



## **Notice of a public meeting of**

### **Housing and Community Safety Policy and Scrutiny Committee**

**To:** Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Mason, Vassie, Wells and Musson

**Date:** Monday, 25 November 2019

**Time:** 5.30 pm

**Venue:** The Thornton Room - Ground Floor, West Offices (G039)

### **AGENDA**

#### **1. Declarations of Interest**

At this point in the meeting, members are asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on this agenda.

#### **2. Minutes** (Pages 1 - 12)

To approve and sign the minutes of the Housing and Community Safety Scrutiny Committee meeting held on:

- 28 October 2019, and
- 23 September 2019.

#### **3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday 22 November 2019**.

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- 4. Older Persons Accommodation Survey Update** (Pages 13 - 44)  
Members are to receive a report which presents the results of a survey undertaken to better understand the needs of the city's older residents and to establish what is important to people about how and where they live in their later years. Approval is sought to implement the recommendations from the research.
- 5. Extension of HMO Licensing the First Year** (Pages 45 - 62)  
Members will receive an information paper advising what has happened during the first year of the extension of Houses in Multiple Occupation (HMO) licensing to properties with 5 or more occupants forming more than one household irrespective of the number of storeys. This report does not cover the limitations of the current laws.
- 6. Empty Property Report** (Pages 63 - 68)  
Members will receive a report which provides an update on the work of the Housing and Community Safety department in relation to the recent rise in number of empty properties in the

private sector. This report advises how the department intend to address this in the short term.

**7. Scoping Report on Corporate Review of Poverty in York** (Pages 69 - 74)

Members will receive a scoping report on a topic referred by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the city which fall within this committee's remit, as part of a corporate review of poverty in York.

**8. Work Plan** (Pages 75 - 76)

The Committee will consider the draft work plan for the coming year.

**9. Urgent Business**

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

## Democracy Officer

Michelle Bennett

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

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Contact details are set out above.

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City of York Council

Committee Minutes

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Meeting	Housing and Community Safety Policy and Scrutiny Committee
Date	28 October 2019
Present	Councillors Fenton (Chair), Pavlovic (Vice-Chair), Mason, Vassie, Wells, Musson, D Taylor, and Webb
Apologies	Councillors Baker

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### **1. Declarations of Interest**

Members were asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on this agenda.

Councillor Pavlovic confirmed that he has previously worked with the Interserve Justice Manager, Country Lines Lead (Probation Services).

### **2. Public Participation**

It was noted that there had been no registrations to speak under the Council's Public Participation Scheme.

### **3. Safer York Partnership Bi-annual Report**

The Head of Community Safety introduced the report, outlining the work that has been delivered against each of the Safer York Partnership's strategic priorities. She confirmed that a new strategy is due to be drafted for implementation in April 2020 and work is currently under way with partners to identify the priorities that will be included in the new strategy. She noted that North Yorkshire Police no longer supply crime figures directly to local authorities. Data sets are now obtained from national sources such as iQuanta.

The Chair highlighted the data presented in Annex 1 of the report as being very useful to the Committee and requested updated data be brought back to the Committee quarterly.

In response to member questions the Head of Community Safety and the Superintendent, Commander for York and Selby confirmed that:

- No longer receiving data directly from North Yorkshire Police, does not affect the Community Safety Hub as they have full access to police data. The Council's Business Intelligence Team access data about a month later through national sources than when they received directly from North Yorkshire Police;
- The Community Safety Strategy is drafted by the Safer York Partnership and the Executive Member Housing and Safer Neighbourhoods is a member of the partnership. Once the strategy is signed off it will be brought to this Committee so members are updated;
- Work is carried out with partners and the Counter Terrorism Unit to be prepared for Christmas events, with business and police training events taking place;
- Additional resources would be welcomed, however, the ambitions of the Community Safety Hub and the incorporating Blue Light Services were very positive steps in getting a maximum value out of the resources currently available;
- Police Crime Commissioner recognised the concerns about the lack of police presence in the city centre and has committed to recruitment and a higher police profile in key areas.

Members discussed why the funding of certain CCTV installations was done through Ward Councillors budgets. The Head of Community Safety noted that the Safer York Partnership cannot provide funding as it does not have a budget; the Superintendent confirmed support for having a partnership approach and offered to have conversations on funding outside of the meeting.

Resolved:

- i. That the content of the report and the associated annex be noted.

Reason: To update Members on the performance of the Safer York Partnership.

#### **4. County Lines Update Report and Round Table Discussion**

The Committee were joined by Councillors D. Taylor and Webb from the Children, Education & Communities Policy & Scrutiny Committee, Superintendent, Commander for York and Selby, and the Interserve Justice Manager (probation service), County Lines Lead for the round table discussion.

The Head of Community Safety introduced the report, noting the impact of County Lines on York and that this is not a surprise due to York's strong transport links. The Safer York Partnership has a strong handle on the issue with the support of North Yorkshire Police and other partners. The Superintendent confirmed that County Lines based on Threat, Harm, and Risk is a number one priority for policing in York.

The Interserve Justice Manager stated that there had been a disappointing approach from National Government and resources are not sufficient. The number of drug workers and mental health workers operating in the county is insufficient to meet current demands. She confirmed that middle class cocaine use is York's main drug issue, and that it has been normalised. The Superintendent agreed that heroin and crack cocaine are the main drugs supplied. Members highlighted the need to raise awareness that heroin and crack cocaine use is not a victimless crime.

In response to Members' questions Officers confirmed that:

- Communications is part of the Safer York Partnerships action plan, in relation to the need to highlight the impact of purchasing heroin and crack cocaine has on vulnerable people;
- There is not one agency or partner that requires further training to spot hidden vulnerabilities, instead awareness training needs to be held with all partners;
- They did not have figures for convictions for crack cocaine use, so could not confirm if these were rising in time with the County Lines issue increasing. The Superintendent noted that she will share figures with Members after the meeting;
- A needs assessment was a very important early step. Public Health have skilled staff who work with data, however, this is niche data and might require taking up support that is on offer nationally;
- When looking to take out a Premise Closes Order a multiagency approach is taken, support needs are identified and support is put in place. With consideration taken for both the needs of the vulnerable individual and the local community.

The Chair raised in the Locality Review that national action should be not lead by police but by health and social care agencies. The Assistant Director Public Health noted that there is likely not a uniformed recognition of the County Lines issue within health and social cares remit, some areas of the health service are likely more engaged than others currently.

Resolved:

- i. That the content of the report and the associated annex be noted.
- ii. That another joint round table discussion on County Lines be agreed between the Chair and Officers, to come to a future meeting of the Committee.

Reason: To ensure that all opportunities for multi-agency engagement on County Lines are being fully exploited. And that both Committee's remain involved with the County Lines issue in York.

## **5. Social Rented Housing on New Developments - Referral from the Area Planning Sub Committee September 2019**

Members considered a report about a referral from the 5 September 2019 Area Planning Sub-Committee meeting. Requesting that the Committee consider the impact of service charges, on the delivery of social rented housing by housing associations, through the planning gain process.

In response to Members questions, the Housing Development Officer confirmed that:

- The Commuter Sum paid by developers in cases where Housing Associations cannot take up dwellings, means that developers do not have a financial incentive to not provide onsite dwellings to Housing Associations;
- Commuter Sums are used by the Council to provide affordable housing, as well as roads, parks, and youth services;
- The competitive tender process for Housing Associations to purchase affordable housing from developers, can result in higher prices for Housing Associations. Alternative methods of setting prices and which association gets which dwellings, could be explored.

Members confirmed their interest in a scrutiny topic 'To better understand the current situation with regard to the delivery of affordable dwellings arising from new developments with planning permission.' The Chair stated that he would inform the Scrutiny Officer who from the Committee would be selected for the task group. The objectives of the review would be:

- To Investigate the delivery of homes for discounted sale resulting from the granting of planning permission for a new development;



- To investigate the council's working relationship with housing associations in relation to the allocation of properties for social rent resulting from the granting of planning permission for a new development;
- To Explore What barriers exist that make it difficult for housing associations to take up affordable housing contributions and what policy options could help to overcome any barriers.

Resolved:

- i. That a task group to review a scrutiny topic 'To better understand the current situation with regard to the delivery of affordable dwellings arising from new developments with planning permission.'

Reason: To comply with Scrutiny protocols and procedures.

## 6. Work Plan

The following were agreed as alternations and/or additions to the Work Plan for 2019/20.

### November

- HMO Implementation Update, brought forward from January.
- Brief oral update on Temporary Accommodation- Street homeless, winter provision, for winter 2019/20 ahead of report in either January or February.

### January

- Housing Standards in the Private Rental Sector, moved from November to January.

Councillor S Fenton, Chair

[The meeting started at 5.01 pm and finished at 7.42 pm].

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Meeting	Housing and Community Safety Policy and Scrutiny Committee
Date	23 September 2019
Present	Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Mason, Vassie, Musson and D Myers (Substitute)
Apologies	Councillors

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#### **14. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests or any prejudicial or discloseable pecuniary interest that they might have in respect of the business on the agenda. None were received.

#### **15. Minutes**

Resolved: That the minutes of the previous meeting of the committee held on Monday 22 July be approved and signed as a correct record.

Matters arising from the previous minutes:

- On page 3, it was noted that the new temporary accommodation at James Street was expected to be ready in October. Members asked the Head of Housing for further information regarding how this was progressing.
- On page 3, last paragraph 'the Executive Member was asked to clarify the budget of the YorHome scheme, it was noted that the Executive Member would look into this and report back to the committee'. – Members requested an update on the position regarding this, it was agreed that the Scrutiny Officer would circulate this response.
- Members noted that the Older Persons Accommodation Needs Update would be discussed at the Health and Adult Social Care Policy and Scrutiny Committee on 23 October.

## **16. Public Participation**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

## **17. Update Of The Housing Revenue Account Business Plan**

Members received a report which outlined the purpose and scope of the Housing Revenue Account (HRA) Business Plan, the main priorities of the current Business Plan and the proposed additional areas of priority for a 2019 revised Plan alongside a similarly revised Asset Management Strategy.

Denis Southall, Head of Housing (CYC), Patrick Looker, Finance Manager (CYC) and Adrian Waite, Director of Adrian Waite (Independent Consultancy Services) Limited (AWICS) were in attendance to answer questions from Members.

Adrian Waite circulated a briefing paper which provided his view on the position as regards the HRA. Members were pleased to note that he considered that the HRA appeared to have very healthy finances. Arising from this, he considered that the council had a range of options. Due to his experience of working with a number of local authorities, Adrian Waite was able to advise Members and provide insight as to how other authorities organise their HRA and housing stock, business planning and strategic issues.

Adrian Waite provided the following information in response to questions from committee members:

- He explained that he had worked for approximately 12 councils. He also provided consultation on the LGA peer review programme.
- There is no scientific way of judging an authorities spend. His role is to encourage authorities and ask them questions about what they will spend money on.
- The council is in a good financial position to spend on new stocks.
- Regarding service charges, the council are spending 2million (m) on providing services and receive a return of only 1.3m, he suggested there may be an opportunity to charge more.
- The provision for major repairs was increased by 29%, the government's own research had recommended increasing provision by 43%.

- Right to Buy policy is reducing the stock of social housing in York. Much of the proceeds of these sales go to the Treasury rather than being retained locally. It could be argued that local authorities should have discretion over the operation of the 'right to buy' scheme.
- The council's general reserves are at about a year most authorities would be happy with 3 months, he considered that there was no right or wrong way of managing reserves.

Officers provided the following information in response to questions from committee members:

- The Finance Manager explained that the law requires that the council shows its business plan over a 30 year period.
- There was a short explanation around how the HRA balances and options available. The council has the option of: (1) borrowing to buy capital assets, then you will have a HRA that balanced with high debt from council stock. Or (2) the council could minimise debt and spend less on capital. Or (3) somewhere in between.
- On the £17m in other earmarked reserves, the Finance Manager clarified that £10m of this was money put into the new building reserves and £7m was to pay for James House, Lincoln Court in the capital programme.
- An additional £1m had been agreed by the Executive towards achieving the Decent Homes Standard and a further £1m had been allocated for investment in carbon reduction programmes and energy efficiency.
- In relation to consultation undertaken to establish people's needs and inequality. The Equalities Board were tackling homelessness which is a long term priority for the council in relation to its priority for improved mental health.
- The Housing Manager explained that their department were working with Health colleagues to develop a mental health pathway and funding had been agreed with consideration to sites to take this forward. This would be in relation to supported or assisted living projects.

Resolved: Members noted the report and appreciated the opportunity to consider and comment on the outlined priorities.

Reason: In order for Members to receive information regarding the HRA Business Plan.

## **18. Update On Compliance With The Decent Homes Standard**

Members received the above report which provided an update on the Council's performance, as a registered provider, against the Decent Home Standard criteria.

David Binns, Technical Manager from Decent Homes and Mike Gilsenan, the Head of Building Services were in attendance to present the report and to respond to questions.

The following information was provided in response to questions from Members:

- Regarding the 9% of housing stock that did not meet the decent homes standard, this was almost entirely due to the absence within the council's records of electrical certification. Without this information it was necessary to make a presumption of 'failure'. This does not mean that electrical testing had not been undertaken.
- 2006 was the last time that the council had considered stock condition data.
- The stock condition survey allows the council to gain complete accurate data to inform the Housing Revenue Business Plan.
- Regarding building standards for new builds for social housing the Head of Building Services provided assurance that the most recent homes, for example, the 165 properties built at Lowfield were built to a higher standard than was required with carbon passive standard (meaning electrical heating bills will be around £60 a year).
- Market sales and social housing are built to the same standard and are offered at affordable price.
- Regarding doors, it was confirmed that the standard of door was reviewed under part 4b and 4c of the report.
- In relation to carbon passive and renewable technology there are very few contractors trained to undertake this area of work.
- Action for the Scrutiny Officer - to check what procurement is in place to govern procurement in relation to housing works since 2008 in relation to the council's sustainable procurement plan strategy agreed at Executive in 2008 where they agreed a sustainable procurement plan.

Resolved: The committee considered and noted the current

status of the council housing stock condition survey being carried out.

Reason: In order for members to receive information regarding service delivery.

## **19. Work Plan**

The Chair explained that at the 5 September Area Planning Committee meeting, a referral was made to this committee for a possible topic for scrutiny regarding social housing take up and prohibitive service charges. The Scrutiny Officer explained that he would prepare a feasibility report for the committee to consider how they would like to take this topic forward.

Cllr Fenton, Chair

[The meeting started at 5.30 pm and finished at 7.28 pm].

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**Health, & Adult Social Care Policy & Scrutiny  
Committee****25 November 2019**

Report of the Corporate Director of Health, Housing and Adult Social Care

**Older Persons Accommodation Engagement Results and Future  
Actions.****Summary**

1. To be able to better understand the accommodation needs of the city's older residents and to establish what is important to people about how and where they live in their later years, officers have carried out an engagement and consultation programme. This report presents the results of the survey and outlines how the research can shape the future work of the Older Person's Accommodation Programme. Approval is sought to implement the recommendations from the research.

**Background**

2. The Council's Executive received a report on 29 November 2018 setting out the current position in relation to older person's accommodation in the city. Previous assessments of supply and demand, for the different accommodation types have been shaped by national benchmarks, which may not directly reflect the requirements for York. The Executive approved community consultation and engagement to gather local views of where and how our residents want to live in their later years. It was anticipated that this would inform the development of York specific supply targets for each type of accommodation.
3. The Older Person's Accommodation programme appointed a summer intern from the University of York's internship programme, who lead on the research and consultation. The research included an initial analysis of national data and research. With colleagues from across the council and partners from the housing and third sector a consultation programme and questionnaire were developed. Stakeholder groups and developers were contacted and asked what information would be of interest to them to help shape their work in the city. These responses were included in the research. The consultation

included an on line and paper survey, individual interviews and group discussions. The questions were trialled on a group of residents, and refined. The survey was also shared with members and partners at housing scrutiny committee, they made a number of recommendations which were incorporated into the research.

4. The survey was sent to the city's talkabout panel and advertised through social media, a press release, direct emailing to partners and stakeholder groups and was made available in libraries and community hubs (eg St Sampson centre).
5. 406 survey responses were received, some representing the views of more than one resident. The majority of respondents were in the 60-70 age bracket. More in depth responses were received through community and stakeholder discussion groups and individual conversations. Throughout the process we were keen to engage with key stakeholders including Age UK, York Older People's Assembly and the Joseph Rowntree Housing Trust - they helped us to raise awareness of the survey and in some cases gave opinions. This consultation period ran between the 15<sup>th</sup> of July and the 16<sup>th</sup> of August 2019.
6. The full results of the survey are attached at Annex A. The initial results have been shared with key partners and they have been well received. The findings will be presenting to partners over the next few month.
7. The results have already been presented to the Executive Member for Adult Social Care and Health at a public decision session and to Health and adult Social Care Policy and Scrutiny committee. In addition the results have been shared and discussed with an Older Persons' Accommodation Stakeholder Group. Following these meetings work has begun on the development of a York specific directory of accommodation options, and tool kit for assisting with accommodation choices.

## **Results**

8. Local population data suggests that the number of residents aged 75 plus will increase from 18,500 in 2019 to 23,600 by 2030 which is an increase of 5,100 or 21%. The 60 plus population is projected to increase by 19.6%, while the largest increases can be found in the 85 plus age group, this section of the population is projected to increase by 29%.
9. The research identifies that there is a significant demand for age-friendly homes, with 67% of respondents expressing a preference for

some form of smaller, single level and accessible property. Although the most popular option was for people to stay in their own homes.

Housing types	National Recommended rates of provision for residents aged 75+	Residents' preferences for their later years. (up to 3 choices)
Existing home		29%
A smaller home, bungalow or apartment in the general community		22%
A smaller home, bungalow or apartment within a scheme specifically for people aged 65+		22%
An apartment in an independent living scheme with communal lounge and activities	12.5%	14%
An apartment in an independent living scheme with communal lounge and activities with 24 hour care on site (extra care accommodation)	4.5%	9%
A room or a suite in a residential care home, with all care, meals, cleaning and activities included.	11% (this figure includes both residential and nursing care accommodation)	4%
A self-build property within a multi-generational community		12%

10. It is clear that the city's residents are interested in alternative property types and are keen to consider a range of accommodation options. The Executive report in November 2018 highlighted that by 2030 the city is likely to have a significant shortage of both extra care and independent living accommodation. This research indicates that the demand for these properties is likely to be higher than had previously been estimated. These findings also indicate a demand for retirement communities and an increased number of age appropriate properties in the general community.
11. Residents were also unanimous that it was important for them to be able to make the decision on where and when to move home themselves rather than waiting for their family or careers to make choices for them when they are reliant on others.

12. Respondents also highlighted that if they were going to move then they would like to do this at a time when they were still able to enjoy their new home. Having access to outdoor and private space was considered very important.
13. While residents identified a range of barriers to moving, including cost as the most frequently mentioned, the most consistent message from almost all responses and conversations was that people are unaware of the options that are available to them. Many of the types of accommodation people spoke about wanting to see in York already exist in the City. People also spoke about services such as home packing assistance which are also already operating in the City. One of the most significant findings of the research is that our residents are not aware of the different property types, or tenures and that there is not sufficiently accessible information about the rightsizing process and the support available.
14. Respondents were very receptive to the idea of assistive technology in their homes, with 83% saying that they would be comfortable with it. Respondents were particularly interested in automated reminders (for medication, drinks and meals), sensors to show movement and voice activated alarms for assistance. 73% of respondents said that they would be happy for the data from their sensors to be accessible to their family. This would help to give family member assurance that they had information about how their relatives were managing in their homes.
15. We are already responded to the results of the research as we have begun the process of updating the information about independent living schemes and extra care living which are available for residents.
16. There will continue to be a requirement for the provision of nursing care accommodation and specialist dementia care for those who need it. This survey aimed to assess how our residents would choose to live and clearly this is not a choice that people would hope to make.

## **Conclusions.**

14. There is a need for a mixed range of housing types and tenures specifically for older residents. While 81% of the city's residents aged 75+ are home owners there is currently no specific requirement in the city's planning policies which would require developers to provide small, accessible, age appropriate accommodation within their schemes. To meet the demand for these properties and address the significant demand for market sale properties it is recommended that work is done to share these results with developers wanting to build in

the city and work is done to consider how planning policies could be amended to reflect this need.

15. To support and enable independent living for life opportunities to encourage the use of assistive technology should be explored both in new properties and in existing properties.
16. There is a need for more information, advice and assistance to inform people of the accommodation options available to them and their families and to help them make the move.
17. The consultation results report attached at annex A makes a number of detailed recommendations. These recommendations ought to be shared widely with partners and stakeholders across the city.

### Action Plan

18. To address all of the points raised in this consultation the Council, developers and partners will have to work together to provide appropriate accommodation in suitable locations, designed specifically to meet the needs of older people. The Council can play a leading role in this work and the table below sets out how the Council can begin to take action in response to residents' views.

Findings and Recommendation	CYC actions
67% of residents have expressed an interest in living in a small, safe manageable single storey property in their later years.	<ul style="list-style-type: none"> <li>• Consider setting a 10% target of this type of housing in the Council's Housing delivery programme schemes.</li> <li>• Work with Housing and planning policy teams to ensure that the need for older person's accommodation is reflected in our planning policies.</li> <li>• Continue to develop independent living and extra care housing schemes to address the need for these properties.</li> <li>• Recommend York specific benchmarks for each accommodation type.</li> </ul>
There is insufficient information available about the benefits of rightsizing and	<ul style="list-style-type: none"> <li>• Work has now begun to create general information about extra care apartments and how they can meet resident's needs. This will then be</li> </ul>

<p>the opportunities available.</p>	<p>accompanied by individual brochures for the Council's extra care developments and those of our partners.</p> <ul style="list-style-type: none"> <li>• Share the results of the research with stakeholders and partners and encourage them to continue having conversations about accommodation with their members and customers.</li> <li>• Train front line staff about the accommodation opportunities for our older residents and encourage them to share information widely.</li> <li>• Ensure that printed and electronic information is easily accessible and jargon free.</li> </ul>
<p>Residents have expressed an interest in taking advantage of assistive technology to support their independence.</p>	<ul style="list-style-type: none"> <li>• Explore opportunities to promote the use of existing technology to support independence and delay the need to care support.</li> <li>• Consider how accommodation design should be adapted to integrate future technology to support independence.</li> <li>• Work with partners to attract funding and skills to develop technology to meet our residents' needs.</li> <li>• Provide staff training to support the use of everyday modern technology to support independence.</li> </ul>

## Equalities

19. The research was carried out to reach a wide cross section of the city's population. Responses were received from residents of all of the wards in the city. The consultation included questions about whether LGBTQ+ respondents would like to live in a community specifically with others from that community. Only 6% of this groups said yes, but the need for staff training to understand the community was specifically highlighted.
20. Each element of the programme will be accompanied by a best decision making assessment and wide consultation.

## Recommendations

21. The committee is asked to:

- note the contents of the report and the results of the engagement work
- consider how the consultation responses can be used to inform the future of the Older Person's Accommodation Programme.

Reason: To comply with scrutiny processes and procedures.

## Contact Details

<b>Author:</b>	<b>Chief Officer responsible for the report:</b>		
Vicky Japes Head of Older Persons' Accommodation Programme Tel: 01904 553382 <a href="mailto:vicky.japes@york.gov.uk">vicky.japes@york.gov.uk</a>	Tom Brittain Assistant Director for Housing & Community Safety		
Philip Pyke Older Person's Accommodation Programme Intern	<b>Report Approved</b>	√	<b>Date</b> 13/11
<b>Specialist Implications Officer(s)</b> N/A			
<b>Wards Affected:</b> All			

## Annexes

Annex A - Draft Consultation results report.

## Abbreviations

CYC- City of York Council

LGBTQ- lesbian, gay, bisexual, transgender, transsexual, queer, questioning



## Older Persons' Accommodation Survey and Consultation 2019

York has a long and proud tradition of providing older residents with the accommodation they need and want. From a 10<sup>th</sup> century almshouse and medieval St Leonard's hospital, the city is now home to a range of options including independent living schemes and Hartrigg Oaks, a European exemplar of a retirement village.

Support to live independently in the right kind of housing can keep people healthy for longer and can reduce the need for home care or residential care. City of York Council's Older Person's Accommodation Programme recognises that housing needs and preferences change with age and people may want or need to make adaptations to how and where they live. We also recognise that there is a need to generate York-specific data so that we can best meet the needs and aspirations of York residents in the future.

This summer, City of York Council talked to over 500 residents to gain a better understanding of the priorities and preferences of York residents when thinking about accommodation for later life. To refresh our Older People's Accommodation Programme, data was drawn from a survey as well as consultation and engagement events with advocacy groups, interest groups and community groups. We also conducted in depth interviews with a number of York residents to gain a deeper insight into their survey answers. We believe that this approach provided us with a rich source of data which can help to inform a practical and effective older persons' housing strategy.

### **National and local context**

To best understand the findings of our research it is useful to first consider the national context of accommodation for older people and the UK's ageing population. By 2022 it is expected that 6.6 million people in the UK will be aged 75 or older. Predictions by the Office for National Statistics suggest that the number of people aged 65 and over will increase by more than 20% from 11.4 million in 2014 to 13.8 million by 2024. It has also been predicted that the 65+ age group will increase from 16% of the total UK population in 2004 to 25% by 2044. As a consequence there will be further increases in demand for accommodation for older people in the very near future.

However, current demand already outstrips supply with figures for Age UK suggesting that of the 128,000 retirement homes built for private sale, there were over 1 million people who would consider moving into one. Furthermore research by the Elderly Accommodation Council (EAC) found that whilst there are currently around 520 000 units of specialist housing which offer some degree of support or care, there will be a national shortfall of around 400 000 units of specialist accommodation for older people by 2035.

Evidence from the 2011 census shows that York's older population has grown in recent years, specifically the 85+ age group. Whilst this is likely to be part due to people living longer there is also some suggestion that cuts to public transport in North Yorkshire and the East Riding has prompted older people from rural areas who no longer drive to move into towns, particularly those with hospital facilities. Consequently York has become a net importer of older people and the provision of accommodation for this age group has become more pressing over recent years.

Within an ageing population older people are now key players in the wider housing market. According to the Local Government Association older people live in around a third of all homes and the ageing population will account for around 60% of household growth with the greatest increase in the 85+ age group. Research by Age UK and Independent Age shows that as they age older people and their families face considerable problems accessing information on housing and care options.

According to the National House Building Council (NHBC) Foundation there is evidence to suggest that there is a willingness amongst older people to pay a premium for to gain the benefits of a good quality retirement home. It is thought that 72% of owner occupiers in this age group are living in homes with three or more bedrooms and nearly a third of whom are in single occupancy. Releasing these large dwellings back into available stock would cascade homes down through all age and need profiles. However, levels of retirement homes built for sale have been low and do not reflect the significant numbers of people who say they would consider moving to a retirement property. It is estimated that if people lived in homes more suited to their needs then 50 000 fewer additional homes would need to be built each year.

Current data on the population of York suggests that the number of York residents aged 60+ will increase from 49 340 in 2019 to 58 300 in 2029.

This increase of 8,960 represents a 18.2% increase in this population over the next ten years. Over the next twenty years this population is predicted to rise by 26.2% to 62 300. The 75+ age group is expected to increase from 18,500 in 2019 to 23 600, this is an increase of 5100 or 27.6% of this population. One of the largest increases can be found in the 85+ age group which is predicted to grow by 29.1% from 5,500 to 7,100 between 2019 and 2029.

Consequently it can be reasonably assumed that demand for age appropriate accommodation to meet the needs of the York's ageing population will continue to rapidly increase over the next decade and beyond.

## **Methodology**

Data collection for the Older Person's Accommodation Survey took place from 15 July to 16 August 2019. A total of 406 people completed the questionnaire which was made available online and in paper format in order to reach as wide an audience as possible. Not all those who completed the questionnaire answered every question, the total number of respondents for each question is noted in the findings section below. In addition to the survey we also spoke to numerous community and interest groups as well as conducting interviews with individual York residents. Given the sensitivity and importance of the topic we felt that utilising both quantitative and qualitative research methods would enable us to explore beyond the limitations of the questionnaire. This allowed us to gain a greater insight into personal opinions and learn from lived experience.

Shown below are a series of definitions of different types of accommodation for older people which we provided as part of the survey. It became clear during the qualitative phase of the research process that prior to completing the survey many respondents were not aware of the distinctions between different types of accommodation for older people. This highlighted a need to make people more aware of the different types of accommodation for older people, in particular the different types of independent living properties available and the opportunity for a range of tenures.

### Definitions of different housing types for older people

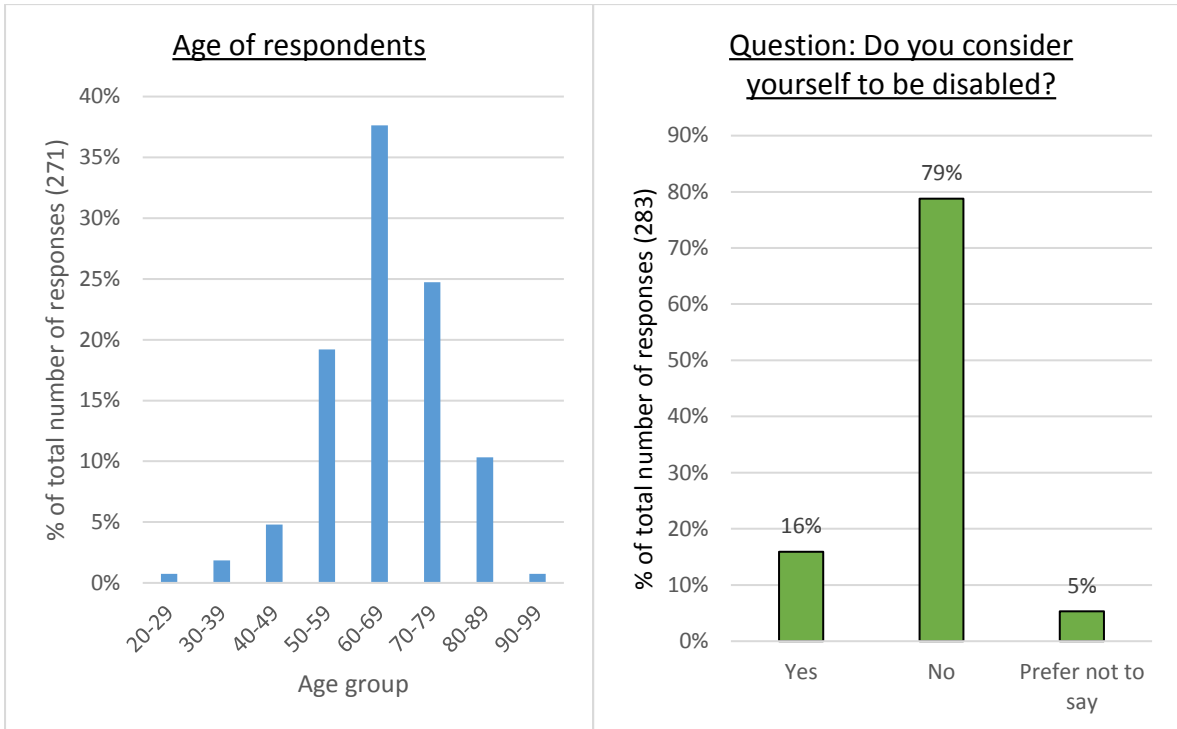
Retirement Housing	Accommodation situated in either the general community or retirement community specifically for older people. These can be adapted to suit the needs of the occupant, such as level access, hand rails, wet rooms etc. Retirement housing allows older people to live completely independently. Available to buy or rent
Assisted Living/Sheltered Housing	A self-contained type of accommodation supported by a scheme manager and operates a 24-hour emergency call system. Communal areas and activities are often available. Available to buy or rent.
Extra Care	Aimed at the frailer population, provides a 24hr on-site personal care service, services subject to eligibility for those with existing care needs, communal facilities. Available for rent with additional monthly charges for use of communal facilities and care services.
Residential & Nursing Care	A private bedroom & en-suite for each resident, 24hr personal care available with meals served in a communal dining room, a shared recreational area for activities, paid for on a weekly basis via self-funding & top ups from the local authority.

### Demographics of the sample

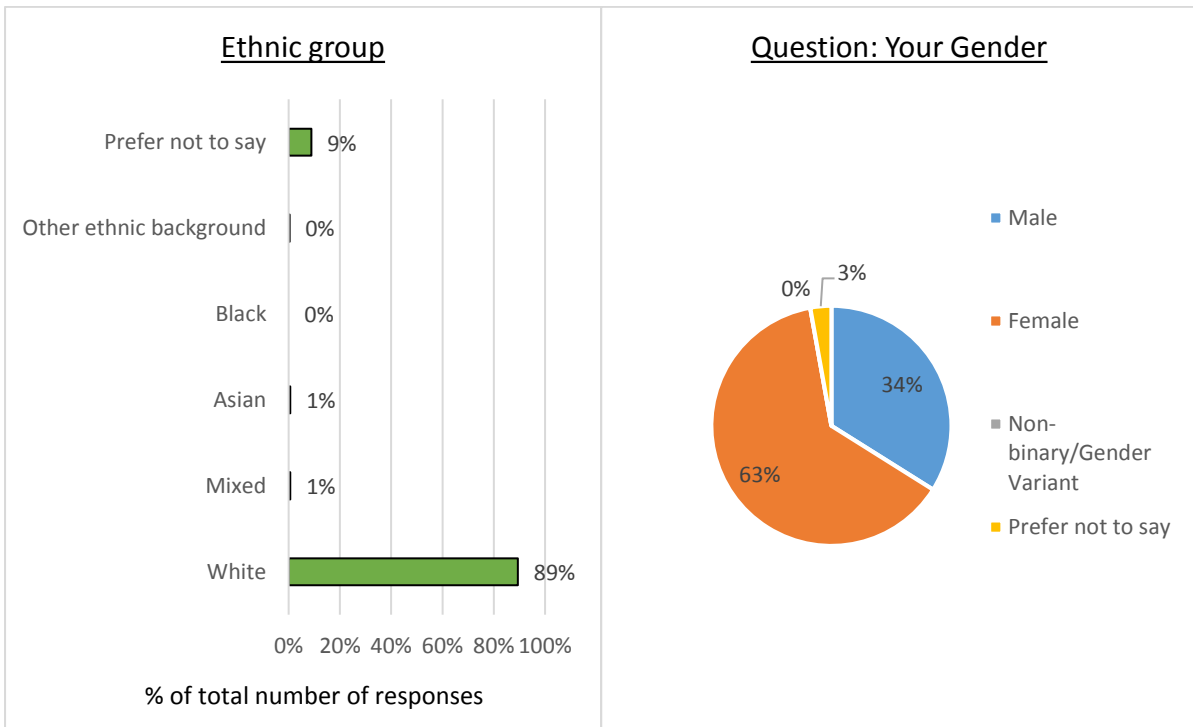
The response rates for questions relating to demographic information varied from 227 to 293. This variation may be explained by a sensitivity towards disclosing personal information on certain topics.

In terms of age, 73% of respondents were aged 60 or above. It could therefore be argued that the data collected by the survey as a whole is most representative of the views of older people. It is interesting to note that responses were received from all age ranges. Around 16% of those

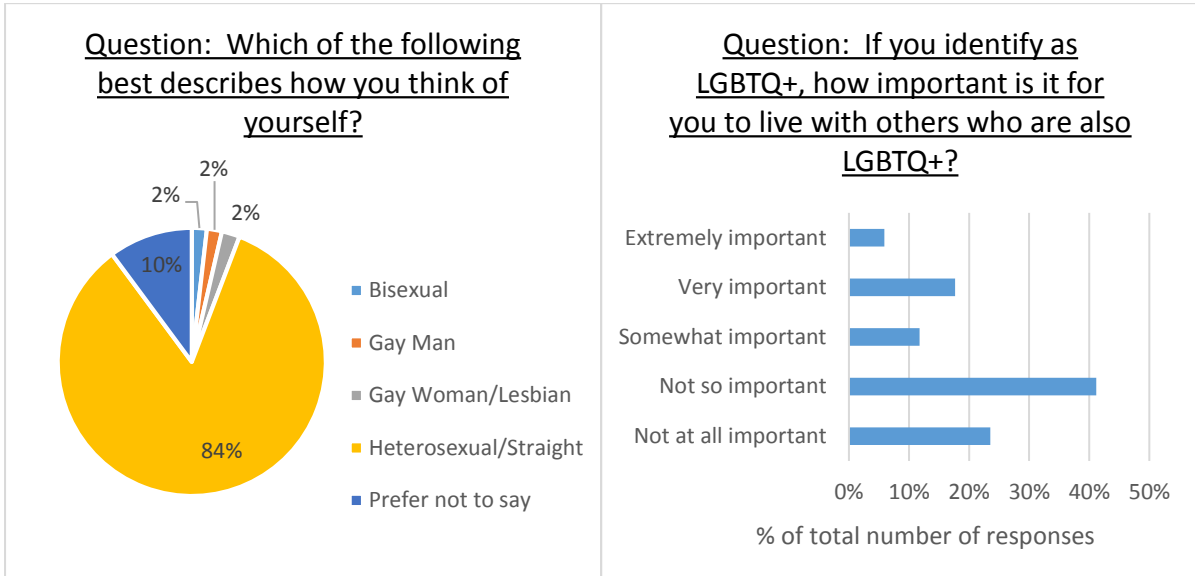
asked stated they considered themselves to have a disability, 79% stated they did not and 5% opted not to disclose.



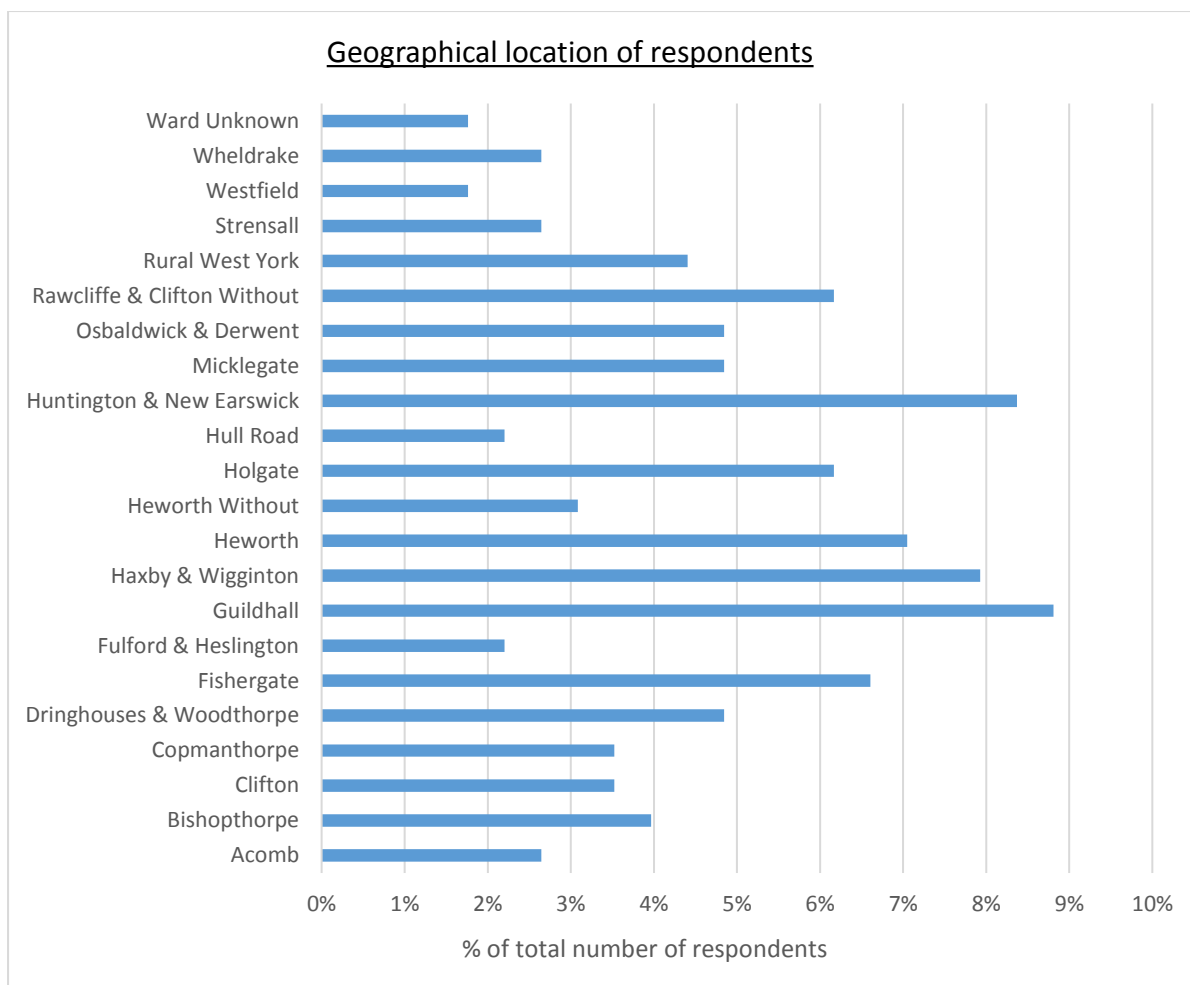
When asked about their ethnicity 89% identified as white, 1% identified as mixed, 1% identified as Asian and 9% opted not to disclose. The gender split of the sample was 63% female, 34% male, 0% non-binary and 3% opted not to disclose.



In terms of sexuality 84% stated they identified as heterosexual, 2% as bisexual, 2% as gay men, 2% as gay women and 10% opted not to disclose. When those who identified as LGBTQ+ were asked about the importance of living with other members of the LGBTQ+ community 6% stated it was extremely important, 18% stated it was very important, 12% stated it was somewhat important, 41% stated it was not important and 24% stated it was not important at all. Only one person identified as trans and 10 opted not to disclose.



When asked about where they lived, it can be seen from the chart below that all areas of the city were represented. There is some indication that areas with the highest response rate were areas with the highest number of older people living in them. As a result it could be argued that the survey was most representative of the views of older people.



## **Key Findings and Results**

**Question: There are lots of different types of accommodation available for older people. Thinking of your later years, what type of property would you like to live in?**

When asked this question the most popular response was that they would like to live in their own home with care and support provided, if needed (26% of all responses). A number of additional points were raised in relation to this during the qualitative element of the research.

- The importance of futureproofing of homes was raised and the fact that if people are going to stay in their own homes then they may have to adapt them
- If older people carry out minor adaptations to their homes (such as grab rails, hand rails or easy access bathing) then they are more likely to feel safe in their homes and feel that these adaptations have a positive impact on their health

- Living in an unsuitable home can lead to fear and anxiety for older people, especially around using the bathrooms and stairs
- Some people said that they didn't know what services was available to them
- Another said that she had had some adaptations done to her property by the council, she highly praised the service and the way that the work was carried out

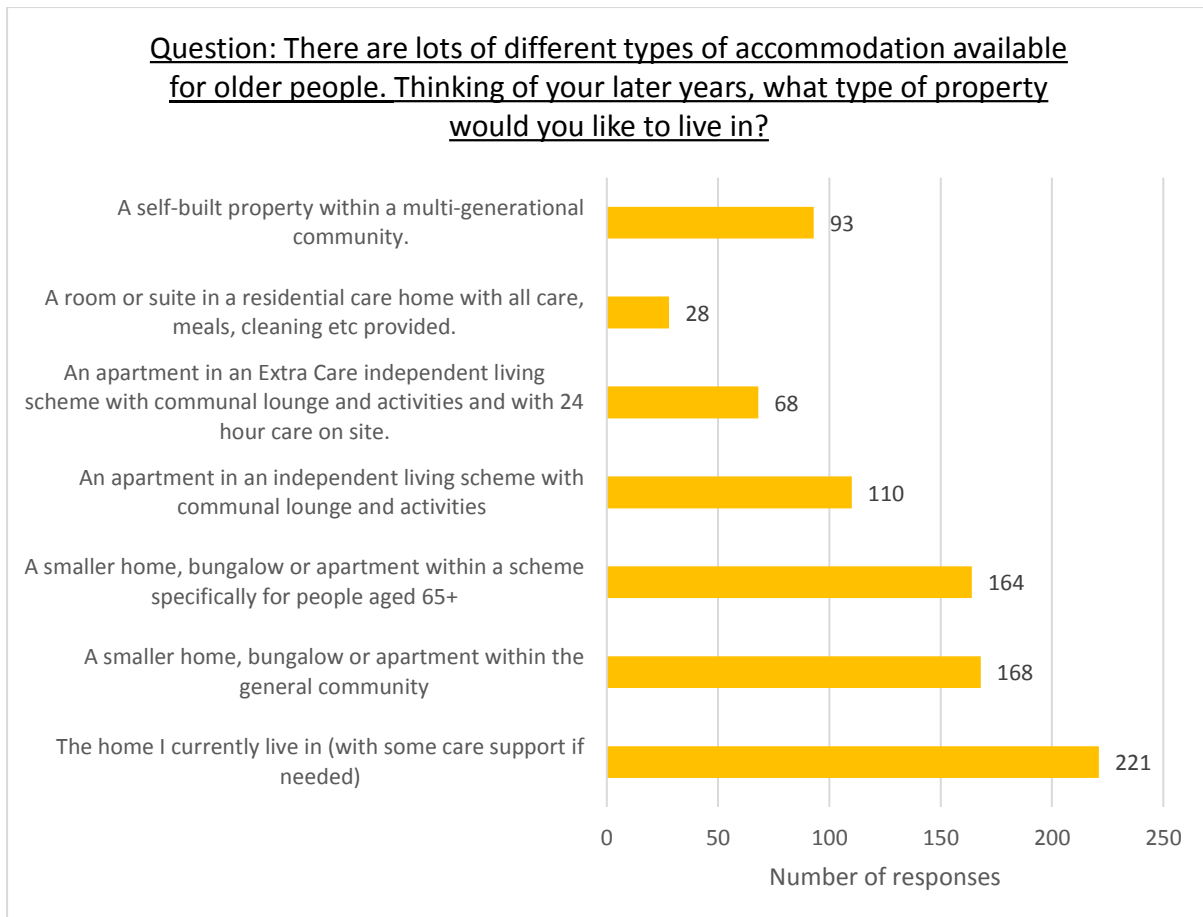
Sixty percent of all responses to this question showed a preference for some type of independent living apartment or bungalow, referred to by some of the respondents as “a small, safe and manageable home”. Within this category the most popular options were to live in a smaller home either within the general community or a smaller home within a scheme specifically designed for people aged 65+. The qualitative engagement highlighted the following points:

- A manageable home reduces the stress and cost of running a larger home. It also allows residents to move easily around their home. These benefits can support residents to keep healthy, support them to live independently and reduce the need for home care or residential care.
- When talking about these schemes people were very worried about a service charge - although people understood the need for it, they were worried about it increasing once they had moved into a property. One respondent spoke about a service charge being increased but the amount of services being offered decreasing.
- Many people spoke about resident participation in such schemes, they liked the idea of a residents' board and people getting a say in how the scheme is run
- Although people want a private home, the idea of having a community was seen as very important – all groups and individuals spoken to brought this up, any scheme should be integrated into the local community
- The desire to live in a multigenerational community was strong
- This would help to combat social isolation as 24.2% said that they had days with no social contact
- Most people were open to the idea of downsizing as they saw the benefits of wanting a safe and manageable property.



- The major factors in this were the cost of running a larger property which did not appeal to them and stress of running a larger home
- People are receptive to the idea of self-build
- There must be provision of more specialist housing such as extra care apartments
- This option was selected by 9% of respondents and when care is needed this option was preferred to residential care.
- One man spoke about living in a bungalow which was within a care community complex: he liked that he could maintain his independence but he knew that he had the safety net of having care services which were easily available to him
- Many people spoken to fear going into a residential or nursing or care home, however well designed homes and flexible care can reduce the level of admissions into residential care and can enable lifelong independence.

During qualitative interviews it became apparent that although respondents' current homes were important because they were well known surroundings which held memories, home ownership and having something to pass on to relatives was also a key factor. It was also found that respondents were often reluctant to think about being in poor health or requiring care in later life.



### Making decisions about where to live

When asked how important it was for respondents to make the decision about where to live the vast majority felt that it was extremely important (73%) or very important (21%). 72% of respondents indicated that they would like to make the choice about where to live themselves when they are still able to enjoy a new home. Just under a quarter felt that they would like to make this decision with their family when things got difficult. From this it can be seen that personal choice and autonomy are felt to be crucial when making a decision about where to live.

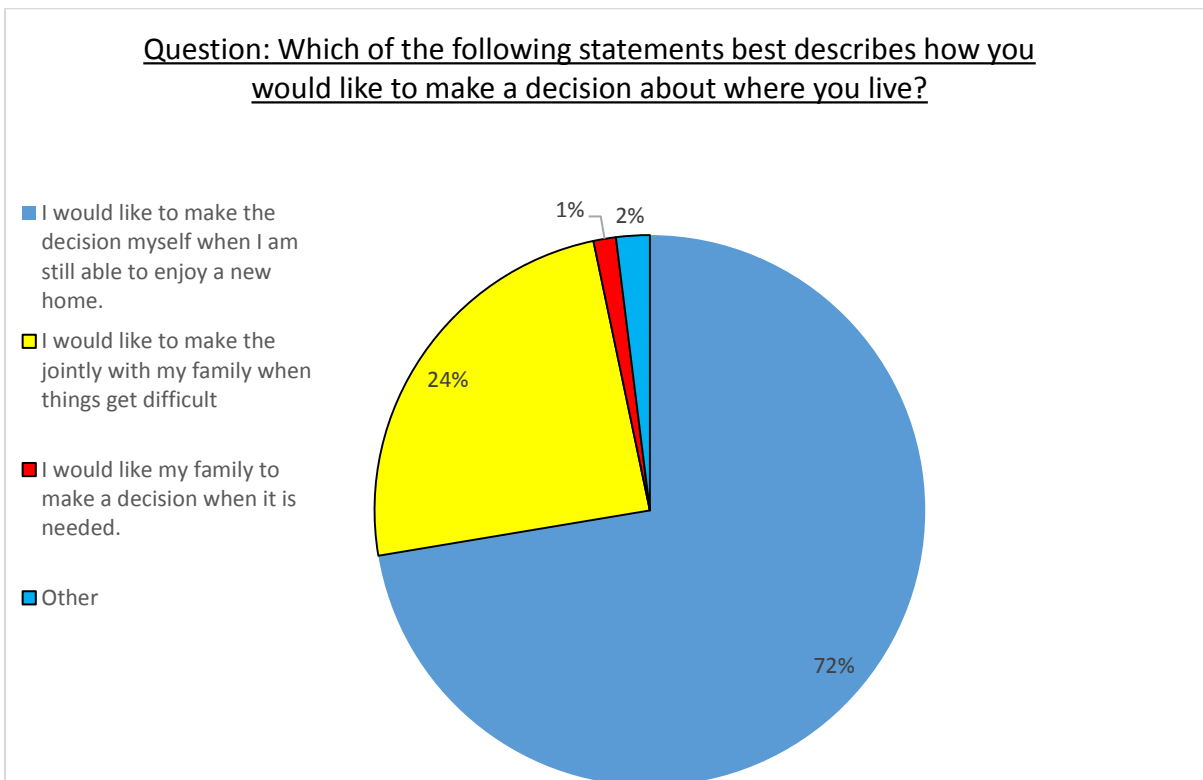
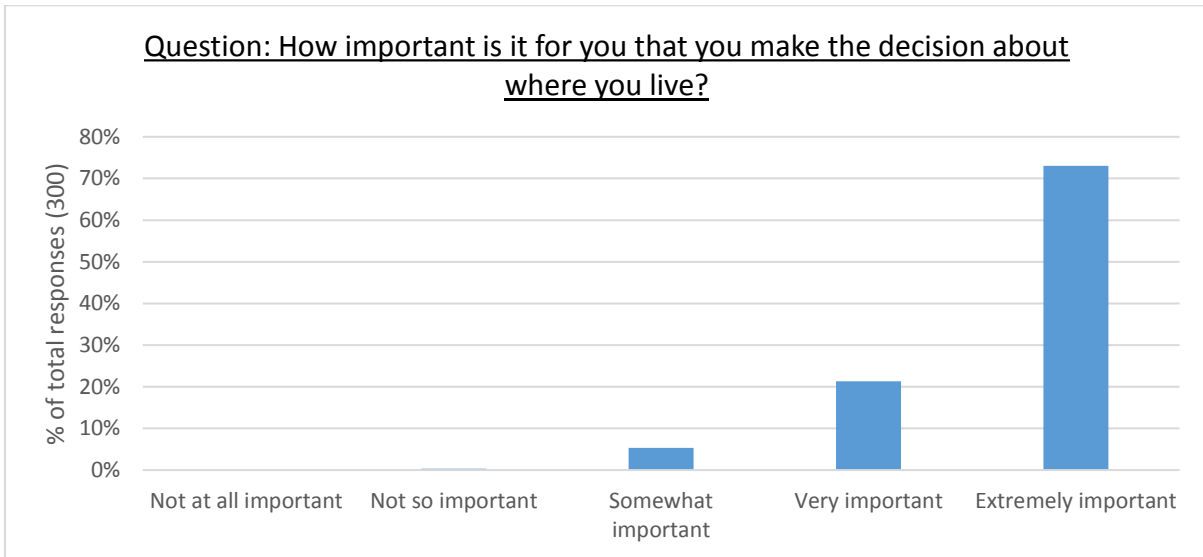
*“We should talk about moving house and getting the right size of home with our families. Moving should not become a taboo subject”*

Alice, 73

The responses to these questions highlighted:

- the need for information and advice around the housing options that are available.

- that residents are keen to make informed choices about where to live and to find an age appropriate home that they can enjoy.

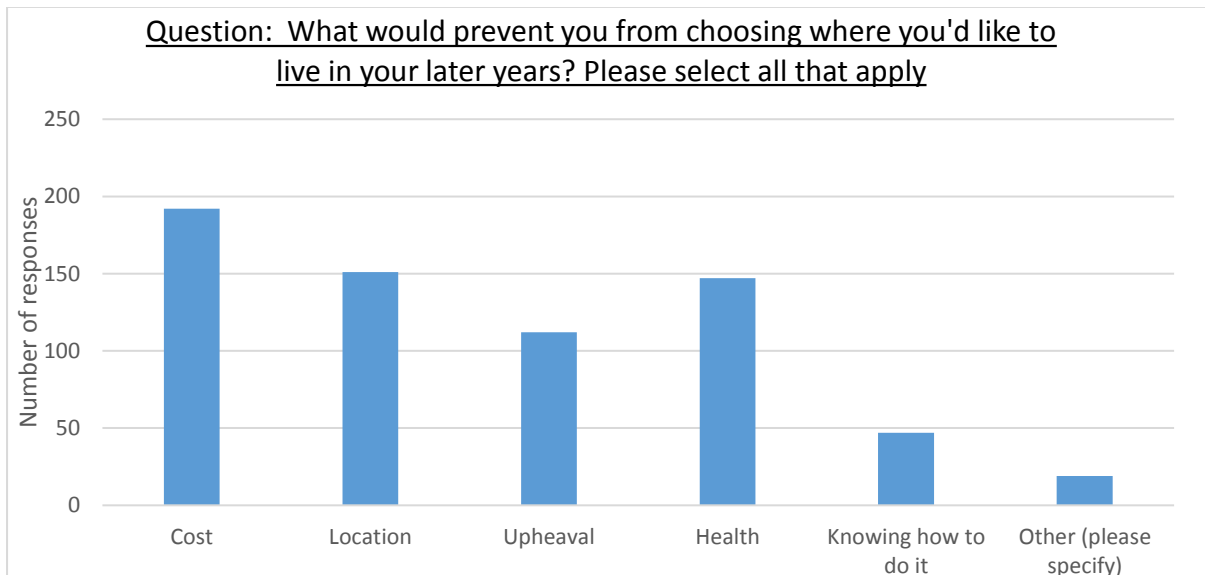


The main factors identified as barriers to people from choosing where to live in later life were cost, location and health. Upheaval was also considered a significant issue. Around a sixth of those who answered also felt that knowing how to move could also be a barrier to them making a

choice. Other factors that were identified as barriers included the availability of appropriate housing, a lack of outdoor space, having to care for other dependent family members and concerns regarding the loss of independence.

Through conversation it was clear that lots of these issues could be avoided if people had the most appropriate information available to them and people moved into a suitable property when the time was right for them

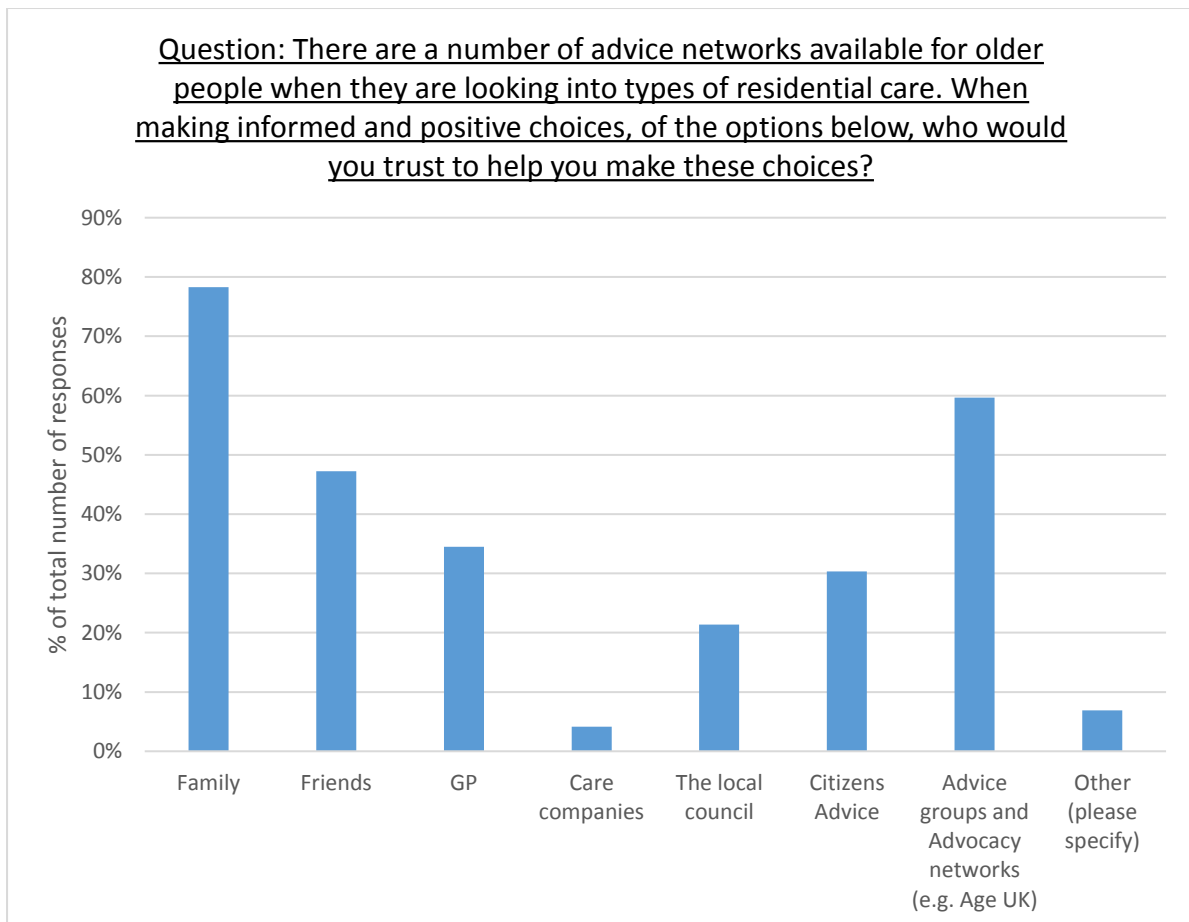
Within this a number of people that I spoke to brought up the issues of Stamp Duty and Land Tax and many people were worried about losing capital if they decided to right size or down size. Older people's advocacy bodies have raised these issues on a national basis.



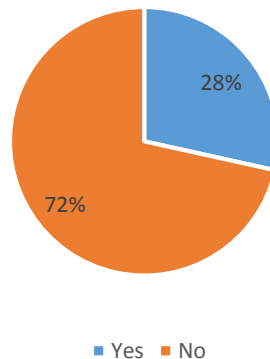
When looking to make an informed and positive choice about where to live, seeking advice from family was identified as the most preferable option. Advice and advocacy networks such as Age UK were seen as the second best source of advice followed by friends and GPs. Care companies themselves were seen as the least preferable option when seeking advice. This was also reflected by 72% of stating that they do not feel that care providers and stakeholders have their best interests at heart.

- The need to be able to trust those who are offering support and guidance was raised frequently in conversations.

- One group that we spoke to said that they wanted advice and planning when looking into changing accommodation and downsizing, they said that any change came with fear and uncertainty
  - They wanted checklists for moving and downsizing guides
  - Some people had seen Elderly care advisors, who provide advice and assistance with moving for a fee. Many liked the idea of such services although some were wary about the costs of them.
- Residents in one group recommended that the council should work out a way to ensure that people have good quality information about the types of accommodation, locations and costs so that people can make informed choices in a timely and considered way.
  - “It is all about nudging people in the right direction, it is not about new council policy, it is about supporting people to make their own choices”.



Question: There are many different stakeholders and providers that play a role in the provision of care. Do you think that these stakeholders have your best interests at heart?



### Home ownership

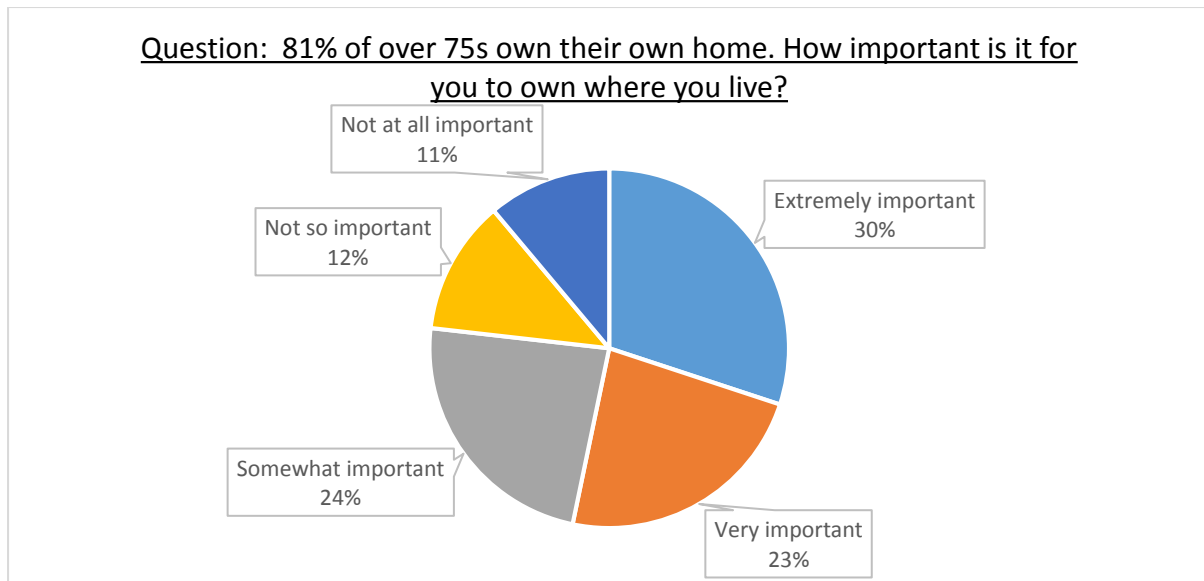
Given that 81% of York's over 75s own their own home, more people than expected were open to other types of tenure.

More than half of those who answered the question about home ownership stated that owning their own home was either extremely important (30%) or very important (23%). Around a quarter of respondents stated that home ownership was not so important (12%) or not important at all (11%). As previously discussed, having an asset to pass on to relatives was a key factor in home ownership, however knowledge of shared ownership schemes appeared relatively low.

A mixture of tenures is needed so that people have the opportunity to make a choice about where and how they live, these options could include shared ownership.

*"I want to leave something behind for my children, if I rent then it is more difficult to do so"*

Elizabeth, 65



### Onsite facilities and services

The following section explores the opinions of respondents when asked to consider 15 facilities and services in accommodation for older people.

- Access to amenities and public transport is vital
  - Unsurprisingly it is vital for this age group to be close to both shops and public transport, having amenities close to older persons accommodation makes it easier for people to live independent lives for longer
  - One group highlighted the importance of not being dependent on a car
  - Being close to family and friends was identified as extremely important by over half of respondents. The main motivation was to avoid being dependent on a car due to concerns driving could become an issue in later life.

*“Nowadays I want to drive less and less - even to places I know well”*  
Norman, 77

- Private space is of paramount importance – The issues raised included:
  - Having a safe and secure property
  - Facilities to cook own meals is part of this
  - An area where you can be totally yourself

- This includes LGBTQ, there is a risk that people go back into the closet.
  - There should be schemes which are LGBTQ friendly
  - Care home training, nobody should be forced to go back into the closet
- A manageable home that is accessible and level – many respondents highlighted the benefits of having a home that is accessible and level.

“One of my biggest fears is falling”

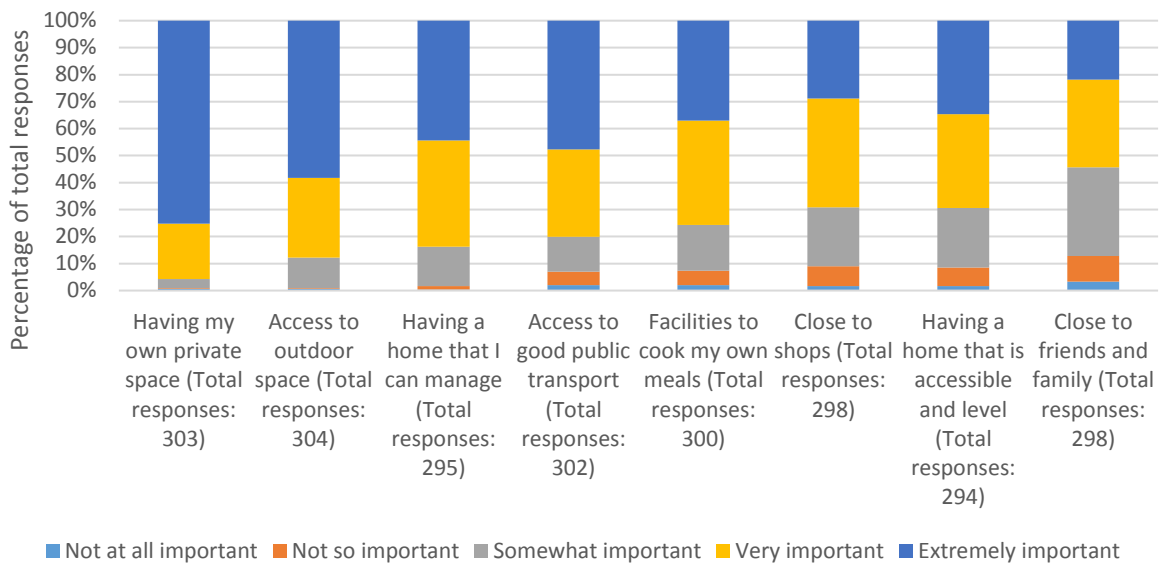
Mary, 80

- The benefits of a manageable and single storey home are plenty
  - Everyone that we spoke to said this was important
    - This is more important for respondents than having a home that is familiar and holds memories
  - Outdoor space is seen as very important, some people were keen to have a private garden and others were open to a communal garden or courtyard
    - If people were living in a flat then many people were keen to have a balcony
    - The importance of not feeling trapped was significant
    - If people were unable to have any outdoor space then one group said that proximity to a park would be acceptable as an alternative
  - Some people receive call rounds and reminders, they liked this as a non-intrusive way of checking up
- It was somewhat important for almost 50% of people that care services were available on site. If people have age friendly homes then elements of care provision can be built in
    - Although people want to live independent lives it is still important for people to have access to care
    - People must therefore have information readily available to them about the types of care services that are available to them

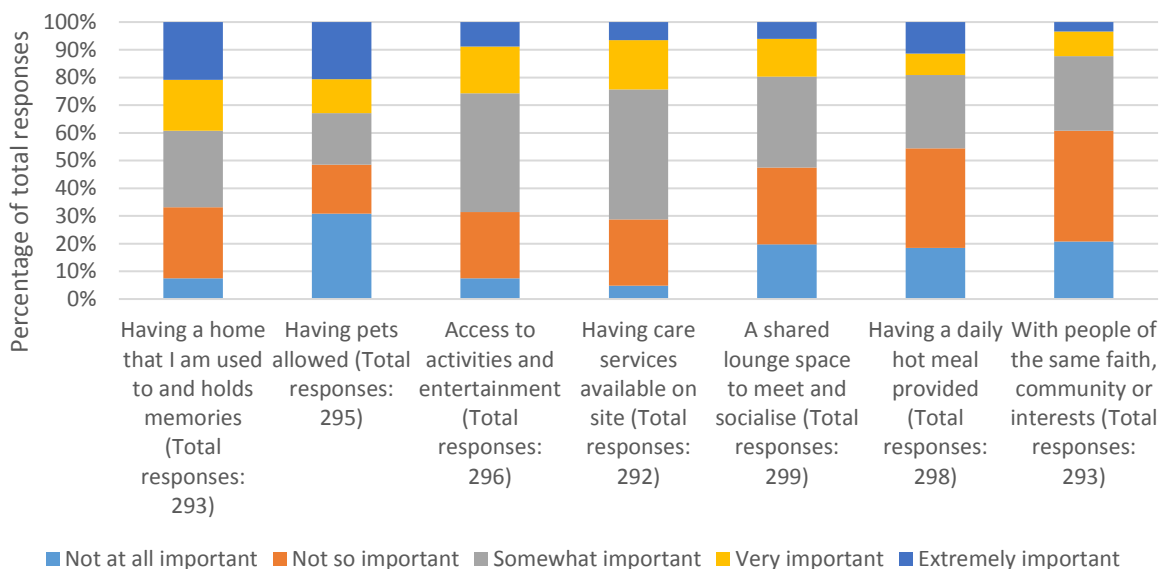


- This links into having artificial intelligence and technology
- Many people do not think it is their responsibility to pay for care themselves
  
- Respondents regularly raised the lack of appropriate information about older persons' accommodation – Information to enable positive choices
  - One of the views expressed the most when talking to people is that they did not know the types of accommodation that were available to them
  - People stay in their own homes which are often unsuitable because they don't know what is available to them
    - We spoke to a number of people who said if they knew what was available then they would have moved.
      - This was especially prevalent for home share, when asked in interview people had not heard of the scheme but many were receptive to the idea of it
    - In addition to this people don't know what is available to them and what they are entitled to
    - People don't know what the council can offer them
    - The local council was only trusted by 1/5<sup>th</sup> of respondents, this could be because many were unsure of the support available and believed that budget cuts meant that they couldn't get help.

**Question: Thinking about the range of facilities and services available in older persons accommodation, which of the following would be important to you?**



**Question: Thinking about the range of facilities and services available in older persons accommodation, which of the following would be important to you? (continued)**



Specific questions about cost and affordability were not included in the questionnaire but were topics that often came up during qualitative interviews. It was also identified that there was a need for affordable

housing for older people that sat between social rented markets and luxury private developments.

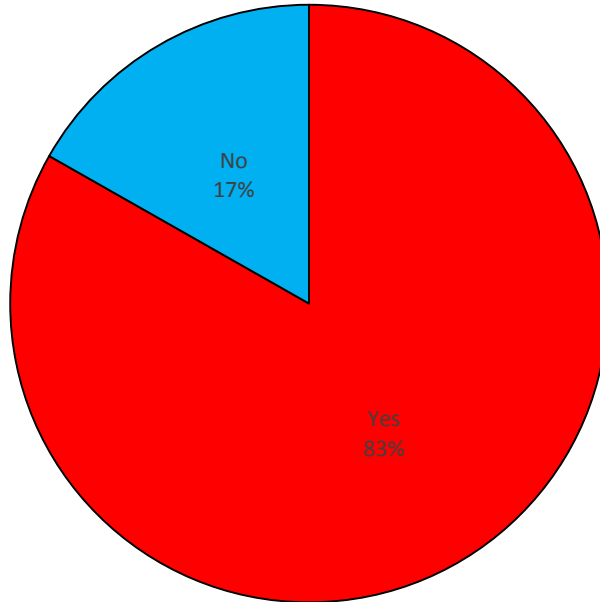
### Assistive technologies

In addition to questions about the importance of onsite services and facilities respondents were also asked a series of questions about their thoughts and feelings towards the use of assistive technologies and the potential application of such technologies within their homes.

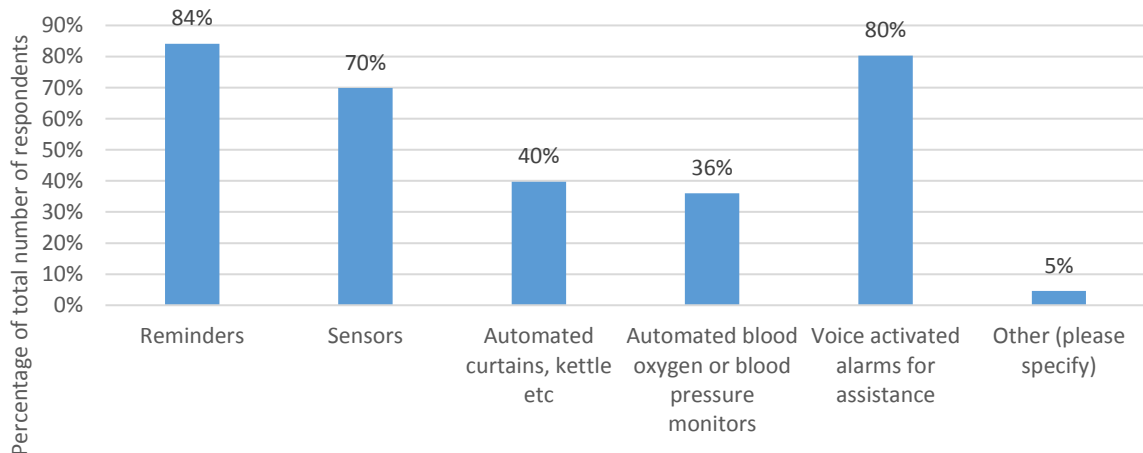
When asked for their opinion of assistive technologies such as sensors and prompts in their properties the vast majority (83%) of respondents stated that they would be comfortable with the presence of such technologies.

- People were open to the idea of having reminders, sensors and voice activated alarms for assistance
- Where people selected 'Other' types of technology responses included: Help with household maintenance e.g. cleaning robots grocery shopping, locating items (keys, glasses etc)
- Respondents were on the whole very comfortable with this data being seen by GPs, Families and to a slightly lesser extent to care companies
- One interviewee said that “if my information could be shared with my GP and that could save me a trip to the doctors, then that would be great”
- This area is the one with the most scope for development and innovation as it offers an exciting opportunity to enable independence

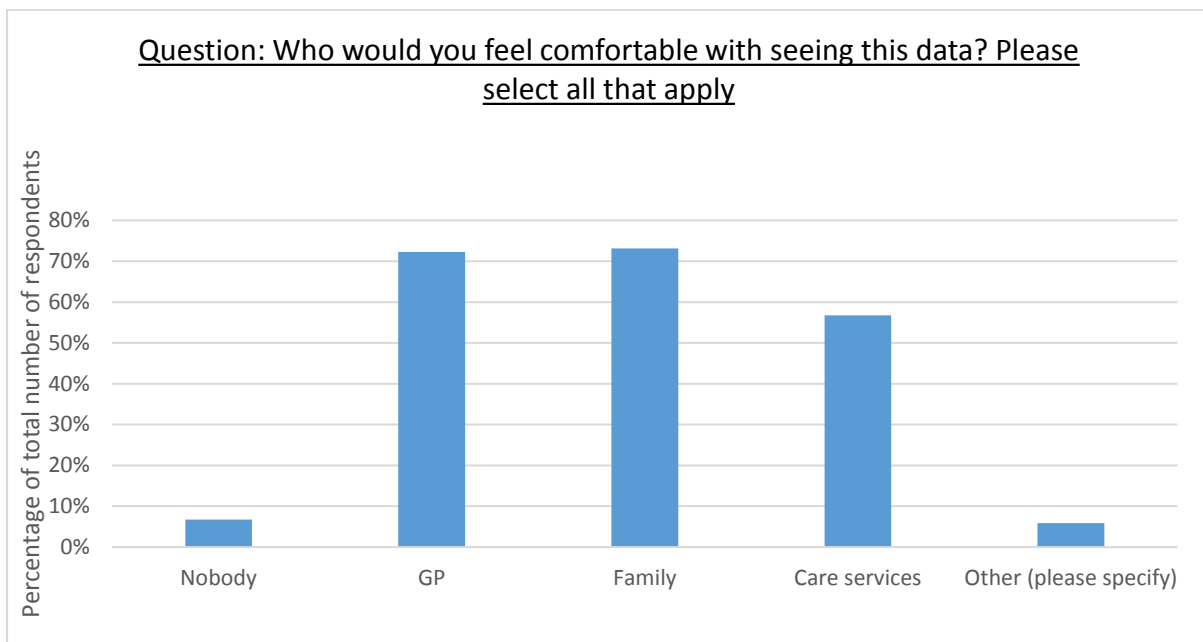
Question: Technology and artificial intelligence have advanced into assisting people with their lives and care. Would you feel comfortable with this type of technology (e.g. sensors and prompts) in your property?



Question: This technology may have the capacity to provide assistance and also gather data. What do you think would be helpful? Please select all that apply



When it came to who they felt comfortable seeing the data generated by assistive technology only 7% of respondents stated that they would not want anyone seeing the data. Additional suggestions of who this data may be shared with included friends and neighbours, anyone with a need for the data, companies that handle data, city planning departments, homebuilders and emergency services.



## Conclusions

Autonomy when making decisions about where to live in later life is extremely important, however awareness of the types of accommodation and support available varies. Raising awareness of the types of accommodation available should be prioritised to enable people to make informed decisions and select the type of accommodation most suitable for them. Home ownership is also extremely important therefore opportunities for different types of tenure, including shared ownership should be made available and well publicised.

The most trusted sources for help and advice when making a decision about where to live are family and advocacy groups like Age UK, therefore making sure comprehensive up to date information is readily available through a variety of means should be a priority.

When thinking about accommodation in later life the most important factors are privacy, access to outdoor space and living in a manageable home. Being part of a community and the benefits of living in appropriate accommodation in the right location are also viewed as key factors.

York needs to adapt to changing demographics and preferences, it should address the lack of purpose built affordable accommodation for retirement living. There is a demand for homes which are safe, manageable and affordable within the city. The city should seek to support developers who

can provide homes which are age friendly. Pursuing this would have knock on beneficial effects for the city, it would free up more family homes into the market.

There appears to be a strong appetite for assistive technologies with the potential benefits recognised by many. With this in mind pursuing opportunities to integrate assistive technologies into accommodation for older people would seem prudent. In the future further research targeted at minority groups within the city would be beneficial to ensure that views are represented and all needs are met.

### Recommendations

In response to this research and to make sure that York's residents benefit from these findings the following actions are recommended:

- Considering the population increases that are expected over the next 10 years it is imperative that action is taken to ease the strain on housing supply, the city should look to attract developers to help to increase the number of age friendly housing units.
- The provision of housing in the city should include a mix of housing types and tenures to meet the needs of our older residents.
  - A focus should be on age friendly apartments and bungalows, but options including independent living schemes and provision of extra care should also be available
  - Opportunities should be taken to ensure that major housing sites have a 10% provision for age friendly accommodation
- Alongside any development there should be an information campaign which shows older people the types of options and support that are available. This should be a joint campaign between council services and advocacy networks, so that all partners are providing similar information. This would be a cost effective way of informing people so that they know their options. This should include:
  - Training for front line staff about housing options and the benefits of manageable homes
  - Easily accessible information about the housing options, the process for moving house and the financial implications of moving home.

- Greater cohesion between the council and advocacy networks to ensure that information is shared and advice and support is consistent.
- This research should only be a starting point and those involved in supporting people to live well in later life must listen to people throughout the process about what is important to them
- Opportunities to develop and introduce assistive technology to support independence should be explored.
- To help make life long independence a reality there should be an increase in specialist housing advisors and advocates to provide more support.
- Consider the development of Help to Move schemes.
- Ensure that developments have an accessible transport network close by to avoid isolation

With thanks to all of our consultees and partners who participated in this research.

Thank You to Age UK York, York Older People's Assembly, St Sampson's Centre, Joseph Rowntree Housing Trust who helped to distribute the survey questionnaires and who have given their support to this work.

### **Abbreviations**

EAC - Elderly Accommodation Council

GP – General Practice

LGBTQ- lesbian, gay, bisexual, transgender, transsexual, queer, questioning

NHBC - National House Building Council

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**Health, & Adult Social Care Policy & Scrutiny  
Committee****25 November 2019**

Report of the Assistant Director – Legal &amp; Governance

**Extension of HMO Licensing the First Year****Summary and Recommendation**

1. This is an information paper only advising what has happened during the first year of the extension of Houses in Multiple Occupation (HMO) licensing to properties with 5 or more occupants forming more than one household irrespective of the number of storeys. This report doesn't cover the limitations of the current laws.

**Background**

2. City Of York Council operates the national mandatory licensing scheme for HMOs.
3. HMO mandatory licensing seeks to improve the condition and the management of these properties. Critically, licensing cannot control the number and distribution of HMOs. This is achieved through Planning and specifically the Article 4 Planning Directive put in place in April 2012.
4. From the 1<sup>st</sup> October, 2018, all HMOs which with 5 or more occupants who form more than one household were required to be licensed. Under the previous regime we licensed 479 HMOs these were HMOs over 3 storeys with 5 or more occupants.
5. The new regime also introduce two new mandatory licence conditions for all licensed HMOs:
  - minimum sleeping accommodation room sizes and the maximum number of occupants these rooms can house;
  - a mandatory condition in all licensed HMOs concerning the provision of refuse storage facilities

6. The above duty and provisions became effective from the 1<sup>st</sup> October 2018. However, there were transition arrangements to give landlords time to comply with the new room size requirements and to rectify overcrowding. Councils must allow up to 18 months before they consider prosecuting the landlord for breach of the new licence conditions relating to room sizes.
7. HMOs that were already licensed will have to comply with the condition when their current licence expires and at the first renewal after 1<sup>st</sup> October this year.
- 9 We developed an implementation policy including reviewing our existing licensing conditions (see attached implementation Policy). Due to the anticipated increase in the volume of work involving licensing, we advised that we were going to risk assess application forms received to determine when we will inspect the property within the 5 year licence period. We prioritised visits having regard to safety and the new condition relating to room sizes. Where the application is deemed to have met the requirements we issued the licence with conditions, if necessary
- 10 The following table outlines what has happened in the first year:

	Number
Number of new applications submitted:	584
Total number of new HMOs licensed	561
Number of Licences under the new regime issued without a visit:	484
Number of HMOs visited prior to a licence being issued in the first six months	58
Number of licenses under the old regime including those which have been renewed (48)	479
Total number of Temporary Exemption Notices served through the period	6
Current number of Temporary Exemption Notices	4
Total number of properties licensed including Temporary exemption Notices	1044

Number of new applications still being processed:	8
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11. The following table outlines the type and number of conditions imposed. All HMOs are issued with standard licence conditions but where the Licence holder, or property or management fails to meet a required standard then a specific licence condition is imposed.

	New HMOs and Existing HMOs which have been renewed
Standard licence conditions	609
The number of properties failing the <b>room size</b> and a condition imposed. NB this could relate to more than one room in the property	58
The number of properties failing to meet the required level of <b>kitchen</b> facilities for the number of occupants and households	192
The number of properties failing to meet the required level of <b>bathroom</b> facilities for the number of occupants and households	12
The number of properties failing to meet the required level of <b>toilet</b> facilities for the number of occupants and households	82
The number of properties failing to provide the level of <b>controllable heating</b> facilities for the number of occupants and households	25
The number of properties failing to meet the required minimum energy efficiency levels and licence conditions imposed	78

The number of properties failing to meet the required level of carbon monoxide detection in the house	205
The number of licence holders who fail to meet the required level of training by attending and passing a recognised training course	312

12. Where the desk top analysis of the application revealed that there was a need to visit the property before the licence was issued then the enforcement officer would both assess the property to ensure that the licence could be issued and carry out a full Housing Health and Safety Risk assessment. This fulfils the council's legal requirement to ensure that within 5 years of licencing that all HMOs are free of category 1 Hazards. Where such hazards are found the officer will determine what is the most appropriate course of action to remove that hazard having regard to the Council's Enforcement Policy, this could be either in the form of:

- 1) Verbal or written Advice
- 2) Hazard Awareness Notice
- 3) Suspended Improvement Notice
- 4) Improvement Notice
- 5) Suspended Prohibition Notice
- 6) Prohibition Notice

13. The following table outlines the outcome of those inspections:

	Numbers
Total number of inspections within period	117
Total number of category 1 Hazards	4
Total number of category 2 Hazards (significant enough to warrant formal action)	86
Category 1 Hazards – Broken down by type	
• Lighting – lack of natural lighting	1

<ul style="list-style-type: none"> <li>• Excess Cold</li> </ul>	3
Category 2 Hazards – Broken down by type	
<ul style="list-style-type: none"> <li>• Fire</li> </ul>	74
<ul style="list-style-type: none"> <li>• Falls</li> </ul>	8
<ul style="list-style-type: none"> <li>• Structural Collapse</li> </ul>	2
<ul style="list-style-type: none"> <li>• Crowding and Space</li> </ul>	1
<ul style="list-style-type: none"> <li>• Collision and Entrapment</li> </ul>	1
Number of Hazard Awareness Notices served	18
Number of Improvement Notices served	0
Number of suspended Improvement Notices served	0
Number of suspended Prohibition Notices Served	1
Number of Prohibition Notices served	0

14. 16 visits carried out during the initial process of licensing the properties found that applicants had incorrectly measured small rooms and were below the legal minimum of 6.51m<sup>2</sup>. License conditions were amended as part of the licensing process to ensure that landlords took the appropriate action including ceasing to use the room within 18 months, reduce the numbers in the room or increasing the room size.
15. Officers are now visiting properties which have been fully licensed, their application suggested that the property did not appear to require an immediate visit. However officers have identified a two properties in this batch where the rooms have been smaller than that which was stated on the application. The licences have been varied to reflect this and the Licence-holders still need to comply with the license condition by the statutory deadline of the 1<sup>st</sup> April 2020.
16. At the same time that properties meeting the new criteria were being licensed for the first time, existing licensed HMO properties were also being visited to ensure that their licences could be renewed. A similar desk-top approach was adopted. It should be noted that these properties were also subject to the new licence conditions relating to room sizes and waste management.

17. The following table outlines the outcome of those inspections

	Numbers
Total number of inspections	12
Total number of category 1 Hazards	2
Total number of category 2 Hazards (significant enough to warrant action)	4
Category 1 Hazards – Broken down by type	
Falls on Stairs	2
Category 2 Hazards – Broken down by type	
• Fire	41
Number of Hazard Awareness Notices served	1
Number of Improvement Notices served	2
Number of suspended Improvement Notices served	0
Number of suspended Prohibition Notices Served	0
Number of Prohibition Notices served	0

18. Other effective action includes:

- a) 138 landlords have been trained since the 1<sup>st</sup> October by attending a recognised training course.
- b) Serving a Civil Penalty Notice on a landlord who should have licensed his property in 2015. A CPN for £30k was issued and in line with our early payment policy a £20k fine was received. The property has also been licensed and brought up to standard.
- c) Our First Criminal Behaviour Order applied for and successfully issued by the Court. The court requested that the landlord find someone else, a fit and proper person, to manage his portfolio of 7 properties. This follows three successful prosecutions of the same landlord for failing to apply for a HMO license (x2) and for non-compliance of an improvement notice and breaches of management regulations at another property.

- d) Responding to an appeal to the First Tier Tribunal (FTT). A Landlord submitted a licence application that all rooms met the minimum room size standards but having visited the property the officer found one of the rooms to be too small and varied the licence accordingly. The landlord appealed the variation to the first tier tribunal on the grounds that whilst the room did not meet the minimum size that was inexpensive to rent and therefore the council should not enforce the law. The Council response to the tribunal confirmed and gave reasons that we would contest the appeal. This led the applicant to withdraw his appeal.
  - e) Working in Partnership with the North Yorkshire Police and other stakeholders the council has supported the partnership to tackle cases of Modern Slavery and exploitation. In particularly related to workers linked to the hidden economy which often includes car washes, nail bars and food businesses.
19. In Appendix A there are a number of cases including photographs which demonstrate the effectiveness of HMO licensing in raising the standards and management of Houses in Multiple Occupation.

**What have we learnt as a result of implementing the extension of HMO licensing?**

20. Preparedness of Landlords/agents through including Marketing and Communications

Significant work was carried out to ensure that landlords and agents were made aware of the changes to the law. This has meant that many landlords and agents have made successful applications. However we realise through discussions, not only with new applicants, that there is a lack of knowledge within the sector about Private Sector, especially letting agents, laws pertaining to HMOs especially in relation to planning and Fire Safety.

**Action: We have arranged a specific free training event co-hosted with North Yorkshire Fire Safety Service on Fire Safety for license holders to attend on the 12<sup>th</sup> November 2020. 120 landlords/agents have registered interest and we are holding a waiting list. We will be looking at ways how we can improve information regarding the planning/HMO licence process**

21. Preparedness of the Technical Support Team

The time table we were given to implement HMO licensing was insufficient. We needed to increase the numbers of technical support officers by 1.8

FTE. We had the staff fully in place by the beginning of September and started processing applications on the 6<sup>th</sup> September using a new system. The processing of HMOs has been successful and Landlords have been able to apply online. The technical support officers have been pivotal in enabling 609 landlords to make new/renewal applications processed promptly and licences issued. The technical support officers provided this dedicated support:

- a) Via our new Online System
- b) Over the phone
- c) Morning duty cover up until the 31<sup>st</sup> Jan 2019 in West Offices

Action: **Should additional HMO licensing be considered a minimum 3 month period before going live should be built in to ensure that there is time to provide training to new staff.**

### **IT systems**

22. Key to our implementation plans was to introduce a new online application process.

Although the online system “Rocktime VERSO” has enabled the council to process over 600 applications promptly there have been many lessons learnt about purchasing a system which does not directly link in to other parts of the process in particular the inspection process which includes the statutory Housing Health and Safety Rating System (HHSRS). The timetable between purchasing and using the system meant that there was insufficient time to fully test the system. This led to significant amount of testing of the system leading to changes whilst we actively processing applications. The IT system chosen although on a Government Procurement Website has been developed by a company based on the south coast. Web based training and meetings have been held with the company has helped but there is a need for

- dedicated support after implementation
- a training plan which includes onsite training and
- which includes access to a user group which includes other users of the system. If it wasn't for the dedication of the Technical Support Officers more issues could have arisen

Action: **Should an alternative online system be provided through the wider IT project that there should be a minimum of 6 months**



**configuration and testing before implementation, with dedicated support. The system should ensure that the full licensing programme is covered including the inspection/HHSRS process. A full Training programme to be developed which includes onsite training and access to an internal and external user group to ensure that development takes place**

### **Preparedness of the Enforcement team**

23. To ensure that landlords and agents are making active applications it is key that they understand that the council will take robust enforcement action where applications are not made or where HMOs are not being managed in line with their licence. The Enforcement team expanded to deal with the increase in the number of licensed HMOs. Changes to roles to provide a generic enforcement role has enabled the team to be more flexible and work together to investigate and tackle the issues found. Since the implementation period Central Government has introduced a raft of other legislation/consultations. To maximise use of these duties and powers will mean that we need to review roles within the team. A successful bid to government for funding enabled enforcement officers both from York and across the region to achieve a qualification B TEC level 7 in **Advanced Professional Certificate in Investigative Practice (APCIP)** <https://www.bondsolon.com/investigations/qualifications/>

**Action: Should additional HMO licensing be considered a minimum 3 month period before going live should be built in to ensure that there is time to provide the necessary training to new staff. Roles within the team to be considered to ensure that all offences are investigated in line with the legislative requirements. All new enforcement staff to achieve the APCIP qualification within 1 year of starting the role. Further bids will be made as funding becomes available.**

### **Preparedness of Partners**

24. A considerable amount of work was carried out with a range of internal and external partners to ensure that they were aware of the extension of HMO licensing. This has help to ensure that HMOs which are required to be licensed are being identified by other teams e.g. the Neighbourhood Enforcement Officers (NEOs) and Planning. It also helped to ensure that the new conditions regarding minimum room sizes and management and storage of waste were developed with teams who also had involvement in these issues e.g.

1) Planning and Building Control re minimum room sizes

- 2) Planning, NEOs and Waste Management re refuse storage and management

Action: **To review the changes with partners since implementation of Licensing and make any necessary amendments to the process**

### **Consultation**

- 22 Views of both technical/enforcement staff and internal partners have informed this paper.

### **Council Plan**

- 23 The provision of the HMO licensing service contributes directly towards the council plan outcomes of
- a) Creating Homes and World class infrastructure
  - b) Open and Effective Council Effective
  - c) A better start for Children and Young People
  - d) Good health and Wellbeing

### **Implications**

- 24 The report is for information only and there are no other implications at this stage for the following:

**Financial.**

**Human Resources (HR).**

**Equalities-**

**Legal-**

**Crime and Disorder –**

**Information Technology (IT) –**

**Property –**

**Other –**

**Risk Management**

- 25 The risks are low at the moment however should Additional HMO licensing be introduced then the learning points need to be considered.

## Recommendations

26. Members are asked to note and comments on this information only report.

Reason: Members have asked for a report to be brought to Scrutiny to determine the findings of the first year and whether there is a case to implement an Additional HMO licensing scheme. The findings of the extension of HMO licensing scheme will form a significant part of the evidence base.

## Contact Details

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01904 554092

### Chief Officer Responsible for the report:

Tom Brittain  
Assistant Director of Housing and  
Community Safety

**Report**  **Date** 12.11.19  
**Approved**

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report**

Annex A –Case Studies

## Abbreviations

CPN- Civil Penalty Notice  
FTE – Full Time Equivalent  
FTT - First Tier Tribunal  
HHSRS - Health and Safety Rating  
HMO - Houses in Multiple Occupation



Annex A

Case studies

**Guildhall Ward**

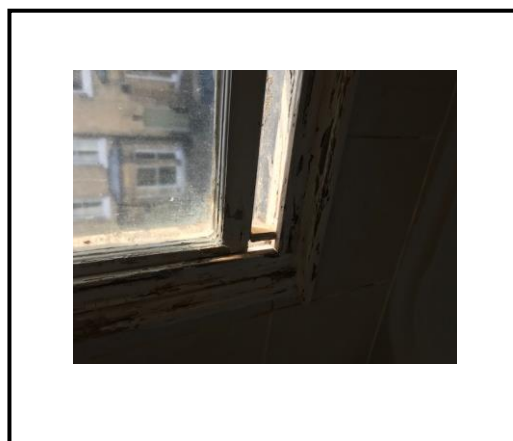
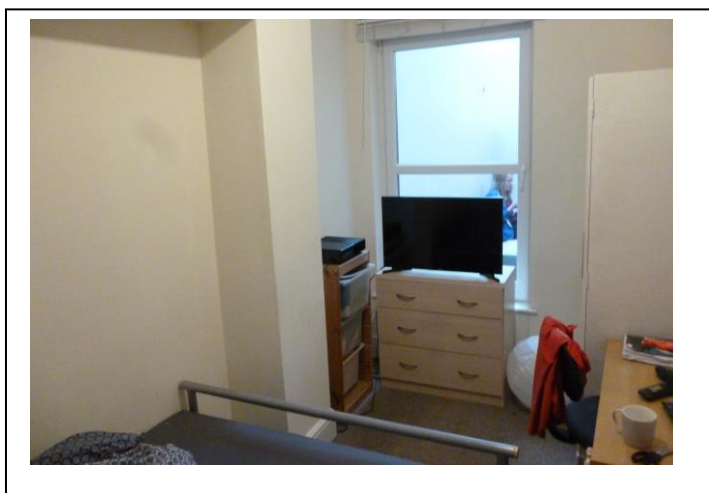
The property is a converted mid terrace house situated on a main road, which is occupied by 5 student tenants.

The ground floor comprises 2 bedrooms, a kitchen / lounge area and a separate WC.

Bedroom 2 is in the middle of the house and sandwiched between bedroom 1, the communal kitchen / lounge area and the hallway. As a result of this, the bedroom has no outside window and no natural light or fresh ventilation. It does have a UPVC internal window which opens into the communal kitchen / lounge area, giving no privacy or any fresh air. In addition this window is also a fire hazard as it does not give a 30 minute fire resistance and is adjacent and looks into a communal kitchen.

The above hazards were scored under the HHSRS system for lighting and fire hazards, lighting scored a band C Cat 1 hazard, fire scored band F, Cat 2 hazard.

A suspended prohibition notice has been served



**Clifton Ward**

Property is a converted mid terrace property and occupied by 5 tenants who are not a cohesive group.

The ground floor comprised 2 bedrooms, kitchen and bathroom. There were signs of damp in the area between the kitchen and bathroom. The front bedroom showed signs of damp to the front walls, there was no Thermostatic Radiator Valve (TRV) on the radiator and the door was an old Pine door. The second bedroom was tenanted by a male who was away for long periods of time, the bed was positioned in the middle of the room, the door which was an old Pine door was badly damaged and appeared to be glued back together. Upstairs in the property there were 3 further bedrooms, a bathroom and separate WC. The smallest bedroom at the rear of the property was too small to be used. The front bedroom also showed signs of damp to the front wall and the door on middle bedroom also showed signs of traumatic damage and was an old Pine door. The separate toilet was very small, cold, no wash basin and the suspended ceiling was missing, or as the landlord described- "someone had pinched it". The upstairs bathroom was at the front of the property and when the shower curtain was pulled back from the window area, the state of the wooden sash window was revealed, the bottom wooden frame was hanging off at a 45 degree angle and appeared to be only held in place in one corner, the glass had no support and the condition of the rest of the frame was extremely poor and required immediate repair. This would not have been found had the shower curtain not been moved. On inspection it was found that the property requires updating, redecoration and repair in several places. We have served notice on the landlord.

### **Heworth Ward**

During an inspection, in addition to fire safety issues, we noted potential structural movement with numerous external and internal cracks in the walls around the ground floor extension housing the shower room and bedroom 2 of the property. We asked to be provided with a structural engineers report to inform of any works which need to be carried out. It found that the extension was suffering from structural movement and that although the structure was safe, further works were necessary within the next 6 – 12 months to limit the risk of further damage. The landlord confirmed that they would be undertaking the recommended remedial work in the report within the timescale stated.

### **Fishergate Ward**

1960's open plan house with limited fire safety measures. Means of escape straight down an open plan staircase linking the first floor landing and the open plan lounge.

### **Fire (24)**

Deficiencies:-

- Lack of general 30 min separation

- No interlinked detection
- Ceiling breach in kitchen

Action:-

- Escape windows to four of the six bedrooms
- Fire doors throughout to include removal of an ornate glass pane between the lounge and the kitchen
- Thumb turn on FEP in rear yard as GF bedroom means of escape was in to the small enclosed rear yard
- Interlinked detection

### **Falls between Levels (22)**

Deficiencies:-

- Lack of low level full length railing

Action:-

- Full length railing to be fitted to reduce the gap at floor level

Hazard Awareness Notice served. Still in compliance period.

### **Fishergate Ward**

This was a large detached property of 23 lets with 35 occupants. The lets comprised of flats, bedsits and bedrooms. The property had three shared kitchens but surprisingly no communal living accommodation. On inspection the property was found to be quite run down. One of the bedroom lets was found to be under the 6.51m<sup>2</sup> of useable floor space. Also two bedrooms were over the 6.51m<sup>2</sup> rule but well under 10m<sup>2</sup> of useable floor space. Also 6 other bedrooms which were all over the 6.51m<sup>2</sup> rule were looked at due to the lack of a communal living space. Using old guidelines and liaising with other local authorities, we worked out that due to the lack of this communal living space 1 person should have 10m<sup>2</sup> of useable floor space, 2 persons should have 15m<sup>2</sup> of useable floor space and a kitchen area should be at least 3m<sup>2</sup>.

From the initial inspection we had initially found that 3 of the bedrooms should not have any people using them, one as mentioned was under the 6.51m<sup>2</sup> useable floor space rule.

We measured the six rooms in question in the presence of the HMO Licence applicants. We found after re measuring these rooms a further two rooms were under the 10m<sup>2</sup> of useable floor space. So in total 5 letting units were not to be used.

HMO licence conditions were imposed outlining how many people could live in each of the units in the property, that 5 of these units could not be let under

the current set up at the address. We talked with the owners of the property and they are now in the process of converting a large bedroom near one of the large kitchens, to make a large kitchen diner/ living area, to service the needs of the residents in the rooms that were deemed to be unusable. We have stipulated what should be in the new area, i.e. comfortable seating area, table chairs etc.

### **Hull Road Ward**

2 storey HMO six bedrooms

One bedroom below 6.51m<sup>2</sup> (not occupied)

- Lack of fire detection and fire doors
- Built in appliances damaged and broken but not replaced by Agent
- Furniture in poor condition and not compliance with The Furniture and Furnishings (Fire Safety) Regulations 1988.
- External communal area (rear garden) overgrown and poorly maintained
- Lack of refuse receptacles – Agent advising tenants it's their responsibility to supply
- Leak to WC and bath (two separate rooms) which had cause water ingress to floor boards and damages floor covering (ongoing and not



addressed by Agent)

Conservatory to the rear had rotten windows causing water seepage and infestation of wood lice (potential Excess cold) unable to heat due to drafts around windows

Hazard awareness notice served for fire safety and management regulations breaches served for failure to maintain property.



**Abbreviation**

TRV - Thermostatic Radiator Value

GF – Ground Floor

FEP- Fluorinated ethylene propylene

WC – Water Closet

HHSRS - Housing health and safety rating system

UPVC - Unplasticized Polyvinyl Chloride

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**Health, & Adult Social Care Policy & Scrutiny Committee****25 November 2019**

Report of the Assistant Director – Housing and Community Safety

**Empty Property report****Summary and Recommendation**

1. This is an information paper only to provide an update on the work we have been doing around empty properties in the private sector and what we are planning to do in the short term to understand the recent rise in the number of empty homes.
2. Reason: Members have asked for a report to be brought as there has been a rise, albeit a small one and the number of reported empty properties is still low in comparison both to the regional and national picture.

**Background**

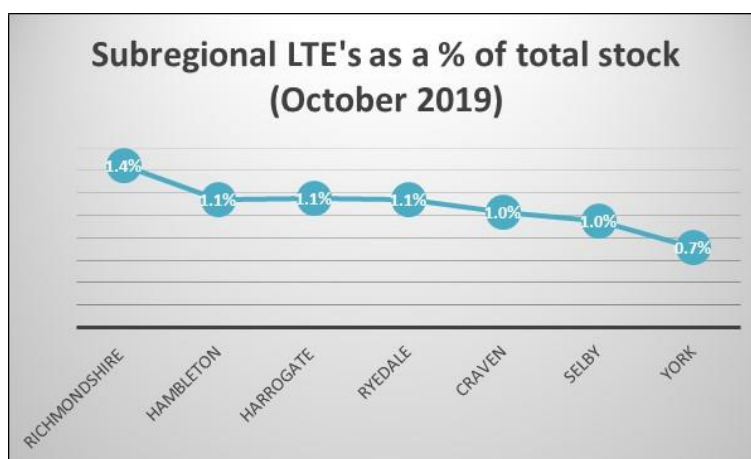
- 3 Our Private Sector Strategy 2016/21 strategic aim 4 “maximising the existing private sector housing stock” outlines the type of work we carry out in relation to empty homes. It recognises that we have very few empty properties especially in comparison to other councils.
- 4 The primary source of empty property data comes from the annual nationally collected return known as the CTB/1. Every October a wide range of statistics are collected and submitted by our Council Tax colleagues including empty property figures. It is a snapshot in time of the number of empty properties on the council tax data base as being empty. Critically the information is collected for a different purpose i.e. information on empty properties is simply an accident of the billing process, rather than the intention of it. Council tax staff ensure residents are billed accurately based on the range of rates and exemptions (and now also Premium’s) available, not manage empty property data.
- 5 Revenues staff decide whether a property should be classified as empty for council tax purposes based on whether or not a property is ‘substantially furnished’. Where they have been ‘empty and unfurnished’

for 2 years or more they apply an Empty Property Premium (currently charged at 100%)

- 6 The tables below compares the number of empty properties both sub – regionally and with similar unitary cities nationally

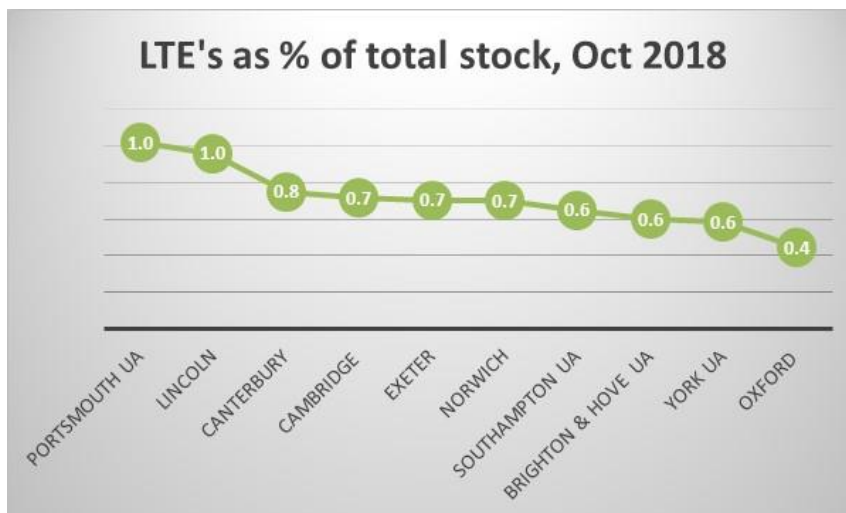
### Sub Regional

Authority	6mths < 2 years	2 years + (Premium)	Total LTE	Total Housing Stock	LTE's as % of total stock
Richmondshire	194	147	341	23646	1.4%
Hambleton	293	188	481	42235	1.1%
Harrogate	618	220	838	72956	1.1%
Ryedale	250	47	297	26115	1.1%
Craven	214	69	283	27584	1.0%
Selby	229	152	381	40038	1.0%
<b>York</b>	<b>545</b>	<b>108</b>	<b>653</b>	<b>90983</b>	<b>0.7%</b>



### National

Authority	Total LTE 2018	Total Stock 2018	LTE's as % of total stock, Oct 2018
Portsmouth UA	939	92188	1.0
Lincoln	437	45621	1.0
Canterbury	511	68125	0.8
Cambridge	410	57413	0.7
Exeter	400	56858	0.7
Norwich	462	66139	0.7
Southampton UA	701	107861	0.6
Brighton & Hove UA	779	130005	0.6
<b>York UA</b>	<b>527</b>	<b>90629</b>	<b>0.6</b>
Oxford	270	60974	0.4



- 7 However previous audits carried out by the team have found this unreliable source data, the last audit completed April 2018 found that 40% reported as being empty were in fact occupied/
- 8 Since the last audit we haven't focused on maintaining the accuracy of the data because the numbers have remained low but instead have focussed our limited resources on two key areas of work:
  - Encourage owners of privately owned empty homes to bring them back into use.
  - Target owners whose empty homes cause a significant detrimental impact to the neighbourhood.
9. In addition the role has been supporting homeowners who live in properties but have allowed them to fall in such disrepair that often such properties have been reported as being dilapidated and not occupied. This type of work is very intensive as it normally requires the coordination of a wide range of agencies to support the homeowners however the benefits are that it reduces the pressure on other key services namely adult social care and the NHS as well as improving the property and the neighbourhood

### **Next steps**

- 10 Members have identified that they need to fully understand whether the recent reported increase in numbers is real and significant and if so is there an opportunity to use the wide range of interventions from advice/financial support to enforcement to bring them back in to use and the cost of resourcing that action Therefore in the next three months we intend to carry out a full audit of the private empty properties to establish if they are

empty. We will update Council tax records and our own records to ensure that we have information which targets properties with the most suitable intervention. The intention is to bring back a report to executive at the end of March with the outcome of this piece of work and provide members with options how they want to take this matter forward.

- 11 In addition we are working with Council Tax colleagues to improve the quality of the data held. One initiative currently in the final stages of planning seeks to utilise the services of a private research company who use a range of research tools to cleanse/improve empty data, so that our records present a more accurate picture of the empty property situation in York.

### **Consultation**

- 12 Internal Council tax colleagues

### **Council Plan**

- 13 The provision of the HMO licensing service contributes directly towards the council plan outcomes of:
  - a) Creating Homes and World class infrastructure
  - b) Open and Effective Council Effective
  - c) A better start for Children and Young People
  - d) Good health and Wellbeing

### **Implications**

- 14 The report is for information only and there are no other implications at this stage for the following:

**Financial.**

**Human Resources (HR).**

**Equalities**

**Legal**

**Crime and Disorder**

**Information Technology (IT)**

**Property**

**Other**

**Risk Management**

15 The risks are low at the moment.

**Recommendation:**

16. That Members comment and note on the contents of this report to inform development in this area.

Reason: To comply with CYC scrutiny processes and procedures.

**Contact Details**

**Author:**

**Ruth Abbott**

Housing Standards and  
Adaptations Manager  
Housing Services  
01904 554092

**Chief Officer Responsible for the report:**

Tom Brittain  
Assistant Director of Housing and  
Community Safety

**Report  
Approved**

**Date** 12/112019

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report**

**Abbreviations**

CTB- Council Tax benefit  
LTE – Long Term Empty  
NHS- National Health Service

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**Housing and Community Safety Policy and Scrutiny Committee****25 November 2019**

Report of the Assistant Director – Legal &amp; Governance

**Scoping Report on Corporate Review of Poverty in York****Summary**

1. This report presents the Housing and Community Safety Policy and Scrutiny Committee with a request by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the city which fall within the Housing and Community Safety Policy and Scrutiny Committee's remit, as part of a corporate review of poverty in York.

**Background**

2. At the beginning of this municipal year CSMC agreed to undertake a scrutiny review into food poverty with the aim of understanding the issues around the apparent increasing levels of food poverty in York.
3. An Ad-Hoc Scrutiny Sub-Committee established to carry out the review took advice from experts in this field and it soon became apparent that food poverty, quite simply, correlates to poverty.
4. The sub-committee was reminded that we did not see the notion of food poverty in York before 2010 and there were no food banks in the city at that time. However, food poverty is now a key issue in local communities and stemming potentially from the £30 billion cuts in working age social security since 2010 that are still being rolled out.
5. The roll-out of Universal Credit with delays in payments, cuts in housing benefits, reductions in child tax credit and the working-age benefits freeze are having an impact on many families, including those with working parents. Social security payments are an important safeguard for an increasing number of working family members who are finding that employment does not always provide enough income to support their

families. The increasing cost of living, low and insecure pay, low hours and zero hours contracts could also be contributory factors, as are the cost of Council Tax and cuts in that support

6. It was noted that whilst living/minimum wage regulations were useful, their effect was diminishing with in-work poverty increasing. The expectation should be, that any form of employment would result in more financial security than no employment, however the loss of in-work benefits means that this is no longer necessarily the case.
7. The Council plays a significant role in the city by providing services which help to alleviate poverty. These are either directly or commissioned services. For City of York Council, the services that help alleviate poverty include:
  - Promotion of the take up of statutory benefits (for example Council Tax Benefit)
  - Provision and promotion of discretionary benefits and grant for households in crisis (for example Discretionary Housing Payments and the York Financial Assistance Scheme)
  - Promotion of the take up of Free School Meals
  - Promotion of the take up of early years places for 2 and 3 year olds (many of which offer meals as part of the entitlement)
  - Promotion and provision of training and education to increase skills, increase employment and support individuals to secure higher paid work
  - Support to advice providers to support individuals to maximise household income and access crisis support
8. In the UK 7% of people are in persistent poverty – 4.6 million people. The highest rate of persistent poverty is among lone-parent families.
9. Since work began on the Food Poverty Scrutiny Review the Economy and Place Policy and Scrutiny Committee (E&P PSC) has started to investigate in-work poverty as part of an ongoing exercise to further develop the committee's work programme for the year.
10. In the UK there are now almost four million workers in poverty, a rise of over half a million compared with five years ago and the highest number on record. The employment rate is also at a record high, but this has not delivered lower poverty. Since 2004/05, the number of workers in poverty

has increased at a faster rate than the total number of people in employment, resulting in workers being increasingly likely to find themselves in poverty.

11. Latterly the rise in in-work poverty has been driven almost entirely by the increase in the poverty rate of working parents, which has grown over the past five years. A working parent is now over one-and-a-half times more likely to be in poverty than a working non-parent as most single people and childless couples, however low their wages, earn enough to live above the poverty threshold.
12. In many cases the cause of in-work poverty are long-term changes in the labour market with more self-employment, part-time employment, zero-hours contracts and sporadic employment. The minimum wage is not yet high enough to lift a full-time employed family with one earner above the poverty threshold.
13. CSMC agreed at its November meeting that rather than individual scrutiny committees independently picking up individual aspects of poverty, it makes sense to look at poverty as a whole, with each scrutiny committee focusing on a separate element of poverty to feed into a final corporate report to be drafted by CSMC.
14. This Committee has previously agreed it would like to take a deeper dive into the delivery of affordable homes on new developments and this work could complement a corporate review into poverty as a whole. Rising housing costs have been largely driven by increasing numbers of low-income families with children living in the private rented sector, due to reduced access to social housing. It is acknowledged that more affordable and social housing could improve the situation for many of York's poorer families.

### **Consultation**

15. There has been no consultation in the preparation of this report. However, the ongoing Ad-Hoc Scrutiny Sub-Committee has been advised by experts including an Emeritus Professor of Social Policy at the University of York and from the Joseph Rowntree Foundation while the E&P PSC met with representatives from the University of York, Joseph Rowntree Foundation, Yorkshire TUC and a major York retailer.

### **Analysis**

16. The rationale behind such a corporate review is that while York may appear to be a rich city with a booming tourist industry and relatively low

unemployment, poverty is real, and growing, in a climate where food prices and rents continue to rise.

17. Given the link between changes in the benefits system and a rise in poverty in its various forms it is likely that further increases in poverty will be seen in forthcoming years. Department of Work and Pensions intend to transition remaining benefits claimants to Universal Credit between November 2020 and December 2023. In York an estimated 5,600 individuals claiming housing benefit, approximately 3,500 with children, are due to transition. This period of 'managed migration' has potential to have a significant effect on poverty levels within the city.
18. Living in poverty affects every aspect of people's lives and contributes to poorer physical health and being more likely to have poorer mental health issues. According to the Joseph Rowntree Foundation over a quarter of working-age people in the poorest fifth of the population experience depression or anxiety.
19. Nationwide nearly half of children in lone parent families live in poverty. Over the last five years, poverty rates for children in lone-parent families have risen by around twice as much as those for children in couple families.
20. Four million workers live in poverty, a rise of over half a million over five years. In-work poverty has been rising even faster than employment, driven almost entirely by increasing poverty among working parents.
21. Changes to the UK's housing market have created problems in affording a home for many families and this appears to be the case in York. The impact of these changes can be particularly stark for low-income families with children. For families with children, the proportion of housing costs has grown much faster for those on lower income than for those who are on higher incomes. Rising housing costs have been driven largely by changes in the proportions of families living in different housing tenures. In particular, the fall in home-ownership and expansion of the private rented sector appears to have a greater bearing on low-income families..

## **Options**

22. Members can agree to undertake a review into poverty elements which fall within the remit of this committee to feed into a corporate review of poverty in York. Members can also agree their own remit for this

Committee's review and CSMC suggests the areas the individual scrutiny committees might want to look at could be:

- **CSMC** – Food poverty
- **Housing** – Housing poverty including affordable housing on new developments.
- **Children, education and communities** – child poverty
- **Economy and place** – in-work poverty
- **Health** – the effects of poverty on the health and wellbeing of residents, including mental health
- **Climate change** – zero carbon as a means of addressing fuel poverty by saving money on energy bills or sustainable travel to improve accessibility to jobs / city centre.

### **Council Plan**

23. A Corporate Review into poverty in York would take in several priorities already identified in the Council Plan 2019 -2023 including Well-Paid Jobs and An Inclusive Economy; A Greener and Cleaner City; Getting Around Sustainability; Creating Homes and World-class Infrastructure; Good Health and Wellbeing; A Better Start for Children and Young People; An Open and Effective Council and Safe Communities and Culture for All. A copy of these priorities is attached to this report, at Annex A. It is suggested that, wherever possible, the work of Scrutiny Committees should 'dovetail' into those existing priorities, enabling the Council to prioritise its objectives and work collectively to shape and develop them to begin to address the various effects of poverty within the city.

### **Implications**

24. There are no Financial, Human Resources, Equalities, Legal, Crime and Disorder, Information Technology, Property or other implications associated with the recommendation in this report.

### **Risk Management**

25. There are no risks associated with the recommendation in this report.

### Recommendations

26. Having considered the information provided in this report Members are asked to consider the priorities for this Committee in contributing to the agreed corporate review on 'poverty' in York and to identify an appropriate remit.

Reason: To provide a corporate, cross-party response to poverty in the city.

### Contact Details

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Report Approved  Date 14/11/2019

Wards Affected:

All

For further information please contact the author of the report

### Annexes

Annex A – Local Plan Priorities

## Housing and Community Safety Policy and Scrutiny Committee

### Draft Work Plan 2019-20

<p>Monday 24 June 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Arrangements for Scrutiny in York</li> <li>2. Attendance of Assistant Director for Housing and Safer Neighbourhoods – Service areas</li> <li>3. Draft Work Plan</li> </ol>
<p>Monday 22 July 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Attendance of Executive Member for Housing and Safer Neighbourhoods</li> <li>2. Year End Finance and Performance Monitoring Report</li> <li>3. Housing Delivery Programme- Design Manual</li> <li>4. Older Persons Accommodation Needs Update</li> <li>5. Work Plan</li> </ol>
<p>Monday 23 September 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Housing Revenue Account Update Report</li> <li>2. Decent Homes Standards</li> <li>3. Work Plan</li> </ol>
<p>Monday 28 October 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Safer York Partnership bi annual Report</li> <li>2. County Lines Update Report and Round Table Discussion</li> <li>3. Referral/Feasibility Report –Social rented Housing on New Developments</li> <li>4. Work Plan</li> </ol>
<p>Monday 25 November 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Older Persons Accommodation Survey Update</li> <li>2. HMO implementation update</li> <li>3. Empty Homes in York Update</li> <li>4. Scoping Report- Corporate Review of Poverty</li> <li>5. Work Plan</li> </ol>
<p>Monday 23 December 2019</p>	<ol style="list-style-type: none"> <li>1. Analysis of Housing Allocation Policy</li> <li>2. Scoping Report- Social rented Housing on New Developments</li> </ol>

@ 5.30pm	3. Work Plan
Monday 27 January 2020 @ 5.30pm	1. Work Plan 2. Housing Standards in the Private Rental Sector 3. 6 Monthly Finance and Performance monitoring report
Monday 24 February 2020 @ 5.30pm	1. Temporary Accommodation- Street homeless, winter provision 2. Environmental Retrofitting 3. Work Plan
Monday 23 March 2020 @ 5.30pm	1. Safer York Partnership Bi-annual Report 2. Work Plan
Monday 20 April 2020 @ 5.30pm	1. Work Plan
Monday 18 May 2020 @ 5.30pm	1. Work Plan