Road to Zero strategy sets out ambition for at least 50%, and as many as 70%, of new car sales to be ultra-low emission by 2030, alongside up to 40% of new vans.
- 18.4. Doncaster Council Air Quality Action Plan.
- 18.5. September 2019 – Mayor’s and Council’s Climate and Biodiversity Emergency declaration.

### **19. Local Context**

20. The United Nations (UN) Intergovernmental Panel on Climate Change’s has warned that we have 12 years to make the necessary changes to limit a rise in global temperatures to 1.5C. At the Global Climate Talks in December 2018, the UK, along with over 200 nations, agreed action on climate change, placing larger emphasis on the greater role of Local and Regional Authorities in assisting Governments to achieve their carbon emission savings.
21. Considering this and other information, the Council has declared a Climate and Biodiversity emergency. A local commission on climate change has been convened to advise the council and partners on the key steps we should take in the future and to develop our carbon reduction targets in the long term. This work will inform the development of a new Borough strategy and Environment strategy to be completed in spring 2020.
22. Doncaster is only second to Leeds in the Y&H and Nottinghamshire regions for new registrations of EV’s up to the end of Quarter 1 of 2019 and actually had stronger growth than Leeds in Q1 of 2019. This demonstrates the level of interest taken by Doncaster residents and as a result may raise the expectation for the Council to make a commitment to using low emission vehicles for its business requirements. See Table 1 below for total number of EV registrations by LA area.

Table 1:

Region/Local Authority	2019 Q1	2018 Q4	2018 Q3	2018 Q2	2018 Q1
Leeds	5,522	5,018	4,579	4,193	3,776
<b>Doncaster</b>	<b>1,835</b>	<b>1,288</b>	<b>1,078</b>	<b>1,019</b>	<b>999</b>
Sheffield	1,159	1,082	986	909	825
Kirklees	615	571	518	494	461
Nottingham UA	554	513	469	440	437
Wakefield	540	467	422	389	357
Rotherham	333	309	285	265	245
Barnsley	306	291	274	243	214

23. The future sale of Council House car park not only requires the relocation of pool car vehicles; it removes 450 parking spaces from public use.
24. The potential impact of this change is magnified by the development of the Civic Quarter which is expected to create a higher demand for car parking. The development includes the new Library, Cinema and University Technical College.
25. In order to protect the remaining public parking options and maintain a balanced supply of parking for these new attractions, the selection of a new pool car parking location should try to avoid adding to this pressure by moving the pool cars to another public car park.
26. **Evaluation of EVs able to meet typical pool car requirements**
27. Analysis of purchase cost, fuelling costs and residual values were considered for three of the economy small EV's on the market vs the same criteria for the Councils existing pool car, the Ford Fiesta diesel.
28. The 'total cost' of each vehicle was evaluated for a three, five and seven year period of operation and represented the purchase cost and refuelling for 10,000 miles per year minus the residual value if we were to sell. This gives a good overview of which vehicles would cost the most and whether the financial case can support the more obvious environmental case for purchasing EV's.
29. The evaluation found that, even with a higher initial purchase price, a small EV would prove to be more economical to use as a pool car. For example, a small EV would cost £16,000 to buy, cost £915 to travel 30,000 miles and hold a residual value of £11,200 at three years old. Therefore presenting a 'total cost' of £5,715 over a three-year period. The small diesel car would cost £11,000 to buy, cost £3,470 to travel 30,000 miles and hold a residual value of £7,700 at three years old. Therefore presenting a 'total cost' of £6,770 over a three-year period; proving the EV as the lower cost and best environmental choice of car.
30. An EV would remove over 1,300 kilograms of Carbon Dioxide and 595 grams of Nitrogen Oxide emissions per 10,000 miles travelled.

31. Another factor in favour of electric vehicles is that they are far more reliable. The drivetrain in a petrol/diesel vehicle contains 2,000+ moving parts typically, whereas the drivetrain in an EV contains around 20.
32. The industry calculations propose savings up to 50% of maintenance costs for EV's vs petrol/diesel vehicles. A 50% saving would be worth between £7k and £11k per annum based on our experience of maintaining the current diesel pool car fleet and would be £2–3k per annum for the quota of cars being proposed for replacement in this report.
33. The first 25 diesel pool cars for replacement, which are already, or approaching 5 years old are all Ford Fiesta diesel cars. It is proposed that these cars are replaced with small EVs in 2020-21.
34. The cost to the Council for replacing small diesel pool cars only (excludes charging infrastructure costs, noted in section 47 of this report) in 2020-21 would be c. £427k (based on 20 small EVs costing £16,000 each and 5 medium EVs costing £21,400 each). The potential receipts of 107k, from sales of the 25 diesel pool cars being replaced, will contribute towards the cost of the new EVs. The cost of the new EVs has already taken account of the available grant funding of £3,500 per vehicle, worth £87,500 of grant towards the purchase of the 25 EV's.
35. The EVs would be purchased through the Crown Commercial Service framework.
36. **EV Charging and Parking**
37. In order to develop the charging network for the Council's own use, a new long term parking location for the Civic Office based pool car fleet will be required.
38. The new location is proposed to be a combination of sites, including the land at the rear of the Civic Office and Scarborough House car parks, with the land at the rear of the Civic Office being dedicated to EV pool cars.
39. A reconfiguration of parking layout and the joining of the front and rear car parks on part of Scarborough House will allow the very underutilised rear car park to be accessed from the Chequer Road entrance as well as creating 40 new spaces for staff and public use.
40. The following sites considered able to accommodate the current stock of 39 diesel pool cars and 4 Neighbourhood Response Team vehicles included Scarborough House (grassed area), Scarborough House car park, Chamber Road car park, Colonnades car park, the old Civic Theatre site and the Civic Quarter car park.
41. As alternatives, Doncaster Museum front and rear car parks could be joined up. The land attached to the multi-storey Civic Quarter car park could also accommodate c. 30 spaces.

42. An options analysis was undertaken to assess the suitability of sites and considered the following conditions:
  - 42.1. The ownership of the land
  - 42.2. Estimated value of the capital receipt
  - 42.3. The potential for Planning permission
  - 42.4. Site conditions and infrastructure
  - 42.5. Connectivity to the highway
  - 42.6. Highway safety
  - 42.7. Availability and location of electricity supply
  - 42.8. Suitability for onsite renewable energy generation
  - 42.9. Ability to supply additional parking capacity
  - 42.10. Compliance with the Urban Centre Master Plan
  - 42.11. Ability to accommodate the minimum pool car relocation requirements
  - 42.12. Ability to generate revenue
  - 42.13. Timescale for delivery of the new car park
  - 42.14. Capital cost to deliver the new car park
43. The land at the rear of the Civic Office is one of the preferred sites for relocating the pool cars, due to accessibility by staff, limited impact on capital receipt, potential for additional renewable energy infrastructure and access to electrical supplies for EV charging infrastructure. This car park could accommodate 20 of the EVs being purchased in 2020-21. The costs of developing this site as a car park would be £55k.
44. By connecting the front and rear car parks on part of the Scarborough House site, the overspill of 19 pool cars can be relocated close to the Civic Office and the improved access to the rear car park can make the site more attractive to Council staff and public, as well as creating additional spaces. The cost of development is estimated at £135k.
45. The total investment for the relocation of the pool cars and creation of 40 new parking spaces is expected to be £190k.
46. As well as the land at the rear of the Civic Office being developed for accommodating EVs, North Bridge Depot will receive necessary EV charging infrastructure works to allow charging at the depot.
47. The estimated cost of providing charging infrastructure (based on the 25 cars identified for replacement in 2020-21 is £230k, which includes £33k capital already approved in 2019-20 and is the gross cost before the Office of Low Emission Vehicles (OLEV) grant has been applied. These costs also account for extra groundworks required to prepare for the next tranche of cars and EV charging.
48. Grant funding from the OLEV can be obtained, with a maximum claim of £10k (£500 per chargepoint socket).

49. It should be noted that charging infrastructure costs account for hardware only, and software will require an ongoing annual subscription. The cost for the software licence for each twin chargepoint is £340 per annum per socket. Other ongoing costs relating to the chargepoints include annual maintenance which has a guide price of £350 per chargepoint socket, based on a quote from an external provider.
50. The purchase of the charge point product manufacturer will be via an open tender and will consider options to use a range of products including public charging and home charging (to be considered when introducing EVs into the commercial fleet for employees who take cars home) and specifically for fleet only.
51. **Pool Car Utilisation**
52. The current pool car fleet is made up of 73 vehicles, with 67x Ford Fiesta cars and 6x Ford Focus cars.
53. The number of pool cars has been deemed necessary to meet service demands and although there are low levels of use recorded on particular working days, the alternative procurement of vehicles to suit a more flexible arrangement would create greater expense and be unmanageable. For example, 'on and off hiring' would not allow for vehicles to be tracked and the booking system would not be able to record the available vehicles without significant manual intervention and therefore additional staff cost.
54. The initial purchase of 25 EV's would be received in 2020 – 2021, a further review of the remaining pool car numbers will be undertaken over the next 12 months and will inform a further tranche purchase of required vehicles to replace the remaining diesel pool car fleet.
55. **Summary of finances**
56. Purchase of EV costs in 2020-21 would be £427,000
57. Development of the land at the rear of the Civic Office as an EV only car park and the joining of front and rear car parks on part of Scarborough House site would cost £190,000.
58. Charging infrastructure costs of £230,000 (based on 13 twin 22kw chargepoints and additional groundworks for the next EV tranche). This would reduce the cost to £220,000 following the claim of the OLEV workplace charging grant of £500 per socket, with a maximum claim of 20 sockets.
59. Charge point monitoring software services (internet based) of £340 per annum per charge point socket with a total cost of £8,800 per annum.
60. Charge point annual maintenance of £350 per year per charge point socket, requiring an ongoing maintenance budget of £9,100 per annum.

61. The existing parking offer at Scarborough House car park has 43 spaces at the front and is accessible via Chequer Road. The rear car park has 59 spaces and is accessible via an underpass off South Parade. Only the front car park is utilised by staff, Monday to Friday, and the public at weekends.
62. Of the two preferred sites, the joining of the front at rear car parks on part of Scarborough House creates 40 brand new parking spaces and the very underutilised rear car park is made more accessible. In total, 142 spaces will be available.
63. The overspill of 19 pool cars will leave 123 spaces available for use, of which 43 are subscribed to. The remaining 80 spaces, if 50% utilised by staff permits, could generate £17k of new parking fees per year and, if full could generate up to £52k.

## **OPTIONS CONSIDERED**

64. Option 1 – Do nothing –
  - 64.1. Parking at Council House car park is not a long term option.
  - 64.2. This change has major implications for accommodating the Civic Office based pool cars in that the cars would have to be decanted to one of its town centre car parks if a move was not prepared for. This would result in lost revenue from parking charges as the Council's cars would have to displace public parking and reduce the public car parking offer.
  - 64.3. If the cars were to be relocated outside of the town centre due to lack of parking options, grey mileage claims would likely increase to enable a 'business as usual' approach to service delivery.
  - 64.4. The Council wants to invest in a greener transport fleet. There is an expectation by government that Local Authorities will lead on the rollout of EV charging infrastructure. The charging infrastructure is an essential part of preparing the rollout of EV's into the Council's fleet, and the identification of a suitable long term parking location for pool cars is the first essential step to protect the investment.
65. Option 2 – Relocate the pool cars but continue to operate the existing diesel pool car fleet (currently 5 years old) up to 7 years old or 10 years old.
  - 65.1. Maintenance costs are forecast to increase by 50% each year, from £260 to £390 per car.
  - 65.2. Car values would experience further depreciation. The specified 25 vehicles to be replaced currently present a receipt value of £107k; whereas in 2 years time that will become £72k and in 5 years time will be £25k or less as they are likely to be undesirable due to further changes in legislation and the cost of diesel.
  - 65.3. The Council has called a Climate and Biodiversity Emergency for the borough of Doncaster. The diesel fleet should therefore be phased out in

order to start reducing emissions.

- 65.4. The pool car replacement strategy was originally recommended for a 2 year replacement schedule, as recommended by Edge consultants. However, this was deemed to be too frequent. This combined with EVs on the horizon led to the replacement schedule being delayed until a point in which EVs became a realistic option for the Councils pool car fleet.
- 65.5. An ageing fleet will present other operational risks in terms of availability of vehicles due to increased repairs; reduced reliability and increased occurrence of break down, and a potential increase in car allowance claims due to these risks.
66. Option 3 – To replace all 73 diesel pool cars with EVs and relocate 39 of these from Council House car park.
  - 66.1. Although most pool cars undertake daily miles that can be met by the proposed small EV, there is still a requirement for some cars to undertake more miles that would either require a planned period of time to recharge or for the Council to purchase a premium EV that can undertake more than 200 miles on a single charge. Such EVs would cost in excess of £30,000.
  - 66.2. Charging infrastructure requires detailed planning and sites need to have sufficient electrical supply capacity, for which we know some of our sites do not. These sites will be developed in time as a phased rollout of EVs is approved.
  - 66.3. Further review is required to ascertain the true number of pool cars required to meet service demands.
67. Option 4 – Relocate the pool cars to new car parks within the Civic Quarter and commence a phased pool car replacement programme with the introduction of 25 new EVs – Recommended Option.

## **REASONS FOR RECOMMENDED OPTION**

68. The reasons for the recommended option are as follows:
  - 68.1. The pool car fleet is overdue for replacement.
  - 68.2. Reduce operating expenses with lower fuel and maintenance costs.
  - 68.3. Grants are still available for the purchase of cars and the installation of charging infrastructure. These grants, based on 25 new EVs and 13 twin chargepoints are worth £97.5k if the Council invests now.
  - 68.4. The Councils existing fleet still holds a reasonable value which can be used to contribute to EV purchase costs or charging infrastructure.

- 68.5. The Council has called a Climate and Biodiversity Emergency and we need to support the necessary actions required to reduce our carbon emissions. 33,000 kilograms of carbon dioxide and 15,000 grams of NOx would be saved per year from having 25 EVs.
- 68.6. The EVs available on the market have reduced in price; they meet our requirements and they will cost less to fuel and maintain.
- 68.7. The proximity of the cars to the Civic is important. The preferred sites encourage vehicles to be well used by officers and prevent grey mileage claims.
- 68.8. The preferred sites provide the best opportunity to accommodate EVs due to the car park being located very close to a large power supply currently connected to the Civic Office.
- 68.9. The development of three major attractions within the Civic Quarter will present a greater need for parking at a time when the parking offer has been reduced. The recommended option goes some way to redressing this pressure by creating more parking as well as meeting the needs to the original objective, to relocate the Civic Office allocation of 39 pool cars.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> </ul>	<ul style="list-style-type: none"> <li>• Improve air quality and reduce avoidable deaths caused by air pollution.</li> </ul>

	<ul style="list-style-type: none"> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<ul style="list-style-type: none"> <li>• Preparing the Council to meet future legislative requirements.</li> <li>• Investing in a more sustainable source of fuel for transport.</li> </ul>

## RISKS AND ASSUMPTIONS

69. An EV user forgets to put the EV on charge after use.
- 69.1. All users will be required to undertake an introduction to the EV, including the charging requirements, but it should be noted that staff will need to be extra diligent to ensure their actions do not affect the next driver.
70. Technology changes and further investment is required to upgrade the chargepoint hardware.
- 70.1. There are other fuel technologies that are being developed, such as Hydrogen, but the way in which EVs are charged is being standardized.
- 70.2. Hydrogen fuel cell development will be followed with interest, but it widely believed the cost of refueling and vehicles will take several years to fall to the levels of EVs.
71. The EV runs out of fuel during a journey.
- 71.1. The EVs being chosen are designed to meet the needs of the average pool car user and the range is likely to be limited to 120 miles per day.
- 71.2. Any pool car users requiring a car for a longer journey should continue to choose a diesel vehicle, which will still be available for the next 2-3 years. The booking portal will allow a driver to choose an EV or diesel car based on the needs and preference, although drivers will be encouraged to use the EVs if the journey suits.
72. The replacement of 25 cars is not enough to impact on the challenging climate change targets.
- 72.1. 25 cars have been chosen to allow a robust testing of the suitability of cars. To ensure they are driven efficiently and they meet the needs and range (miles travelled) of users, especially for those who may be second or third in line to use the car during a working day.
- 72.2. The 25 cars will make a good reduction in local emissions and the Council is acutely aware of how this positive move can be developed to deliver a further environmental benefits.
73. The development of the preferred site delays the introduction of EVs into the Councils pool car fleet.
- 73.1. North Bridge Depot can have EV charging infrastructure installed in the meantime and therefore allow the initial introduction of EVs (5 – 6 cars). The Council must accept that EVs cannot be introduced into the fleet without charging infrastructure being in place first.

- 73.2. Such development timeframe should only amount to 12-18 months and still allow EVs to be integrated during 2020-21. This gives us a longer lead in time for ordering the EVs and allows us to consider the new EVs coming to the market in 2020.
- 74. The development of the Scarborough House site as a car park prevents other development on the site in the medium to long term.
  - 74.1. The site does have a significant capital receipt value and was being considered for a housing development.
  - 74.2. The development of a car park does not completely rule out such a development, but it does at least delay it.
- 75. A newly developed car park on Scarborough House does not generate the expected additional parking revenue.
  - 75.1. The current waiting list for Council staff car park permits is in excess of 40 names, for which this new parking location offers quicker access to the Civic Office than Civic Quarter car park.
  - 75.2. The development of the new Library, Cinema and restaurants and University Technical College has not allowed for any addition to the public parking offer and is expected to create a greater parking demand in the Civic Quarter.

## **LEGAL IMPLICATIONS [NJD 23/10/2019]**

- 76. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
- 77. The report author has advised that the purchase of EV's will be made using the Crown Commercial Service Framework. Frameworks are arrangements set up in accordance with EU procurement rules, which will allow the Council to purchase the goods and services without the need to run a separate tender.
- 78. The Council must adhere to strict compliance with the rules of the Crown Commercial Service Framework and following contract signature, the project manager should be completely familiar with the contractual terms in order to protect the interests of the Council.
- 79. Any EV charging points should comply with all relevant UK and EU electric vehicle charging legislation including the Alternative Fuels Infrastructure Regulations 2017.
- 80. The purchase of the charge points and associated services should be procured in accordance with the Councils contract procedure rules.

81. There are no specific legal implications relating to the relocation of car parking on to Council owned land.
82. The works associated with the development of the Scarborough House site and land at the rear of the Civic Office, if not carried out by the Council, must be procured in accordance with the Councils contract procedure rules.
83. If grant funding is to be obtained, further legal advice should be obtained regarding any grant funding provisions.

**FINANCIAL IMPLICATIONS [Officer Initials MS Date 23/10/19]**

84. The proposal can be splits into two elements:
  - a) the replacement 25 vehicles; and
  - b) the relocation of parking for the vehicles. The implications of these two elements can be considered in turn.

**Replacement of vehicles**

**Capital cost and funding**

85. The purchase of the 25 electric vehicles is estimated to cost £427k (net of £3.5k/vehicle grant funding claimed by supplier and deducted at source).
86. It is anticipated that the first 25 vehicles would be received in 2020-21. Further tranches would require additional approval.
87. The charging infrastructure is estimated to cost £230k (with a maximum of £10k OLEV workplace charging grant available), £33k of this is already included in the current capital programme (funded from £30k capital receipts and £3k grant).

	£k	
Electric Vehicles		430
Infrastructure		230
		<u>660</u>
Infrastructure Funding already identified:-		
Capital Receipts	-30	
Grant	-3	
		<u>-33</u>
<b>Total</b>		<b>627</b>

The £627k shown above will be added to the 2020/21 capital programme. Of this total, £7k can be met from additional OLEV workplace charging grant and the balance (£620k) will be funded through the capital programme.

## Revenue costs

88. Additional revenue costs associated with the Chargepoints include monitoring software and maintenance of £18k (details are included above). There may also be one-off training costs associated with the repair and maintenance of EVs.
89. By switching from diesel to electric powered vehicles, fuel savings of £850 per vehicle can be achieved (£21k for 25 vehicles). In addition, repairs savings have been estimated at £2-3k per annum. The savings from fuel and repairs are, therefore, sufficient to cover the additional revenue costs of £18k.

## Car park development

### Capital cost and funding

90. Capital funding of £190k will be required for the creation of two new car parks on part of Scarborough House and the land at the rear of the Civic Office. The scheme will be funded through the Investment and Modernisation Fund because the costs can be met from additional income generated from the car parks.

## Revenue costs

91. Additional revenue costs will be incurred including car park running costs e.g. repairs, basic maintenance and increased business rates. It has been assumed running costs will increase by £10k. In addition, borrowing £190k incurs revenue costs for the repayment and interest. The table below shows the estimated borrowing costs and additional running costs.

	<b>20/21</b>	<b>21/22-69/70</b>	<b>70/71</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Additional running costs		10.0	10.0
Repayment of principal (MRP)		3.8	3.8
Interest	3.0	5.9	3.0
<b>Total additional costs</b>	<b>3.0</b>	<b>19.7</b>	<b>16.8</b>

In order to achieve sufficient income to cover the £19.7k annual cost shown above, an additional 31 spaces need to be occupied each day.

92. While the site is being redeveloped there is a risk that the budgeted income of £41k for Scarborough House car park may not be achieved. Potentially this could be mitigated by keeping part of the car park operational during the development by phasing the works.

## Capital receipt

93. The whole of the Scarborough House site is assumed to be sold as part of the Council's disposal programme and has significant value. Clearly, this can't happen whilst the site is used for pool cars and other parking. The receipt would ordinarily be used to fund the Council's capital programme. By not disposing of the site the Council will be faced with either a reduced capital programme or increased borrowing costs.
94. If the site is sold as previously planned the Council will lose net parking income of £24k p.a. This is not factored into the Medium Term Financial Strategy.

## Key assumptions

95. The key assumptions used for all the borrowing calculations are summarised in the table below:

Useful life	50 years
PWLB maturity certainty rate	2.83%
PWLB Discount	-0.20%
IMF risk factor	0.50%
Total interest rate	3.13%

Additional car parking income has been calculated based on £2.50 per day for 5 days per week (this is the current daily charge).

## **HUMAN RESOURCES IMPLICATIONS [Officer Initials CR Date 20/08/2019]**

96. There are no HR implications specific to the recommendations in the report, however, any emerging matters that impact on the workforce will require HR engagement at the appropriate time.

## **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 13/08/19]**

97. The Tranman Pool Car Booking Portal includes a field for vehicle type, which will enable drivers to choose either an EV or a diesel vehicle. The report states that the charging infrastructure includes internet based software which provides Station Inventory, 24x7 Driver Support, Host Support, Session Data and Analytics, Fleet Vehicle Management and Integration Valet Dashboard to help the Council monitor and report on usage, cost of charging etc. Further consultation with ICT is needed in relation to the software and any associated data connectivity requirements.

## **HEALTH IMPLICATIONS [Officer Initials CT Date 12.8.19]**

98. The evidence is clear on the scale of harm from air pollution. It is the largest environmental risk to the public's health in the UK with:
- a. estimates of between 28,000 and 36,000 deaths each year attributed to human-made air pollution;
  - b. a close association with cardiovascular and respiratory disease including lung cancer;
  - c. emerging evidence that other organs may also be affected, with possible effects on dementia, low birth weight and diabetes;
  - d. emerging evidence that children in their early years are especially at risk, including asthma and poorer lung development.
99. The Local Authority should lead by example and do all in its power to improve air quality. Public Health supports the recommendation to move towards a pool car fleet of EVs as measure towards improving air quality. However, this is only one measure and the Director of Public Health recommends that other Council owned vehicles are reviewed to ensure any replacements also contribute to improving air quality from emissions.
100. It is also recommended that a staff campaign is attached to the introduction of the EVs to keep raising the profile of air quality. This campaign should also promote active travel options (pool bikes and walking) where appropriate.

## **EQUALITY IMPLICATIONS [RJS Date: 08/08/2019]**

101. There are no equality implications associated with this decision. Any vehicle adaptations required for staff with special requirements will be made.

## **CONSULTATION**

102. Members consulted:

Mayor Ros Jones  
Cllr Joe Blackham

## **BACKGROUND PAPERS**

### **REPORT AUTHOR & CONTRIBUTORS**

Richard J Smith  
Energy Manager  
01302 862514  
[Richardjames.smith@doncaster.gov.uk](mailto:Richardjames.smith@doncaster.gov.uk)

Richard Speight  
Senior Transport Manager  
[Richard.speight@doncaster.gov.uk](mailto:Richard.speight@doncaster.gov.uk)

**Debbie Hogg**  
**Director of Corporate Resources**

**Peter Dale**  
**Director of Economy and Environment**

**Damian Allen**  
**Chief Executive**



## Doncaster Council

### Report

---

Date: 5 November 2019

To the Chair and Members of the  
**CABINET**

#### **GENERAL FUND CAPITAL RECEIPTS - PROGRAMME UPDATE**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Councillor J Blackham	All	Yes

#### **EXECUTIVE SUMMARY**

1. This report provides a half-way point programme review and update of the Council's General Fund Capital Receipts asset disposal programme to support the ambitions of the Councils Capital Programme.
2. This report provides a schedule of assets sold to date within the programme noted within Appendix 1 to this report and also includes a recommendation for the disposal of additional named land assets for disposal.

#### **EXEMPT REPORT**

3. This report is not exempt, however Appendix 2 to this report is not for publication as it contains details of commercial interests which are exempt under Paragraph 3 of Schedule 12A of the Local Government Act 1972, as amended

#### **RECOMMENDATIONS**

4. Strategic Asset Management are authorised to action the disposal of new assets identified for disposal as part of a managed four year disposal programme.
5. Cabinet delegates to the Property Officer power to authorise the terms of disposal for sale prices of greater than £1m of those properties within the capital programme provided that the disposal is not for less than estimated value of the properties contained in the capital programme.

## WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

6. The sale of Council property assets will generate new property developments for the borough, both commercial and housing. New developments will generate growth in the local economy and create and support local jobs through development and associated local infrastructure. Future Council revenues will be supported from new development by the creation of additional Business Rates and Council Tax from sites as they are developed.
7. The Council will further benefit financially from capital receipts released from the sale of property assets which will directly enable the delivery of the Councils Capital Programme for the remainder of the four year Capital Programme and beyond.

## BACKGROUND

8. Doncaster Council agreed at its Cabinet meeting of 19 September 2017 to a 4 year Capital Programme to deliver a range of schemes to support service delivery and strengthen local communities within the borough. This programme relies for its funding on the release of capital receipts from the sale/disposal of property assets held by the Council.
9. The Councils Capital Programme is funded from the disposal of assets. This report notes the progress of a programme of planned property disposals that aligns with the ambitions of the Capital Programme in terms of timescales and projected receipts from property sales.
10. **WITHOUT A SERIES OF DISPOSALS OF COUNCIL PROPERTY ASSETS TO GENERATE CAPITAL RECEIPTS THE CAPITAL PROGRAMME CANNOT BE DELIVERED AND ADDITIONAL BENEFITS TO THE COUNCIL OF COUNCIL TAX AND BUSINESS RATES REVENUES WILL NOT BE GENERATED**
11. The delivery of the programme over the first two years has reflected a series of challenges anticipated at the time of the programmes initial reporting and approval, including;
  - Phasing of site marketing to provide a continual release of assets to the market without providing over supply in any specific locale,
  - Reflecting the development of the Councils Local Plan during this period and;
  - Challenges experienced from market conditions and site-specific matters.
12. These challenges have led to the delay in delivery of selected disposals against the anticipated target date for sale and thus receipts to support the Capital Programme. Delays that have been experienced have predominantly reflected specific site conditions and related factors established once a developer has committed to a detailed study of the asset. As these investigations are specific to the development/developer they are not possible to accurately predict. To mitigate these delays dialogue is established with developers at an early stage and progress closely monitored to ensure all issues are identified and addressed as soon as they occur.

13. Alongside the recognition and reflection of these issues in the delivery of the plan, officers have provided assurance through the marketing process via the provision of Planning Briefs to larger disposals and timely reporting and purchaser/developer dialogue to mitigate time delays in what can be a protracted process for larger scale development sites.
14. As part of the disposal process and in line with Cabinet's recommendations at the outset of this programme, ward member consultation takes place prior to any new disposal recommendation.
15. Over the period of the programme to date 45 assets have been disposed of with a total value to the Capital Programme of £6,095,450 and are expected to provide over 90 new homes and a range of commercial development. A further 10 properties are currently under offer with a combined value of circa £16m. These disposals include a series of residential development sites anticipated to provide circa 700+ new homes for the borough and its residents. The remainder of the programme will generate additional further land for development for over 135 new homes and more commercial space, supporting economic development, opportunities for new homes for Doncaster residents and jobs and business growth within the local supply chain.
16. As part of its activities to review available land and property assets for potential sale and to support development of the local economy, Strategic Asset Management have secured further sites for disposal and development to both support the Councils Capital Programme and create further investment and regeneration opportunities;
17. **Hungerhill, Edenthorpe:** This site, amounting to approx. 51.65 acres was granted outline planning permission for the residential development of up to 542 dwellings on 29th May 2019. A new access roadway from Doncaster Road is under construction and a Design Guide for developers is being prepared in advance of marketing.
18. **College Road Doncaster:** Provisional terms have been agreed with South Yorkshire Police for the development of a new Police Station and Custody Suite on this site (2.7 Acres), representing SYPs commitment to a high quality and modern facility for Doncaster and a long-term investment in the borough. Development is anticipated to commence in 2020.
19. **Windhill, Mexborough:** An opportunity exists to dispose of this site, amounting to 8.23 acres for the development of a mix of housing types and tenures to support a range of housing opportunities for residents.
20. **Land at Lakeside Doncaster (Plot 4b):** Previously allocated for Educational purposes, a future disposal of this site (5.96 Acres) will complete the release of Lakeside plots as part of the original masterplan for this part of Doncaster.
21. A schedule of assets disposed of to date as part of this programme is attached in Appendix 1. This schedule includes assets identified for sale within the existing scheme of delegation since the date of the approval of this programme in 2017. The process for an approved disposal via this route mirrors that of items requiring Cabinet approval in that ward member consultation takes place prior to any new disposal recommendation, and is approved by Cllr Blackham as Cabinet member and Portfolio holder for

property transactions.

## OPTIONS CONSIDERED

22. Do nothing – not recommended as the current policy does not sufficiently address the concerns of community groups.
23. Note progress made to date in the delivery of the General Fund Capital Receipts Programme and approve the further disposal of named assets within this report and as noted in Appendix 1 – this is the recommended option.

## REASONS FOR RECOMMENDED OPTION

24. A continuation of the existing planned approach to the disposal of assets will increase certainty in decision making in the Councils Capital Programme. Without asset disposals to support its activities the Capital Programme cannot be delivered, resulting in the delay or non-delivery of a range of projects requiring capital investment and thus negatively impacting on the Councils Key Outcomes.
25. The additional Council Tax and Business Rates revenues generated from the development of sites as they are disposed of supports the future of essential Council services.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

26. The additional Council Tax and Business Rates revenues generated from the development of sites as they are disposed of supports the future of essential Council services.

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>Releasing assets to support the development of new property in Doncaster will show a firm commitment to the economic growth and regeneration of the Borough.</p> <p>The generation of new Council Tax and Business Rates revenues helps protect vital Council service into the future.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> </ul>	<p>Through the generation of long term sustainable revenues from new Business Rates and Council Tax new development will help reduce pressure on budgets and support future service delivery.</p> <p>The disposal of larger sites within the proposed programme creates a positive opportunity for development to support local</p>

	<ul style="list-style-type: none"> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>infrastructure (e.g. schools) to ease local pressures and support local communities.</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>The disposal of larger sites within the proposed programme creates a positive opportunity for development to support local infrastructure (e.g. schools) to ease local pressures and support local communities.</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>The development of enhanced communities via new homes and developments from the sale of Council assets supports best outcomes for residents across the age spectrum and helps deliver new and better opportunities for quality homes for Doncaster residents.</p> <p>Releasing assets to support the development of new property in Doncaster will show a firm commitment to the economic growth and regeneration of the Borough, supporting and improving the built environment in local communities.</p> <p>Through the generation of long term sustainable revenues from new Business Rates and Council Tax new development will help reduce pressure on budgets and support future service delivery.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and</li> </ul>	<p>The managed disposal of property assets shows a proactive stance for the Council to generate both receipts and future revenues and create new opportunities for development in the current and future environment.</p>

	aspirations of residents <ul style="list-style-type: none"> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	
--	---	--

## RISKS AND ASSUMPTIONS

- 27. A failure to secure the disposal of the assets noted in this report will prevent the delivery of the Councils capital programme.**
28. The Council's Capital Programme ambitions are directly reliant on the ability to generate receipts from the sale of property assets. To meet these ambitions a four year disposal programme has been devised to match the life of the Capital Programme.
- 29. Rigidity in a 'fixed' disposal programme which does not allow for changes in market conditions and issues relating to the disposal of individual assets.**
30. The programme of disposal 'events' is not fixed and thus allows the flexibility to move disposals within the programme to allow for the risk of delay in the disposal of assets elsewhere.
- 31. Failure to dispose of assets in accordance with the timescales set out in the programme plan and thus achieving sales receipts**
32. The initial two years of the programme have reflected a positive objective to 'front load' larger disposals where appropriate to reflect the nature of the disposal process for larger scale residential developments and the time that this can take. It should be noted as an inherent risk that the nature of property disposal where development is an outcome is that the pre development planning and due diligence stage by a developer is very much dependent on the particular circumstances of the individual asset – for example site conditions. The programme will continue to be managed to mix the type and size of sites for disposal to mitigate risks associated with dependence on single large asset disposals so as to create a steady flow of transactions through the programme period.

## LEGAL IMPLICATIONS [Officer Initials AB Date 02.10.19]

33. The Council has statutory power under S123 of the Local Government Act 1972 to dispose of non-housing/non-HRA land without the Secretary of State's consent for the best consideration reasonably obtainable. It is presumed that the disposals will be for full market value but if any of the disposals are for less than the best consideration reasonably available then the Secretary of State's consent will be required for the disposal. Individual disposals will require future approvals the Council's Property Officer has authority to dispose of land at the market value stated in the Capital Programme without Cabinet approval. Disposals with prices over £1million

and at less than the estimated value will require Cabinet approval.

34. If any of the land is currently used for the purposes of public recreation and therefore classed as open space for the purposes of s.123 of the Local Government Act 1972 then before it can be sold or leased the Council would be obliged by s.123 to place notification of the proposed disposal in two consecutive editions of a local newspaper and to consider any objections or comments received within 21 days of the date of first publication of the notification.

#### **FINANCIAL IMPLICATIONS [Officer Initials RS Date 01.10.19.]**

35. There are numerous capital schemes which are to be funded fully or partially by capital receipts. To be able to plan appropriately it is essential the Council has a disposal scheme in place in order to sell assets to generate the required capital receipts. The assets included within the appendices of this report are additional to the assets that have been approved for disposal already. Even though they are yet to be approved the amount of the proposed sales values are included within the estimated capital receipts total for the next four years. There is currently a shortfall in 2019/20 and 2020/21.
36. In April 2019 it was projected sale receipts of £41.5m would be achieved over the next two years. As of September, this total has fallen to £37.4m resulting in a shortfall of £4m. Based on the current capital programme there would be a surplus of capital receipts by 2021/22.
37. It is essential that the assets contained within the report are approved for sale as their totals are already included within the capital receipt estimates and if not approved would cause the shortfall position to worsen.
38. Due to the shortfall it will become necessary to either finance the current capital schemes through borrowing or postpone the start of or cancel them. If borrowing is used this would cause an extra pressure on the revenue budget due to the interest costs incurred. For each £1m borrowed around £65k normally needs to be added to the Council's revenue budget to repay borrowing and interest (based on borrowing through Public Works Loan Board for 25 years). This would need to be funded through the identification of additional budget savings

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials CR Date 02.10.19]**

39. There are no HR implications to this report.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 02.10.19]**

40. There are no anticipated technology implications in relation to the proposed disposal of assets contained within appendix 1 of this report. Where other property assets are identified for sale during the lifetime of the 4 year programme, ICT must continue to be consulted to consider any arising technology implications. .

#### **HEALTH IMPLICATIONS [Officer Initials CHen Date 01.10.19]**

41. The choices the council makes in both raising and allocating capital budgets will affect the health of the population. The release of capital receipts from the

sale/disposal of property assets held by the Council can provide opportunities to improve the conditions and circumstances in which our residents live, work and play.

42. Where ever possible Doncaster Council should seek innovative use of social value requirements in land disposal to maximise the potential to improve local health outcomes by supporting the environment, building stronger communities, and strengthening local sustainable economies. It would be beneficial if social value requirements are set early in the stages of land disposal to help ensure that decisions such as the primary use for the site or the masterplan are influenced and the health implications are considered.

#### **EQUALITY IMPLICATIONS [Officer Initials DS Date 28.10.19]**

43. Any proposed use of Doncaster Council's land and property assets should ensure extensive reach into the community and be open to all.

#### **CONSULTATION**

44. Portfolio holder Cllr Blackham has been informed of the proposal and supports the proposal to bring forward sites for disposal
45. Ward members have been consulted on the assets included within the programme in Appendix 1. All future asset disposals added to the programme will involve ward member consultation prior to a recommendation for sale.

#### **BACKGROUND PAPERS**

46. Cabinet Report 19 September 2017 (General Fund Capital Receipts Programme)

#### **GLOSSARY OF ACRONYMS AND ABBREVIATIONS**

#### **REPORT AUTHOR & CONTRIBUTORS**

David Stimpson, Property Manager  
Strategic Asset Management  
01302 737363  
[david.stimpson@doncaster.gov.uk](mailto:david.stimpson@doncaster.gov.uk)

**Peter Dale**  
**Director of Economy & Environment**

## Properties sold since 2017

Asset	Use post disposal
Land at Nelson Street Plot 6- Hyde Park	Planning application submitted for 294m2 of B2 industrial and 6 parking spaces, 3 employees (granted)
Land at Nelson Street Plot 7- Hyde Park	Awaiting development
Land / garage site off Highfield Road Conisbrough	Awaiting development
Albert Road/Pym Road - garage site – Mexborough	Awaiting development
Land at Dockin Hill Road (Rear of Stag Inn)	9 apartments – Awaiting development
Land at Prospect Road Toll Bar	Extension to existing Commercial premises
Denaby Lane, Coalpit Road ground lease 1	Ground lease sale to tenant - Commercial
Denaby Lane, Coalpit Road ground lease 2	Ground lease sale to tenant - Commercial
Barnburgh Grange Farm	Ground lease sale to tenant - Agricultural
Land at rear of 54 Peak Stone Crescent, Balby	Garden land extension
Plot 1, 2 and 3 Kirk Sandall Industrial Estate	Plot 1 Caravan storage and hot food sales Awaiting development Plot 3 Erection of 15 units for industrial/commercial use (B1 [b and c], B2 and B8 (53 spaces) - 1472 sqm (gross) Awaiting development
Elmfield House	29 Apartments (Granted – in development)
Former Warren Youth Centre, Hatfield	8 dwellings and 6 1-bed flats
Lakeside ground lease – Premier Inn	Long leasehold for extension to existing commercial premises
Land rear of 5 Haigh Road, Balby	Garden land extension
Oswin Avenue Depot	light industrial premises and rear extension
Oswin Avenue Youth Centre	Awaiting development
5 Furnival Road, Balby	Existing use - residential
9-13 Highfield Road	Residential conversion from office accommodation
Bullcroft Youth Centre	Conversion to retail use; with external (granted)
Land r/o Bentley ITEC	Grazing land
St James Court, Hyde Park	Awaiting development
The Terrace, Conisbrough	6 Bedroom supported living receiving Care (granted)
Wynthorpe Hall Depot, Dunscroft	Awaiting development
Land adj 18 Radiance Road, Wheatley	Storage use
Former Barnby Dun school library service	Awaiting development –residential scheme proposed
Land at Decoy Bank North	455 sqm (gross) B2 industrial and 10 parking, 10 employees (granted)
Gladys Ambler Centre	Childrens Nusery use (granted)
Hightime building	Residential dwelling (granted)
Land off Middlebank, Lakeside - XP School	School premises

Land r/o Adwick Caravans, Toll Bar	Incorporated into existing adjacent Caravan sales business (granted)
Unity House, Carr Lane	Proposal for 10 flats (prior approval approved)
Former Mexborough Day Centre	Proposal for 33 houses (waiting)
Teardrop site, Stadium Way, Lakeside	Extension to Premier Inn (granted)
Land rear of 2 Princes Road, Bessacarr	Garden land extension
Land at Palmer Street, Hyde Park	Ground leasehold sale to existing commercial Tenant
Land at Clay Lane West, Long Sandall	Awaiting development
5 Harlington Road, Mexborough	Proposal to be developed with adjoining land to erect 2 semis (granted)
Plots 1, 2 & 4 Nelson Street, Hyde Park	Ground leasehold sale to existing commercial Tenant
Land at Middle Bank / Palmer Street	Proposal for storage for cable ducting systems (adjoining owner) awaiting decision
Land at rear of Catholic Club, Trafford Way	Private car park for Catholic Club (granted)
Insley Plantation	Incorporated into Yorkshire Wildlife park
Mansfield Crescent, Armthorpe	Garden land extension
Market Place, Thorne	Incorporated to erect new retail outlet development (granted)

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank