
**Decision Session – Executive Member for
Housing & Safer Neighbourhoods**

16 November 2015

Report of the Assistant Director – Housing & Community Safety

Repositioning of Service Provision Peasholme Centre

Summary

1. This report proposes a subtle repositioning of the accommodation services offered at Peasholme Centre as an entry point service. Many of these changes have taken place over the last few years but need formal recognition. The changes dovetail with the fundamental review of person focused housing related support services commissioned within the Health & Wellbeing directorate. The commissioning process is scheduled for completion in October 2016
2. CYC supported accommodation housing projects are not part of this commissioning process
3. The subtle repositioning of Peasholme Centre will align it with other CYC hostel provision (young people and statutory temporary accommodation) and is fundamental in providing a responsive service for people who are homeless. It dovetails with the out of hour's service.
4. The provision of supported housing across York is a homeless prevention tool (planned housing) and a solution to homelessness (statutory and non statutory) and ensures that those who are homeless have access to accommodation.

Recommendations

5. That the Executive Member for Housing and Safer Neighbourhoods:
 - Agree that Peasholme Centre is repositioned to align with other CYC hostels and provide an entry level service.

Reason – To ensure the council is able to respond effectively to emergency homelessness and continues meet its statutory responsibilities and supports the most vulnerable in society

Background

6. Historically there have been in excess of 30 contracts for supported housing including resettlement, young people, statutory homeless, offenders and mental health provision.
7. In January 2012 the national Supporting People initiative ended, commissioning of external services was transferred to Adult Social Care Commissioning Team and internal contracts transferred to departmental budgets.
8. CYC Housing currently manages three temporary accommodation hostels and 2 resettlement hostels, including Peasholme Centre. The Peasholme Centre is managed in partnership with Peasholme Charity.
9. Hostels are used to accommodate homeless people, providing both emergency and long term supported housing. The City of York Council has a statutory duty to a number of these customers, to provide temporary accommodation and by utilising resettlement hostels the use of B&B is reduced.
10. The City of York Council contract North Yorkshire County Council (NYCC) Emergency Duty Team to provide an out of hours service which utilises all CYC hostels to make out of hours placements.
11. Historically the remit of the Peasholme Centre was to provide entry point accommodation for rough sleepers but over the years it has emerged as a stepping stone service between entry points and shared housing / independent living.
12. In recent years, there has been an internal CYC housing restructure, the opening of Howe Hill for Young People and a gradual redefining of the role of Peasholme Centre, taking more complex customers, and significantly expanding the availability of emergency placements.
13. Salvation Army operates a daily advice drop-in from Peashome Centre
14. Peasholme Centre is part of the No Second Night Out protocol offering emergency beds to those people who are rough sleeping and is part of the severe weather protocol offering emergency accommodation to rough sleepers during the winter months.

Current and Ongoing Targets

15. The Department for Communities and Local Government (DCLG) and City of York Council targets are currently to:

- Reduce statutory homelessness in the city through prevention measures
- Reduce the use of temporary accommodation through prevention / planned housing measures
- Ensure the use of Bed and Breakfast for families is only for emergencies and then for no longer than 6 weeks and that young people (16 and 17) are not placed in B&B;
- To reduce rough sleepers.

Consultation

16. Consultation has taken place with current CYC and Peasholme Charity staff regarding this proposal.
17. Staff on the whole have been receptive to the principle of the proposal, although have raised some concerns including regarding the use of the building, any impact on the wider community and neighbours. In addition staff raised the issue about staffing levels (for staff and for customers) if there were more chaotic/ high risk customers who are also vulnerable (but acknowledged that Peasholme Centre were already working with this customer group and had the relevant skills and experience).
18. Discussions have taken place with Adult Social Care (Commissioning) who support this proposal
19. Local councillors and community residents are aware of the proposed changes
20. Other providers are not currently aware of these proposals but will be advised once a decision has been made to inform housing related support (excluded client group) contract

Options

21. **Option 1.** That the remit of the Peasholme Centre is formally repositioned within York's accommodation services, so that all CYC services (resettlement and temporary accommodation) are accessible at point of need (homelessness). This is vital to fulfil CYC's statutory duties and provision of out of hours accommodation.
22. **Option 2.** To leave the current arrangements in place.

Analysis

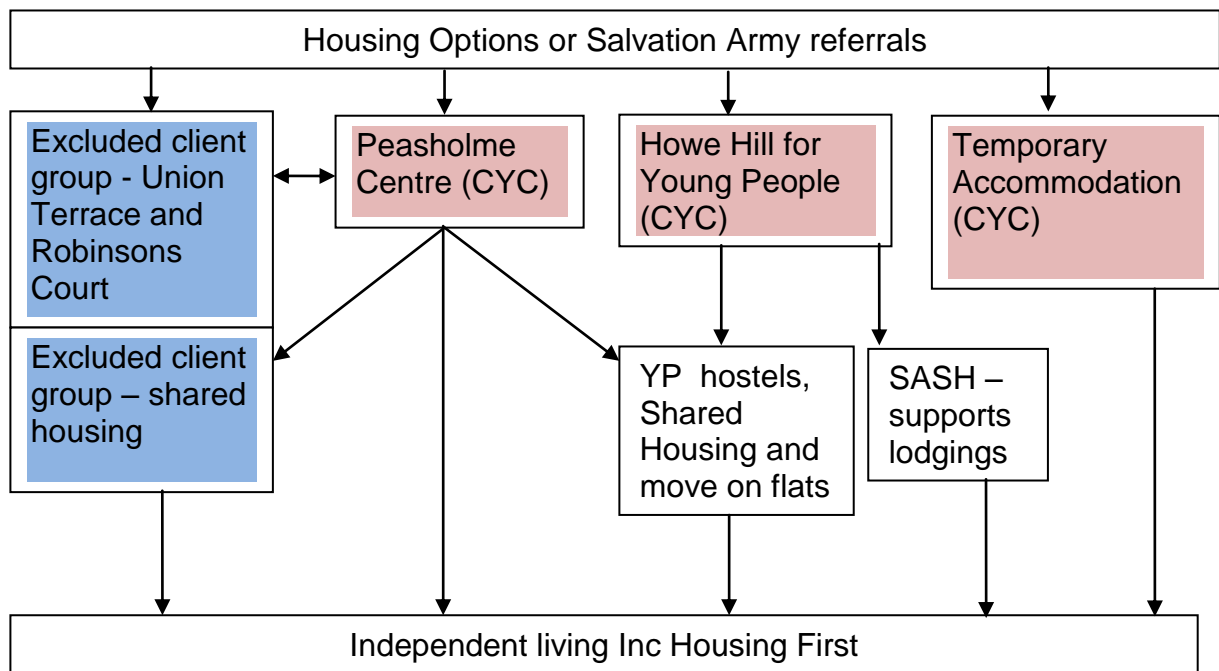
23. The proposal to reposition the Peasholme Centre as an entry point hostel provides consistency as CYC own and manage the temporary accommodation hostel and young peoples resettlement hostel. It also ensures that CYC have access to emergency beds in youth homeless, single homeless and statutory homeless services.
24. There is no need for customers to move into a 'stepping stone' project but are prepared in all emergency hostels for shared or independent accommodation.
25. The intention is that the contract holder of the 'excluded client group' services will offer a seamless service from emergency to shared or independent accommodation
26. That through Single Access Point, No Second Night Out, Housing Options and EDT will have access to a range of accommodation options.
27. That the Salvation Army continue to operate a drop in from Peasholme Centre, providing a safe environment for rough sleepers, which will hopefully encourage them into services.

Option 1

28. Peasholme Centre will remain a resettlement centre, will be staffed 24 hours per day and continue to offer comprehensive support and education to an individual as part of the process to prepare them for independent living. Age range is 16+
29. That Peasholme Centre is no longer used as a stepping stone service, reducing the need for people to move several times between hostel / supported housing services which can result in upheaval and have a negative impact for customers.
30. Resident profiles will continue to be single homeless, some of whom may have physical ill health, mental illness, offending history and substance misuse.
31. Referral to the project will be via Single Access Point and No Second Night Out (NSNO) emergency bed. This service will not become a direct access (walk off street) service
32. Hostel provision at Union Terrace will remain as is currently, but support people directly into shared / independent accommodation. It will continue to accept referrals from Single Access Point. Age range is primarily 18+

33. Hostel provision at Robinson Court will remain as is currently, but support people directly into shared / independent accommodation. It will continue to accept referrals from Single Access Point Age range is 18+
34. The three hostels, while retaining their own identities, will continue to work alongside each other.
35. The repositioning of Peasholme Centre will enable Adult Social Care to tender a cohesive contract for other resettlement / offended services as part of housing related support contracts ('excluded client group')
36. That the repositioning is a gradual transition alongside the re-commissioning of the Housing Related Support Contract

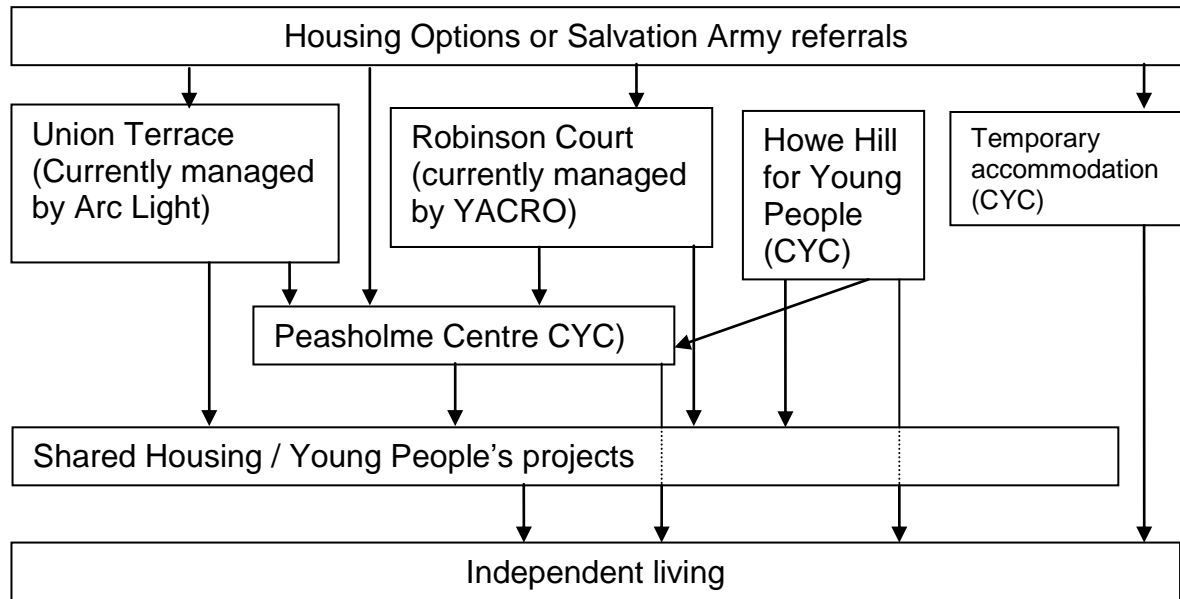
Proposed system



Option 2

37. That Peasholme Centre remains a stepping stone between emergency and shared housing, operating as a stand alone project outside the Housing Related Support 'proposed 'excluded client group' contract and customers will move between providers
38. That CYC will not have control over emergency bedspaces which directly impacts on the ability of Housing Options to make emergency placements

Current system



39. That excluded client group (Robinsons Court) remains 18+
40. That excluded client group (Union Terrance) is predominantly 18+

Council Objectives

41. The provision of resettlement services is integral to the principal of homeless prevention, the provision of services for rough sleepers though delivery of No Second Night Out, severe weather and the contribution towards providing emergency accommodation to those to whom CYC have a duty to accommodate (statutory duty under Housing Act 1996).
42. The provision of accommodation is therefore closely link to a number of elements of the administrations council plan:

A focus on frontline services

- Support servicers are available to those who need them (aim)
- Residents are encouraged and supported to live healthily (aim)
- Residents are protected from harm, with a low risk of crime (aim)

Implications

43. The implications arising directly from this report are:
 - **Financial** – There are possible financial risks to this proposal, in that there could be a loss of rental income due to the possible short

length stays in the project and a more transient customer group. To mitigate this staff take a pro-active approach to rent collection, and despite the fact that there have always been a number of customers with complex needs in residence, rental collection remains high.

- **Equalities** – A community impact assessment has been completed
- **Legal** - The provision of a homeless service is a statutory requirement under Housing Act 1996 and Homelessness Act 2002 and while resettlement services are not a direct provider for those who are statutorily homeless the service is part of the pro-active planned housing route in York to provide suitable support and accommodation for single homeless.
- **Planning** - Planning consent (4/6/2007) was given that 'The premises shall be used for a resettlement and training centre for homeless persons; and for no other purpose, including any other purpose in Class C2 in the Schedule of the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any Statutory Instrument revoking and re-enacting that Order'. C2 are residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres. This has not changed

Risk Management

44. There is a continued risk that due to current economic climate that homelessness and rough sleeping will increase significantly. York has seen an increase in rough sleeping despite the commitment of agencies. It is only through the ongoing concerted effort of staff and the resources channelled into homeless that we are keeping this at bay. The subtle repositioning proposed within this report will play a positive part in helping to ensure we can best meet the needs of those individuals who find themselves homeless.
45. There is always a risk to local community cohesion due to the behaviour of some of the residents of the project; however this has been successfully managed since the project opened in 2009, within only a few incidents / concerns. There are clear lines of communication between local residents, ward councillors and staff should problems arise. There are relevant policies and procedures in place, along with highly experienced staff working a 24/7 shift pattern to deal with any inappropriate behaviour. The proposed repositioning does not change the client group and the proactive management will continue.

46. There is a risk that by removing the stepping stone provision from the system there may be blockages in move on process, however on the flip side, by introducing an additional entry level service then a rapid assessment of housing need can be met and homeless customers can be referred to appropriate housing in a more timely manner.

Contact Details

Author:

Becky Ward

Service Manager, Housing
Options and Homelessness
CAN's

Tel No. 01904 554040

Chief Officer Responsible for the report:

Steve Waddington

Assistant Director - Housing and Community
Safety

**Report
Approved**



Date 29th October 2015

Wards Affected:

- Fishergate
- Guildhall Ward (edge of)

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex 1 – Community Impact Assessment (CIA)

Abbreviations:

DCLG Department for Communities and Local Government
NSNO No Second Night Out
NYCC North Yorkshire County Council