

MEETING OF THE HOUSING SCRUTINY COMMISSION

DATE: TUESDAY, 19 SEPTEMBER 2023

TIME: 5:30 pm

PLACE: Meeting Room G.01, Ground Floor, City Hall, 115 Charles Street, Leicester, LE1 1FZ

Members of the Committee

Councillor Joel (Chair) Councillor Zaman (Vice-Chair)

Councillors Adatia, Aqbany, Mahesh, O'Neill, Singh Patel and Waddington

Members of the Committee are invited to attend the above meeting to consider the items of business listed overleaf.

For Monitoring Officer

PP MARTIN

<u>Officer contacts:</u> Georgia Humby (Scrutiny Policy Officer) Jessica Skidmore (Democratic Support Officer) Tel: 0116 454 6350, e-mail: committees@leicester.gov.uk Leicester City Council, 3rd Floor, City Hall, 115 Charles Street, Leicester, LE1 1FZ

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PUBLIC SESSION

AGENDA

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1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF INTEREST

Members are asked to declare any interests they may have in the business to be discussed.

3. MINUTES OF THE PREVIOUS MEETING

The minutes of the meeting of the Housing Scrutiny Commission have not been finalised at the time of publication, they will be circulated in due course and Members will be asked to confirm them as a correct record.

4. PETITIONS

The Monitoring Officer to report on the receipt of any petitions received in accordance with Council procedures.

5. QUESTIONS, REPRESENTATIONS OR STATEMENTS OF CASE

The Monitoring Officer to report on the receipt of any questions, representations or statements of case received in accordance with Council procedures.

6. HOMELESSNESS STRATEGY UPDATE Appendix A

The Director of Housing submits a report which presents the new draft of the Homelessness and Rough Sleeping Strategy and associated action plan which has been produced following a review and in line with statutory requirements. The Commission is asked to provide feedback on the draft strategy document.

7. DAMP AND MOULD UPDATE

Appendix B

The Directors of Housing and Neighbourhood & Environmental Services submit a joint report, primarily consisting of a presentation which will be given to the Commission at its meeting regarding progress in relation to work being undertaken involving damp and mould across Housing stock and the private rented sector. The Commission is asked to comment on the achievements and progress made in relation to the work involving damp and mould and to seek any further clarifications needed.

8. REPAIRS AND MAINTENANCE SERVICE PERFORMANCE UPDATE REPORT

The Director of Housing submits a report which provides the Commission with an update on the performance of the Housing Division's Repairs and Maintenance Service. The Commission is asked to comment on the report.

9. HEAT METERING UPDATE

Appendix D

The Director of Housing submits a report which updates members of the Commission on progress with the heat metering and billing project that the Housing Division are delivering. The Commission is asked to comment on the report.

10. WORK PROGRAMME

Appendix E

Members of the Commission will be asked to consider the work programme and make suggestions for additional items as it considers necessary.

11. ANY OTHER URGENT BUSINESS

Appendix A

Housing Scrutiny Commission

Leicester's new Homelessness Strategy

Date of meeting: 19th September 2023

Lead member : Cllr Elly Cutkelvin Lead director: Chris Burgin

Useful information

- Ward(s) affected: All
- Report author: Julie Turner
- Author contact details: julie.turner@leicester.gov.uk Ext: 37 5212
- Report version number: v1.0

1. Summary

- 1.1 There is a requirement in the Homelessness Act 2002 for housing authorities to:
 - Carry out a review of homelessness in their areas.
 - Formulate and publish a homelessness strategy based on this review.
 - Keep the strategy under review.
 - Consult other local or public authorities, or voluntary organisations before adopting or modifying the strategy.
- 1.2 The Council is required by statute to update its Homelessness Strategy every five years. The Council's last strategy was published in 2018.
- 1.3 In November 2022 we presented the completed homelessness review to Housing Scrutiny Commission. During May & June we consulted with partners and the HOPE Forum (a homelessness lived-experience group) to help develop our fifth Homelessness & Rough Sleeping Strategy and get input from partners regarding actions and improvements.
- 1.4 We have developed a new draft homelessness & rough sleeping strategy 2023-2028 for Leicester and an associated action plan (see appendices). The action plan will be a working document and reviewed annually.

2. Recommended actions/decision

- 2.1 We are asking the Housing Scrutiny Commission to:
 - Provide feedback on the draft strategy.

3. Scrutiny / stakeholder engagement

- 3.1 We held workshops during May, where partner organisations including other council services, homelessness charities, other support services, registered social landlords, volunteers, local religious groups and others attended and were involved in workshops, to gather their thoughts on what should be included in our new strategy. We also invited feedback on proposed actions and improvements that each organisation might deliver.
- 3.2 In June we met with the HOPE Forum (a homelessness lived-experience group) to summarise the findings of the Homelessness review, discuss proposed priorities for the new strategy and seek feedback on their suggestions for actions and improvements.

3.3 A public consultation exercise was also undertaken July to September 2022 which were collated as part of the homelessness review. The findings of this consultation were used to help inform development of this strategy. In November 2022 the completed review was shared with the Housing Scrutiny Commission and shared with partners and others.

4. Detailed report

- 4.1 A homelessness strategy is defined as one formulated to:
 - a) Prevent homelessness in an authority's area;

b) Secure that accommodation is and will be available in that area for people who are or may become homeless; and

c) Provide support for such people or those who have been homeless and need support to prevent it recurring.

- 4.2 The draft strategy (see appendix) summarises key findings from our comprehensive homelessness review, highlights key achievements of the previous strategy, sets out our priorities for the next five years and highlights some of the actions/improvements to be actioned.
- 4.3 To finalise this strategy we will discuss with the Charter and The HOPE forum whether they would like to add statements of support to the strategy, make changes required by CMB or HSC and work with communications and marketing to format and design the finalised document for publication on the Council's website.
- 4.4 We propose that the action plan (see appendix) is a working document and reviewed annually. We plan to discuss responsibilities relating to priority 4 partnership working with the Homelessness Charter and other tasks with wider partners to set timescales for delivery. Updates on the homelessness strategy progress will continue for the Housing Scrutiny Commission.

5. Financial, legal, equalities, climate emergency and other implications

5.1 Financial implications

The financial implications are driven not so much by the development of a strategy but by the action plan that is put in place. The implications will be considered in more detail throughout the production of this action plan, but given the financial constraints on local government there is an expectation that the focus will be on actions which are cost neutral or managed within existing resources.

Stuart McAvoy – Head of Finance

5.2 Legal implications

The Homelessness Reduction Act 2002 imposes an obligation on local housing authorities to carry out a homelessness review at least every 5 years and to formulate and publish a homelessness strategy based on that review.

The draft homelessness strategy appended to this report is the council's response to its latest review.

Jeremy Rainbow - Principal Lawyer (Litigation) - x371435.

5.3 Equalities implications

When making decisions, the Council must comply with the public sector equality duty (PSED) (Equality Act 2010) by paying due regard, when carrying out their functions, to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a 'protected characteristic' and those who do not.

We need to be clear about any equalities implications of the course of action proposed. In doing so, we must consider the likely impact on those likely to be affected by the options in the report and, in particular, the proposed option; their protected characteristics; and (where negative impacts are anticipated) mitigating actions that can be taken to reduce or remove that negative impact.

Protected characteristics under the public sector equality duty are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex and sexual orientation.

The report is seeking feedback on the new draft Homelessness Strategy and action plan, which will impact on people from across a range of protected characteristics. Whilst the draft Homelessness Strategy is a strategic overarching document setting out our statutory responsibility per the Homelessness Act 2002, the actions listed for progressing the four priority areas in the draft action plan with partners, will be used to monitor delivery and track progress, and equality considerations should be embedded throughout the priorities.

In order to demonstrate that the consideration of equalities impacts is taken into account and as an integral part of the process of implementing the strategy priorities, it is recommended that Equality Impact Assessments are undertaken on relevant actions identified in the action plan as appropriate. The EIA process can support the Council to predict possible issues and take appropriate action such as removing or mitigating any negative impacts, where possible, and maximising any potential for positive impact. The EIA is an iterative process and should be revisited as part of the decision-making process.

Sukhi Biring, Equalities Officer, 454 4175

5.4 Climate Emergency implications

Housing is one of the largest sources of carbon emissions in Leicester, responsible for 33% of emissions in the city. Following the council's declaration of a Climate Emergency and its aim to achieve carbon neutrality addressing these emissions is vital to meeting our ambition. This is particularly important through the council's own housing provision where it has the highest level of influence and control. In addition, energy is a major cost for many city residents, and is therefore a contributing factor to housing affordability issues.

As such, opportunities to both reduce carbon emissions from housing and tackle fuel poverty among city residents should be considered through work to deliver the aims of this strategy. This includes ensuring that where housing is developed or refurbished it meets a high standard of energy and carbon efficiency. Improving energy efficiency should also help to ensure that housing reaches a high standard, reduce energy bills for tenants and help to limit maintenance costs. Links to the council's existing fuel poverty programmes for residents should also be considered, to identify opportunities to support those at risk of homelessness.

Aidan Davis, Sustainability Officer, Ext 37 2284

5.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

None.

6. Background information and other papers:

None.

7. Summary of appendices:

Attached:

Draft Homelessness Strategy 2023 - Appendix 1

Draft Strategy Action Plan – Appendix 2

8. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?

No

9. Is this a "key decision"? If so, why?

No.

Leicester's Homelessness & Rough Sleeping Strategy 2023-2028

Forward

This is Leicester's fifth Homelessness and Rough Sleeping Strategy. Housing is a human right and this strategy outlines Leicester's commitment to ending rough sleeping and tackling all forms of homelessness.

The impacts of homelessness can be devastating for individuals and families. It can affect both physical and mental health, educational and employment opportunities (for both adults and children) and has long term consequences for those affected.

During the Covid pandemic Leicester's homelessness services provided accommodation and support to over 1,000 households at risk of rough sleeping and those in temporary accommodation with shared facilities. This involved a huge effort from a range of services and individuals and indicates the level of commitment there is locally to support people facing homelessness.

There are ongoing challenges, particularly with the cost-of-living crisis hitting household budgets, and continued pressures on Council finances. We are seeing more people approach services for homelessness support and advice.

Leicester City Council and homelessness partners across Leicester will continue to work to do all they can to end the plight of homelessness and will lobby government to respond to the housing crisis. This strategy sets out Leicester's priorities and the actions that will be taken locally to prevent people from becoming homeless wherever possible and provide support and advice when homelessness cannot be prevented. This five-year strategy looks at strengthening the already high level of partnership working across Leicester and how we can continue to make significant improvements across homelessness services.

Councillor Cutkelvin Deputy City Mayor



Introduction

The context in which we deliver this strategy is challenging and may change. National challenges, such as changes to welfare policies, the cost-of-living crisis, local housing allowance not keeping pace with rents and the housing crisis, are likely to result in more households seeking housing support.

There is no 'quick fix' to resolving many of the broader social and economic challenges, and in the context of shrinking council budgets it is important to ensure our plans are prioritised. This strategy reflects what we can do locally.

Defining homelessness

People can be homeless if they have nowhere to stay and are sleeping on the streets (also known as rough sleeping). They can also be considered homeless (also known as the hidden homeless) even if they have a roof over their head.

This means that homelessness can also include people who are:

- Sofa surfing (temporarily staying with friends or family)
- Staying in a hostel, night shelter or bed & breakfast accommodation
- Squatting
- Homeless because of violence or abuse in their home
- Living in poor conditions which affect their health
- Living apart from their family because they don't have a place to live together.

This strategy has been drawn up from a robust evidence base (the homelessness review), which looks at patterns and trends in homelessness and the effectiveness of different interventions in preventing homelessness.

This strategy is accompanied by an action plan setting out specific actions we will take. Our action plan will be reviewed and updated annually.

Homelessness in Leicester

Key achievements 2018-2023

- During the pandemic over 1,000 households were assisted with accommodation and support. The Council and a wide range of services worked quickly and adapted their services to provide accommodation, healthcare, food, and other support to homeless people affected by the pandemic.
- Additional temporary accommodation was quickly mobilised, working with local hotels to provide self-contained accommodation to enable people to self-isolate and prevent the spread of Covid.
- Leicester's Homeless Charter launched in November 2018.
- Since 2018 Leicester has secured an additional £10m to support work to tackle homelessness.
- Improved homelessness prevention services in line with the Homelessness Reduction Act 2017.

- Strong 'off the street' offer for those identified as rough sleeping. Extended outreach services (covering weekends) and supported by health services, and drug and alcohol and peer support services.
- Leicester, compared with other cities, has a wide range of homelessness services commissioned by the local authority as well as other provision funded by the third sector. This includes temporary accommodation, outreach services, one-to-one support staff, physical and mental health services, floating support services, substance misuse services, skills and employment services, day centres, food, and arts services.
- Nationally recognised specialist health services for individuals who are homeless.

Picture of homelessness in Leicester

- Generally, the number of households approaching the Council for assistance has increased year on year. In 2018/19 4,756 households sought help from the council in 2021/22 this was over 5,000 households.
- Support provided by council homelessness staff prevent homelessness in over 2 out of 3 cases.
- There is a lack of affordable housing options
- Around half of singles presenting to homelessness services have support needs. Of these, a quarter have mental health support needs and over 20% have complex support needs (2 or more support issues)
- Leicester's annual rough sleeping snapshot numbers returned to pre-pandemic after reducing in 2020 and 2021.
- Since July 2022 we have seen an alarming rise in family homelessness, primarily from the private rented sector. This increase has also been reflected nationally.

Future levels of homelessness in Leicester

- Increasing numbers of households approaching homelessness services and requiring temporary accommodation. We expect this to continue with the cost-of-living crisis and other pressures facing households.
- Previously outreach services mainly supported individuals known over many years to be rough sleeping however we are now seeing many 'new' individuals not previously known to be rough sleeping in the City.
- Limited affordable housing options available to households, which unless addressed will increase pressures on homelessness services, not just because additional households require support but because those in temporary accommodation do not have anywhere affordable to move-on to. This also impacts on the prevention of homelessness, for example, finding an alternative affordable home to prevent homelessness from occurring.

Our Priorities for the next 5 years

Our overarching priorities for this strategy continue to be:

1. Prevention

- wherever possible stop people from becoming homeless
- wherever possible stop people sleeping rough for the first time

2. Intervention

- improve early action/intervention and support so homelessness is as brief as possible
- improve support to those currently sleeping rough to move off the streets

3. Recovery

- enable access to settled housing and support where needed for people who have been homeless, so homelessness doesn't reoccur
- enhanced support to those who have slept rough to ensure they don't return to the streets

4. Partnership

- enhance partnership working to improve services for people who are homeless or at risk of homelessness

Priority 1: Prevention

Successfully preventing and relieving homelessness has always been and remains the main aim and focus of the Council's Homelessness Prevention Service. Preventing homelessness avoids the trauma and upheaval of homelessness.

Prevention actions include any activities aimed at preventing a household threatened with homelessness from becoming homeless. This includes initiatives which enable a person to remain in their current home or find alternative accommodation to prevent them from becoming homeless.

The Council works with partners to understand and address the root causes of homelessness within the city and encourages these organisations to actively seek to identify people at risk of homelessness and to refer them for help at an early stage when support could prevent homelessness.

Early intervention can take the form of advice and information, mediation services; proactive interventions, such as negotiating with landlords to enable people to retain their tenancies; or assistance with debt. Housing advice is available and tailored to the needs of specific vulnerable groups, such as those leaving prison or youth detention; care leavers; former members of the armed forces; people leaving hospital; people experiencing domestic abuse; and those experiencing mental illness.

Addressing homelessness from the private rented sector is critical and we will continue to work with private sector landlords and lettings agents to understand how best to engage with them and to build an early alert system, so they contact us if their tenants are at risk of homelessness.



Early identification of problems, early targeted interventions and the provision of highquality advice and assistance will ensure people have the best chance of staying in their home or obtaining alternative accommodation.

What we plan to do / key objectives

- Review and improve engagement and initiatives available for private rented sector tenants & landlords
- Maximise funding available that enables people to maintain their tenancies
- · Continue work to improve standards in the private rented sector
- Increase awareness of the range of housing options for households

- Review awareness and improve information for partners relating to referrals of cases early to prevent homelessness
- Develop targeted support to prevent people from rough sleeping
- Training, development, and support programme for homelessness prevention staff

Priority 2: Intervention

When homelessness does occur, our aim is to ensure that it is as brief as possible. Leicester has a range of services for households who are eligible for support and offers support to anyone who is found rough sleeping. In periods of severe weather additional support is offered to anyone rough sleeping.

Leicester has a team of staff providing outreach support for individuals who are rough sleeping. They engage with individuals on the street, signposting to services and referring to accommodation. There are tailored interventions for people on the streets based on individual needs, including support for people that have experienced long-term rough sleeping.





David (not his real name) had been sleeping rough for many years. He had a history of problematic substance use and poor mental health, he was known to the police, and he did not always want support.

Support workers engaged with David to enter temporary accommodation and engage with substance use treatment services and then into settled accommodation. David relapsed and his property was taken over and he was not able to return to this property for his own safety. He did rough sleep on occasion (even when alternative accommodation was available) and there was a serious decline in his physical and mental health and David was admitted to hospital.

Supporting David required a lot of multi-agency work with housing, homelessness, substance misuse, mental health, primary care and hospital services, the police, and voluntary services. This work has made sure David is now safe and reduced identified risks and a new safe tenancy is being identified for David.

There are also a range of organisations / charities / faith groups, offering a range of services, including healthcare, practical support, food, peer support, housing, advice & signposting.

Interventions are required where households advise they are already homeless to the council's homelessness prevention service. In these cases, support and advice is provided. This can include help to secure alternative accommodation. The council can refer households to a range of different organisations that provide accommodation and support (temporary accommodation).

Bed & breakfast, or accommodation without access to cooking facilities and other living space, is not suitable for anyone to live in and can affect people's mental health & wellbeing. Our aim is not to use this type of accommodation or when it is used, only for a very short time.

There is not enough affordable settled accommodation available, households are staying in temporary accommodation longer while they wait to move to a suitable home.

We want to manage peoples' expectations so that they understand when they approach our services that we are not able to offer many people council housing but can offer a wide range of other services to help them into a stable home. Addressing homelessness requires the person/s affected, the Council and other partners to work together to find a solution.

What we plan to do / key objectives

- Eliminate the use of B&B / paid nightly accommodation
- Improve access to information and services so clients can easily access information and support early and are realistic about likely outcomes
- Continue to provide and strengthen rough sleeping outreach services, providing on-going offers of support to anyone rough sleeping in Leicester
- Explore all funding opportunities to develop intervention services in Leicester
- Ensure temporary accommodation and support is available, where needed, for families and for other vulnerable people and appropriate support is provided to move-on to settled accommodation

Priority 3: Recovery

The lack of affordable housing options is a key challenge in tackling homelessness. Waiting times for council housing are increasing. Market rents are increasing and are well above Local Housing Allowance rates which means that many on low incomes can find it very difficult to access private rented housing. More social housing has been developed locally by the Council and other registered providers; however, demand far outstrips supply and many social rental homes are also lost through the right to buy scheme. The Council is committed to working to improve standards in the private rented sector and working with landlords providing good quality homes through delivery of it's private rented sector strategy.

The limited supply of both affordable housing and supported accommodation has not only significantly increased the number of households living in temporary accommodation but also the length of time they spend there before a settled housing solution can be found. Housing is central to promoting good health and wellbeing. Having a stable home is often a platform from which individuals feel they can then engage with other support services. However, some household's homelessness cannot be solved solely through the provision of accommodation. Some households require a range of support services to help them sustain their accommodation as well as personal support relating to factors such as relationship breakdown, domestic abuse, mental health problems, drug and alcohol addiction, offending, poverty, debt, and unemployment.

There are a wide range of accommodation and support initiatives available locally for households to recover from homelessness. The council, charities and organisations provide a range of accommodation-based support and other support services that assist individuals who have been homeless. There are also a wide range of wider support services in Leicester providing households with mental health support, drug and alcohol support, domestic abuse, poverty, debt and unemployment.

Spotlight on: ST MUNGO'S RECOVERY COLLEGE



Delivered in partnership with Leicester City Council, local businesses and the community, the St Mungo's Recovery College offers inclusive learning, training and employment support to people recovering from homelessness.

A team of employment specialists provide intensive, individual support to those facing unemployment and homelessness, and build relationships with local employers to create sustainable opportunities in line with clients' skills and interests.

Clients can access a gardening training project and a construction skills programme. Other courses on offer include arts and crafts, IT skills, maths and English, life coaching, digital confidence, and digital employability.

St Mungo's Multi Skills Centre opened in partnership with Leicester City Council in September 2022. Students can learn and train in a variety of skills like plumbing, carpentry, tiling, painting and decorating, working towards a basic qualification and also gain practical experience with the Council's Repairs service. Over the last year the centre has engaged over 18 people who have experienced homelessness and 4 individuals have already completed their OCN in Multi Skills trades. The Council secures additional funding for initiatives to support people who are homeless with complex needs and will continue to explore all additional funding opportunities. Some examples of support schemes that are available:

- A new multi-agency team (Changing Futures) providing intensive and specialist support for individuals experience multiple disadvantage
- Additional support to help people recover from drugs and alcohol misuse. Including accommodation where individuals get support in maintaining a tenancy and specialist homelessness officers
- Specialist longer-term accommodation with additional support for individuals who were rough sleeping
- Additional social workers to work with individuals who are homelessness but do not meet the adult social care statutory threshold.

What we plan to do / key objectives

- Continue social housing development through the Council's Local Plan and Affordable Homes Programme and ongoing council house building and acquisitions programme
- Explore all funding opportunities to develop specialist accommodation and support services for people to recover from homelessness
- Develop schemes so people can continue to access affordable, good quality homes in the private rented sector
- Connect people to local services, physical and mental-health services, education, cultural and leisure activities, housing and welfare support, training, volunteering, and employment opportunities.

Priority 4: Partnership

It is widely recognised that no single organisation can prevent or relieve homelessness. The causes of homelessness are multiple and complex and many of these are not housing related.

Government and partners have a role to play in preventing homelessness and addressing the underlying issues that are the root causes of homelessness, such as poverty, unemployment, poor physical and mental health, adverse childhood experiences, substance abuse, domestic abuse, and family breakdown - preventing homelessness is everybody's business. Leicester has extensive partnership working arrangements; however, we continue to strive to build on and improve our partnership working. Working effectively together we can achieve more.

Spotlight on: LEICESTER'S HOMELESSNESS CHARTER - Examples of the Charter's work to date



The Charter & Dear Albert (a peer-led recovery focused social enterprise) established the HOPE forum which seeks to elevate the voices of people who have experienced homelessness. This is a peer network with opportunities for them to contribute their personal insight and expertise.

The HOPE forum meets monthly and has provided feedback to a range of services, commissioners, and parliament.

In 2019 a new scheme, Give Leicester, was set up by BID Leicester, Leicester City Council, and the Charter to establish donation points across the city where people can donate £3 to help support people who are experiencing homelessness.

To date this has supported local homeless charities One Roof Leicester, The Bridge Homelessness to Hope raising over £46,000.

There are a wide range of partnership forums, meetings, and protocols where a wide range of agencies and charities come together to engage and coordinate their services as well as joint working across Leicester, Leicestershire & Rutland.

With so much going on, effective communication between partners and access to upto-date information for the public and other services needs to be a priority.

What we plan to do / key objectives

- Improve communication and raise awareness of homelessness support and services available for people locally
- Work with partners to identify how those with lived experience of homelessness can be included in the design and delivery of services
- Sharing knowledge and experience and improving partnership working across the sector
- Work with the voluntary and third sector, empowering and growing their homelessness service provision so that it is sustainable and resilient to future funding changes

Action Plan

Key to the delivery of this strategy is the collaborative work across the council and its partners. We are committed to maintaining and building on existing partnership working to support people to stay in their properties, or to find lasting and affordable housing options.

The strategy will be underpinned with an action plan which will be flexible and respond to emerging needs, trends, and policy changes. The action plan sets out the individual actions and activities to be undertaken and details how the Council & partners will achieve the aims and objectives of the strategy. There will be a dedicated Steering Group to ensure that the actions plan is regularly monitored and reviewed, and regular progress updates will be presented to the Housing Scrutiny Commission.

Appendix 2 – Homelessness Strategy Action Plan

Homelessness & Rough Sleeping Strategy

Action Plan 2024-2025

Aim 1: Prevention – wherever possible stop people from becoming homeless or rough sleeping for the first time

Action / Improvement	Target / Outcome	Lead	Timescale
Develop prevention rough sleeping hub and work with range of services (YASC, HMHS, St Mungos, Turning Point, LCC homelessness services, DWP, Inclusion Healthcare) to provide accessible interventions	Effective support to prevent rough sleeping from happening in the first place and when this is not possible provide support, so individuals rough sleeping is as brief as possible	LCC Head of Homelessness	
Improve customer access to the council's homelessness prevention support services whether that be in person, on telephone or online and identify training needs and deliver training to meet any skill gaps and updates on new legislation and case law	Improve the prevention offer for those at risk of homelessness	LCC Head of Homelessness	
People who are homeless or at risk of homelessness can access discretionary funding e.g. council tax discretionary relief, discretionary housing payments, community support grants & council tax support	Ensure households, eligible for welfare support, receive assistance in a timely manner	Revenues & Benefits Manager & Welfare & Advice Manager	
Continue to build links with landlords and private sector tenants to ensure early advice and guidance can be provided to prevent	Develop the private sector offer improving early advice and guidance for both landlords and tenants	LCC Head of Homelessness	

homelessness e.g. roll out of call before you serve		
Continue programme of landlord accreditation in areas of high density of private rented accommodation	Improve standards in the private rented sector	LCC Selective Licensing Manager
Develop the private sector offer, building links with landlords and private sector tenants	Ensure early advice and guidance can be provided to both landlords and tenants to prevent homelessness	
Research customer journeys into homelessness and address any barriers to access support	Identify early opportunities to prevent homelessness	
Review, evaluate and monitor data to predict future trends of homelessness	Identify households at risk of homeless to inform new service improvements	
Develop homelessness prevention toolkit that can be used in local schools	Provide information and advice available to young people	
Improve and develop improved early referral protocols with JobCentre Plus, Childrens services and other duty to refer organisations	Clear offers and pathways to prevent homelessness and rough sleeping	
Access to free, confidential, and independent housing advice / advocacy	Timely independent social welfare advice is provided	LCC Welfare & Advice Services

Aim 2: Intervention – improve early action and support so homeless is as brief as possible and that rough sleeping to move off the streets

Action / Improvement	Target / Outcome	Lead	Timescale
Commissioning programme and maximise other funding opportunities to develop homelessness services	A range of different accommodation and support options and ensuring specialist provision is available to those most of need of this support	LCC Head of Homelessness	
Work with accommodation providers to ensure all move-on options are explored and address barriers to move-on	Residents are fully informed of the likelihood and issues regarding different settled housing options	LCC Head of Homelessness	
Explore with third sector partners additional offers of accommodation e.g., hosting schemes	Increase the range of accommodation options	LCC Director of Housing	
Improve information sharing with the Home Office regarding the numbers of individuals who have no leave to remain who were located within Leicester at the time of decision	Improved joint working to reduce individuals rough sleeping	LCC Head of Homelessness	
Work to prevent homelessness from occurring and increase self-contained temporary accommodation for families	Work to eliminate the use of bed & breakfast accommodation	LCC Head of Homelessness	
Improving the support for people who are or have been rough sleeping and ensure	Strengthened outreach offer	LCC Head of Homelessness	

support plans follow individuals even when there are breaks in accommodation		
Improve access to support veterans	Improved information and advice and access to services for veterans	YMCA / Turning Point
Review joint protocol for homeless 16-17 year olds and oversee implementation into working practices and deliver joint training (including safeguarding, awareness & practice for housing and Outreach team) and identify a single point of contact for young people in the housing options services complimenting early help prevention offer	Improved homeless services for young people	LCC Housing & Children's Services
Introduce earlier stage of multi-agency meetings for young people when an Introductory Notice to Terminate is served	Early intervention to prevent social housing tenancy breakdown for young people	LCC Housing & Children's Services
Exploring all funding opportunities to develop specialist accommodation schemes	Meet the needs of individuals with complex needs	LCC Director of Housing

Aim 3: Recovery – enable access to settled housing and those who need support that have been homeless, so homelessness doesn't reoccur and enhance support to those who have slept rough to ensure they don't return to the streets

Action / Improvement	Target / Outcome	Lead	Timescale
Embedding of transitions team (families and singles) to provide individualised support	Individualised support available to families and singles who most need help	LCC Head of Homelessness	
Develop package of support for council tenants to move between council properties of an appropriate size for their household	Make it easier and attractive for council tenants to downsize/upsize	LCC Head of Homelessness	
Social housing development through the Council's Local Plan and Affordable Home Programme and ongoing council house building and acquisitions	Increased stock of council houses for rent	LCC Director of Housing	
Review rent deposits schemes	Ensure as many people can access the private rented sector where having a rent deposit is a barrier	LCC Head of Homelessness	
Explore development of move-on accommodation for young people (AST) and Advantage Thinking Model for young people	Exceptional range of homelessness services for young people	Leicester YMCA	
Explore policy change to council tax support to enable this to remain in place for 6 weeks after move-on	Help ensure individuals time to make a claim and do not occur any arrears	Head of Revenues & Customer Support, LCC	2023/24

23

Develop a housing and leaving care protocol including approach to transition planning, skills preparation, accommodation & support options and appropriate workforce training Work towards an enhanced letting standard for care leavers moving into non-LCC tenancies Develop second chance scheme to help care leavers take a step back into supported housing when living independently does not work out Review allocations policy to enable bidding for properties pre-18 th birthday for care leavers	Improve services for young people leaving care who face homelessness	LCC Housing & Children's Services	
Develop a resettlement panel for young people leaving custody with youth justice service, probation, housing and children's services	Track plan and monitor stability of accommodation to avoid homelessness and provide reassurance to young people	LCC Housing & Children's Services	

Aim 4: Working in partnership – enhance partnership working to improve services for people who are homeless or at risk of homelessness

N.B: Working in partnership happens in most of the actions above, listed below are cross-cutting work that has not been covered in aims 1-3

Action / Improvement	Target / Outcome	Lead	Timescale
Improve communications from the Council to local homelessness partners and share knowledge and experience across the sector	Increased knowledge and joint working across the sector		
Raise awareness of homelessness support and services available for people locally and that local organisations know where to signpost individuals looking for support	Individuals and local organisations know what services are available		
Apply for any further funding bids the Government launch that are appropriate to meeting the needs of our City and explore other funding streams with partners where appropriate.	Maximise all funding opportunities to improve homelessness services in the city		
Enhance working in partnership with prison, probation and district colleagues to prevent homelessness on discharge or release from prison	Increased community safety and enhanced joint working		

Work with partners to identify how those with lived experience of homelessness can be included in the design and delivery of services	Improved services meeting the needs of service users	
Registered providers with properties in Leicester City to take an active role in tackling homelessness	All social housing providers working to tackle homelessness in the city	
Improving the way in which organisations and agencies work together	Making the most of limited resources and provide effective services	
Work with voluntary and third sector, empowering and growing their homelessness service provision	Sustainable and resilient to funding changes voluntary and third section	
Strengthen the links between homelessness service and health services	Improved joint working enhancing the experience of service users	

Appendix B

Damp & Mould

Housing Scrutiny Commission

Date of meeting: 19 September 2023

Lead director/officer: Chris Burgin / Sean Atterbury

Useful information

- Ward(s) affected: All
- Report author: Chris Burgin / Sean Atterbury

■ Author contact details: <u>chris.burgin@leicester.gov.uk</u> / <u>sean.atterbury@leicester.gov.uk</u>

Report version number: 0.1

1. Summary

Housing Scrutiny Commission will receive a presentation at the meeting on 19th September from the Assistant City Mayor for Education & Housing setting out a summary of progress in relation to work being undertaken involving damp and mould across Housing stock and the private rented sector.

2. Recommended actions

Housing Scrutiny Commission are invited to:

• Comment on the achievements and progress made in relation to the work involving damp and mould and to seek any further clarification needed on any areas.

3. Detailed report

The Council has always pro-actively responded to and remediated reports of damp and mould. However, since the coroner's report confirming the tragic death of Awaab Ishak was as a result of living in a property with damp and mould, awareness has heightened and so have the reports coming through to The Council, particularly for the Housing Division.

The Council are taking the concerns seriously due to the medical evidence clearly demonstrating the dangers posed by living in areas with a presence of damp and mould. This presentation sets out the positive actions undertaken thus far, and those which are pending.

All landlords have a legal obligation to ensure that the homes they let are fit for habitation, for social landlords, this is the Homes Act 2018, and for the Private Rented Sector (PRS), this is the Housing Act 2004.

The stance taken by The Council is to support tenants and residents as opposed to blaming, much the same as Housing Ombudsman's stance. It is appreciated that those living in social or rented accommodation are more likely to be living in overcrowded conditions or in properties with poor energy performance ratings which is more likely to lead to damp and mould. Coupled with the cost of living crisis, we are in a perfect storm for damp and mould. Hence the necessity to evaluate how we can further support tenants and residents.

A study in 2021 indicated that around 4% of properties in social housing had a presence of damp. The Council currently has 4.6% of all properties reporting a potential damp issue

(it is important to factor that 40% of reports indicate no remedial work required). The same study indicated that nationally, 11% of the private rented sector had a presence of damp, however, this has not been seen within The Council's stock of private rented properties, where there are around 100 reports from the 40,000 properties.

It was decided earlier in the year that The Council required a strategic damp and mould board, this was set up and included the following service areas:

- Housing
- Neighbourhood and Environmental Services
- Public Health
- Estates and Building Services (EBS)
- Delivery, Communications and Political Governance

The strategic objectives set out were as follows:

- Understand the impact on Housing, PRS and EBS
- Understand health impacts
- Resource and respond
- Understand associated costs
- Develop advice and communications plan
- Improve occupier health and conditions of stock within the city

Specifically within the Housing Division, we have completed over 1,200 damp inspections since November 2022 which has resulted in around 700 repairs being raised, 500 of those have been completed.

To ensure the long-term effectiveness of damp repairs, The Council has been embracing new products and technologies, such as damp resistant paints, humidity tracking extractor fans and insulated plasterboards and external cladding.

The PRS have invested funding to train their staff in undertaking EPC inspections and have been working on improving the website with updated guidance and a more streamlined reporting process.

EBS have continued their investment within the owner occupier sector which targets those most in need based on their annual income and the EPC rating of their property. Some of the improvements offered are:

- Boiler installations
- Solar panels
- External wall insulation

There have been some significant challenges in sufficiently meeting the growing demand, some of these are as follows:

- Recruitment
- Funding
- Collecting accurate data (particularly in the PRS)
- Cost of living crisis
- Government scrutiny

• Disrepair claims

Despite the continued challenges, we are ensuring adequate resources are available to prevent the presence of damp and mould across the city.

6. Financial, legal, equalities, climate emergency and other implications

6.1 Financial implications

None

6.2 Legal implications

None

6.3 Equalities implications

None

Damp and Mould Overview

Housing Scrutiny Commission: 19th September 023



Damp and Mould External Context



Impact of damp and mould upon health

Impact of mould in the home upon health

- Moulds produce substances that can cause allergic reactions, irritation and can be toxic
- Exposure to mould at home may occur as a result of inhaling or touching mould spores
- Damp and mould in the home increases risk of respiratory infections, allergies and asthma
- Exposure to mould can cause an asthma attack

The following groups are especially vulnerable

- Babies, children and older people
- Those with skin (e.g., atopic eczema) or respiratory (e.g., allergies or asthma) conditions
- People with a weakened immune system (e.g., due to receiving chemotherapy)

https://www.nhs.uk/common-health-questions/lifestyle/can-damp-and-mould-affect-my-health/

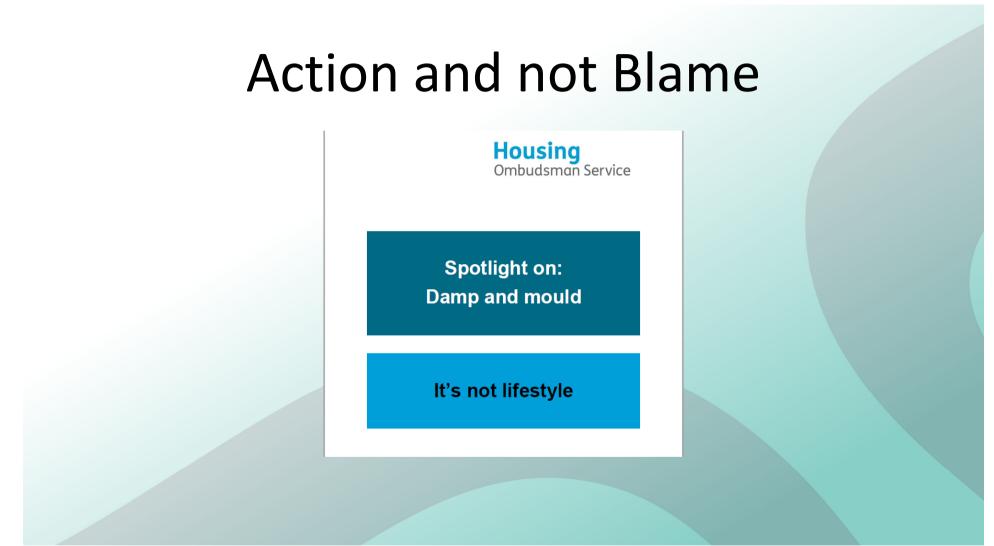
Legal Framework



Homes (Fitness for Human Habitation) Act 2018



Housing Act 2004



National vs Local

National

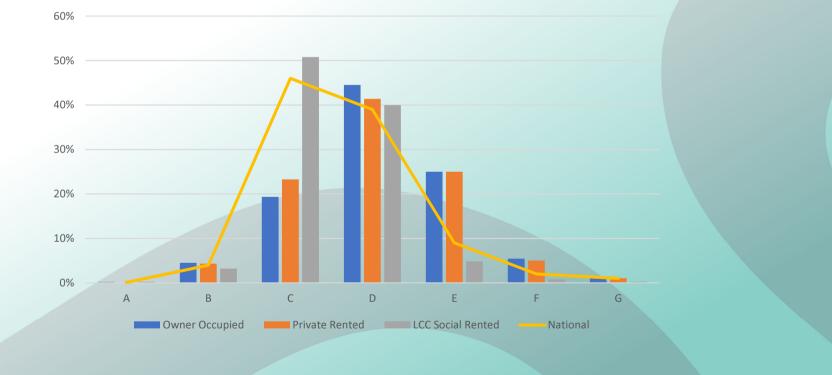


Local

Around 4.6% of our social housing could have a presence of damp or mould

Accurate data for the PRS is not currently available, however, there are 100 live reports of damp/mould

Energy Efficiency Factors



EPC Rating Comparison

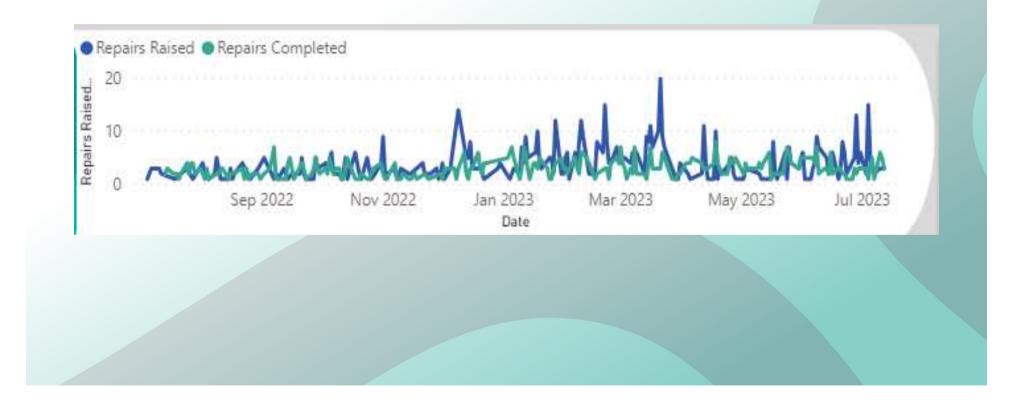




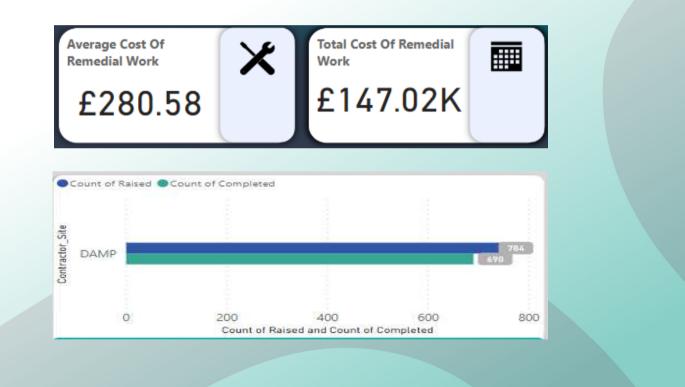
Actions

Housing	NES	Public Health	DCPG	EBS
\checkmark	\checkmark	\checkmark		
\checkmark	\checkmark	\checkmark		~
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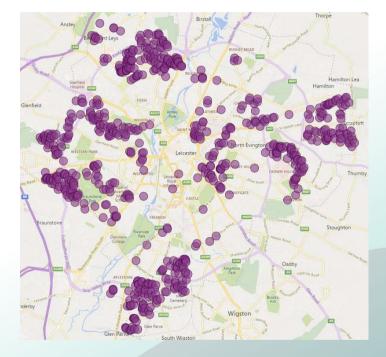
Housing Response



Housing Response



Location and Frequency of Damp Reports (LCC Stock)





Only 58% of all damp reports lead to remedial work being required

Technical Advancement



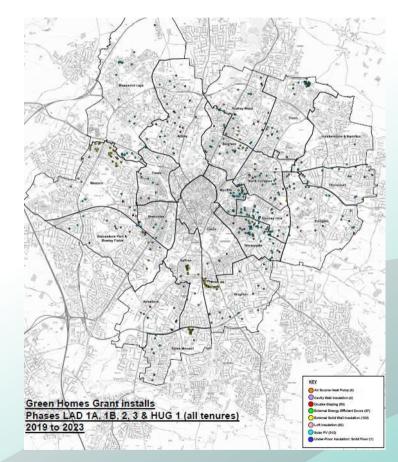
PRS Response

- BEIS funding (£99K) to improve response to poor EPC rated properties
 - Development of on-line portal to report issues in PRS
 - Tablets to streamline inspections
- Review of online help and guidance for PRS and LCC tenants
- Leicester Energy Action help available and referral process

Location and Frequency of Damp Reports (PRS)



Retrofit Grants for Private Sector Homes - EBS



Number of homes upgraded over the past 4 years

Project	Total homes		Spend
Warmer Homes Greener Homes (gas boiler grants)	88	£	230,231
Green Home Grants Local Authority Delivery (LAD)			
(mixed measures to on-gas homes)	591	£	6,386,744
Home Upgrade Grants (HUG)			
(mixed measures to off-gas homes)	39	£	310,312
Total	718	£	6,927,287

Target number of additional homes to upgrade, by the 31st March 2025

Project	Target homes		Funding available
Warmer Homes Greener Homes (gas boiler grants)	36	£	105,276
Green Home Grants Local Authority Delivery (LAD) (mixed measures to on-gas homes)	175	£	1,505,362
Home Upgrade Grants (HUG) (mixed measures to off-gas homes)	150	£	3,291,300
Total	343	£	4,858,585



Challenges

- Identification of damp and mould issues in the PRS, capturing data and change
- Customer expectation, experience and responsiveness
- Economic climate is driving up fuel poverty compounding the issues
- The financial impact of energy bills is driving up the prevalence of cases
- Financial pressure additional cost to council to respond to damp and mould
- Meeting the new Housing regulations of April 2024
- Government scrutiny of response to damp and mould
- Increased media interest in cases
- Affordability within the PRS to respond to cases (lack of funding scheme)

Next Steps

- Development of a KPI dashboard to capture ongoing performance across all areas
- Understanding the impact of the new Social Housing Regulator and current Legislation (Homes (Fitness for Human Habitation) Act 2018), how do we comply?
- Ongoing resource across teams to ensure we are all able to respond to the current demands.
- Update all comms to create a consistent message to all and ensure that all tenants can easily report issues
- Report back to LMB and CCNH as a standing item

Appendix C

Housing Scrutiny Commission

Repairs and Maintenance Service (including Gas and Voids functions) performance update report

Date of Meeting: 19th September 2023

Lead Member: Councillor Cutkelvin Lead director: Chris Burgin

Useful information

- Ward(s) affected: All
- Report author: Kevin Doyle and Samuel Taylor, Head of Service
- Author contact details: 0116 4545415, 0116 4540674
- Report version number: V2 Final

1. Purpose of the report

The purpose of this report is to provide the Housing Scrutiny Commission with an update on the performance of the Housing Division's Repairs and Maintenance service and will include the key performance indicators the year ended 2022-23, along with an update on key issues and actions that are being implemented in 2023-24 to drive improved performance into the future.

2. Background to the report

The Repairs & Maintenance function carries provides the following services to 19,497 Council owned homes and 1,724 Leasehold properties across the city:

- Day to day responsive repairs to council homes
- Emergency repairs reported outside normal working hours
- Annual gas safety inspections for all gas appliances
- Renovation of Void properties to prepare them for re-letting

Our tenants access these services primarily through the Housing Online portal and where our tenants are unable to access this service, they can contact the Customer Contact Centre (CSC).

Last year we saw a 26% reduction in the number of calls taken by the CSC on the repairs reporting line, due to tenants now being able to report their repair via the Repairs online (ROL) platform.

3. Responsive repairs team (excluding gas and Voids)

3.1 There are four main key performance indicators (KPI's) that measure the quality of service within this function.

Indicator	Direction of travel	2021-22	2022-23	2023-24 YTD
Percentage of repairs completed at first visit (excludes external works)	Higher is better. Target is 85%.	78%	76.2%	76.3%
% of all outstanding repairs which are out of category (excludes Gas and Voids)	Lower is better.	26%*	19%*	21%
Percentage of repairs completed within target time	Higher is better. Target is 90%	87%	85.7%	82.1%
Percentage of repairs reported where a complaint has been received	Lower is better. Target is <0.5%	0.10%	0.08%	0.08%

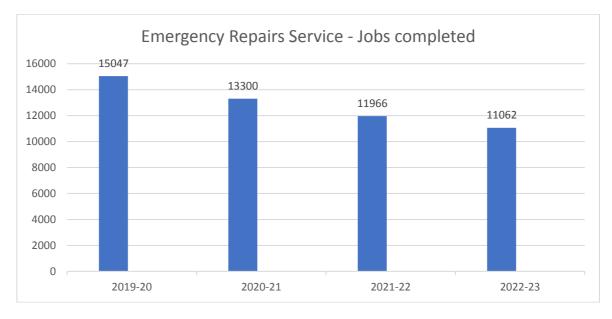
*Snapshot at year-end

As can be seen from the table above, whilst performance levels have remained stable, over recent years, we continue to focus on reducing the amount of outstanding repairs and particularly those that are out of category.

Measures we are putting in place to improve performance include the creation of a centralised work planning function, with a dedicated management team to ensure that outstanding work is prioritised effectively. However, it is recognised that more needs to be done, with around 50% of the outstanding jobs relating to external work, including fencing, roofing, and guttering jobs.

3.2 Emergency Repairs Service (ERS)

The ERS has continued to see improved performance year on year as we reduce both the number of non-genuine emergency repairs responded to outside of normal working hours and the costs associated with running the service.



3.3 Improvement actions underway within this service area

To further improve performance in this area, we have recently implemented new weekday evening working patterns for our staff, with the priority of completing emergency repair work that remains outstanding at the end of the normal working day. These working patterns extend until 6pm each weekday evening and reduce the amount of emergency repairs that get passed to the ERS service outside of normal working hours.

Prior to the implementation of the evening working patterns, around 15% of emergency jobs raised during normal working hours were being passed to the evening ERS. Recent monitoring of this same performance indicator shows that this has dropped to around 10%. This improvement will further reduce the amount of jobs completed on the ERS and further reduce the cost of providing the service.

We have also seen a decrease in the number of emergency repairs reported as a percentage of all repairs, from around 30% of all jobs in 2021-22, to 25% during 2022-

23. This year we are seeing a further reduction to around 22% in the first quarter of 2023-24. There will be continued focus on this, with closer working relationships between the Housing Division and the Customer Service Centre to support them in providing accurate and relevant training to their front-line staff.

4. Gas Servicing and repairs team

Indicator	Direction of travel	2021-22	2022-23	2023-24 YTD
Annual Service Visit compliance percentage	Higher is better.	99.94%	99.78%	100%
Percentage of gas repairs completed at first visit	Higher is better.	70%	71%	71%
Percentage of all outstanding gas jobs which are out of category	Lower is better.	16.5%*	18%*	17.6%
Percentage of repairs completed within target time	Higher is better.	91%	85%	85%

4.1 There are four main KPI's that measure the quality of service within this function.

*Snapshot at year-end

Like the day-to-day repairs service, performance remains relatively stable, but with a focus on reducing outstanding workloads.

Most non-urgent gas and heating related repairs are raised as Category 2 jobs, giving them a 10-day response target. Many of these jobs remain outstanding beyond 10 days due to the need to order and replace radiators.

4.2 Improvement actions underway within this service area

The Gas team had a challenging 2022-23, with high levels of vacancies for prolonged periods of the year, however, following a successful recruitment drive, the team are nearly back at full establishment, and this will help to further reduce the percentage of outstanding repairs that are out of category.

The team have also re-started installing boilers and heating systems as opposed to using a contractor, during the year 2022-23 we installed 52 boilers, and we expect figure to increase in 2023-24.

We will shortly be moving away from sending appointment letters to tenants and instead doing this by text message and email for those where we have up to date details. This will also link tenants to advice online.

We are already using remote assist technology to remotely triage some repairs, and we are looking to further embrace the use of this technology with a dedicated team, enabling tenants to resolve minor issues themselves, such as applying credit to their gas meter or re-setting their boiler. Additionally, this helps us to effectively triage and respond quicker where needed.

5. Voids team

5.1 There are two main KPI's that measure the quality of service within the Voids function.

Indicator	Direction of travel	2021-22	2022-23	2023-24 YTD
Void properties as a percentage of total stock (at year-end)	Lower is better.	2.54%	2.45%	2.56%
Rent loss	Lower is better.	£1,687,317	£1,792,656	£478,616

Despite a declining performance over recent years, we are now seeing some signs of improvement. Year to date performance for 2023-24 is showing a reduction in the average re-let times for Void properties and as we embed these improvements further, they will be reflected in reduced rent loss figures over time and a reduced overall percentage of our total stock that is classified as a Void at any one time.

We are also working to improve the management reporting around the Void journey, to better target those areas where delays occur and to better contextualise the data that we provide. A new Voids management information dashboard has been developed and we are making further improvements to report more accurately on the Void journey overall.

By way of an example, the Void journey of a property may not always be straight forward, and sometimes a major structural problem or other necessary technical work can result in a property unavoidably remaining empty (or Void) for a significant amount of time whilst this specialist work is undertaken. These jobs include major works to walls, roofs and building foundations, where serious faults are found in a property at the initial Void inspection.

In addition to these major structural works, many more Void properties require asbestos to be removed or 'capital' works, such as complete electrical re-wires, or new kitchens or bathrooms to be installed before the routine refurbishment work begins. At present, all this time gets included in the overall Void time and whilst it's true to say that the property has been Void for this time, and that it has incurred rent loss throughout, it does also paint a misleading picture of the performance of the craft workforce carrying out the routine refurbishment work.

Last year, a service analysis of the Voids function identified several areas for improvement, and this resulted in the creation of a service improvement plan, which is now being implemented.

Improvements already delivered include the procurement of a utilities agreement to speed up the transfer of utility supplies once an outgoing tenant leaves. We have moved away from staff using paper-based processes for surveys and ordering of materials to an electronic ordering process. We have re-configured the management team and realigned Void Technicians to better manage performance within the team.

We are also trialling a new service that aims to get a new tenant into a Void property at a much earlier stage and before all the identified refurbishment work has been completed. Essential safety related work will continue to be completed prior to occupation to ensure our new tenants move into a safe and secure property, but for all other non-essential work, we will provide a 'repairs pledge' which promises to complete all the outstanding work within 6 weeks of the new tenant moving in.

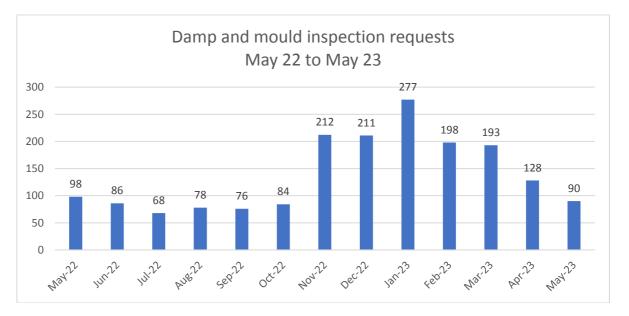
Early indications are that this is being well received by our tenants and this will have a significant impact on the length of time a Void property remains outstanding and will also reduce the amount of rent loss associated with that Void.

6. Key issues impacting on the Repairs and Maintenance Service

6.1 External focus of repairs relating to damp and mould



As result of tragic death of Awaab Ishak in 2020, resulting from problems associated with damp and mould, we have recently seen a significant increase in the number of reported cases of damp and mould in our properties where an inspection has been requested. Whilst the initial spike is behind us now, it has created a backlog of inspection work that will inevitably lead to an increase in the number of damp and mould related repairs we will have to respond to.



To manage the increased demand, we have bolstered the resources allocated to this work and moved the whole workstream into a new centralised planning area to remove

some of the previous barriers with cross team multi-discipline work types. Damp and mould repairs are now being planned in a way which keeps all tasks grouped together to ensure everything is complete in a timely manner and at the least inconvenience to the tenant.

6.2 Recruitment of craft staff

Despite some successes during 2022-23, craft recruitment continues to be a challenge, with 15 full time vacancies that we are trying to fill. Maintaining our establishment is essential as we see the demand for our services increase, due to increases in damp and mould repairs and to deal with the backlog of outstanding jobs. We have now linked up with local trade suppliers, Travis Perkins, and B&Q, and will be running some targeted craft job fairs during July and August; we hope to be able to report back some successful appointments following these events. We also have three apprentices who will be joining our craft teams as full-time employees in the coming months.

6.3 Financial pressures

As with all services, we have felt the increasing financial pressures with the Repairs and Maintenance team, with increased costs to run buildings and vehicles, staff wage increases, and significant material cost increases. Despite driving efficiencies within the service, we still face a challenge to ensure that can deliver our services across the city, without overspending and so we are continuously looking at ways of working better with the resources we have and focusing on recruiting good, reliable staff.

7. Other improvement actions underway to improve performance

7.1 Stores new operating model

Late last year, it was agreed that rather than out-source our Stores operation we would retain the 'in-house' team. This was great news for our staff, who had experienced several years of uncertainty about their future.

Since then, work has begun on delivering two major strands of our new operating model.

The first is the procurement of a new framework agreement to secure a single supplier for all our core materials and provide a one-stop-shop for most of our materials needs.

The second is the procurement of a materials inventory management system (IMS), to better control the ordering, storage, and issue of materials and to make sure we reduce the overall amount and value of stock we hold at any one time.

With these improvements in place, we can then focus on making the Stores service even more efficient and cost effective when delivering its services to the wider business.

7.2 Use of drones within the Repairs & Maintenance function

Previously we reported that we were looking at the potential use of drones to assist in surveying repairs at heights.

We have taken advice from various sources, looking at the legal, insurance, cost and health and safety implications of using drones and have concluded that for the day-today reactive repairs service in tenanted properties, the business case for the use of drones does not add up. However, we will continue to consider the use of drone technology where it is appropriate, for example, on major projects covering large numbers of properties, where the business case is more obvious.

Appendix D

Heat Metering update for the Housing Scrutiny Commission

Report to be considered by: Housing Scrutiny Commission Date to be considered: 19th September 2023 Lead Member: Cllr Elly Cutkelvin

Lead Director: Chris Burgin

Useful information

- Ward(s) affected: Wycliffe, Saffron, Western, North Evington and Belgrave
- Report author: Simon Nicholls / Chris Burgin
- Author contact details: 395273
- Report version number: 1.3

1. Summary

This report is to update members of the Housing Scrutiny Commission on progress with the heat metering and billing project that the housing division are delivering.

Since the Full Council Decision on the 23 February 2023 where it was confirmed that we would start a project to fit meters to the homes of residents in order to enable tenants and leaseholders to have control of the heat and hot water they use and pay for, the procurement exercise to appoint a contractor has concluded. The Council has entered into a contract with Vital Energi to fit 1581 meters to tenants' homes & 936 leaseholder private homes at a total scheme cost of £5.23m (HRA £3.1m / GF £2.13m). This is an increase of £1.45m on the current budget and a decision was made through the capital outturn report to approve the budget increase (£563k on the HRA and £887k in the General Fund)

The Council has also entered into a 3-year metering and billing agreement with Vital Energi.

We have completed seven pilot properties so that the full extent of works can be established, and any operational difficulties identified. It is anticipated that the programme will start in the summer and conclude at the end of December 2023. Properties that do not comply with first installation arrangements may run beyond this period and possibly not be completed until early 2024.

During a previous pilot scheme that was carried out in 2014 it was established that residents may be able to save up to 30% off their heat and hot water bills, however we were not in a position to progress to a full roll out in 2014. The subsequent war in Ukraine and energy price increase has made fitting meters a viable course of action.

It is estimated that tenants and leaseholders in all size properties will save between £354 and £998 a year by having a meter fitted. This is based on an average consumption of between 8,000 and 12,000 kWh dependent on property size

Due to technical issue with the installation, the 240 properties in the Aikman Avenue flats (also called the Burns flats) will remain on the fixed weekly charges as set out in section 8 in the report below. Work has commenced to explore viable opportunities for this block around the installation of metering and wider District Heat improvements through securing resource funding from HNES (heat network energy suppliers)

2. Supporting information including options considered:

2.1 Background.

With the massive increase in wholesale Gas costs during 2022 (300%) a decision was taken at Full Council on the 23 February 2023 as part of the HRA Budget setting report to install heat meters on Leicester City Council's District Heating network. This was to enable tenants and leaseholders to have full control of heat usage in their homes through the installation of controls and therefore only pay for the heat they used.

2.2 Procurement

Once the decision had been made to fit meters, officers were tasked with achieving this in the swiftest way possible and preferably in advance of the 2023/24 heating season. To ensure that we fitted as many meters in the summer it was agreed that we would make a direct award to a contractor on a Framework rather than doing a full European open tender which could take 6 to 9 months. A framework is a quicker way to market because it means that all the due diligence has been completed. Soft market testing was carried out with the suppliers on the Framework and Vital Enegi were the only contactor that could fit the meter and provide the billing service and had capacity and access to the meters that we wanted to fit.

During the procurement process site surveys were carried out so that the contractor could provide accurate prices for the tender submission. There have been commercial matters to agree, such as retention amounts, liquidated damages and other legal clarifications, with these all now resolved the Council entered into a contract with Vital Energi on the 3rd. May 2023.

It became clear that the works required varied between the sites and the decision was made to average the cost to all tenants and leaseholders. Tenants will pay £1,554, however more leaseholders are situated in the areas with more complex installations and higher charge averaging the charge out across all 936 equates to a meter install cost of £2,394. (We are charging leaseholders different components of the installation, such as fees, etc which are not being passed onto tenants))

2.3 Charging

After the installation of a heat meters the intention will be to commence charging for actual usage at the heat rate of 12.3p/kWh – variable charge. Whilst this may seem higher than the rate you would pay an energy company, residents on the network are paying for heat and hot water not gas, the 12.3 p/kWh reflects the actual cost at the point it enters a house and the associated loss in heat from the energy centre to the house.

In addition, there will be a fixed charge (in much the same way as other utility services levy a fixed amount) of £75.00 per annum for the metering and billing service provided.

All users of the District Heat network are also charged a fixed, annual, amount to cover the non-gas costs of running the system, this is currently set at a rate of £280.00 per household. It should be noted that this is not a new charge, residents have always paid it as part of the old, fixed charge but we are now separating it out to give residents more clarity on their bills and what they are paying for.

Tenants will pay the £280.00 though the monthly fixed charge. However, for collection reason, leaseholders will continue to be invoiced for the non-gas charges as a separate invoice by Leicester City Council.

It should be noted that officers are challenging the charges the council pay to the company Equans for the running of the District Heating networks. Whilst we are challenging the contract and we are still sustaining contract charges of over £3m that we are NOT passing onto the end user.

3. Metering Programme

Following the signing of the contract with Vital Energi, metering installation preparation works commenced immediately.

Vital Energi, recruited 5 Resident Liaison Officers in July 2023 who work closely with Housing staff and residents to ensure on the ground coordination to ensure that arrangements go smoothly. The role of the RLO is to communicate directly with residents and to arrange survey and installation dates. Following installation, the RLO will also be responsible for teaching the resident about the system, and how to use the on-line portal and app provided by Vital

The full programme is set out in the table below. All primary installation across all units is programmed to complete by December 2023.

Subject to tenants and leaseholders not being in for their installation dates, the programme factors in 3 possible attempts to complete the install by the company. After this the access policy set out below will apply.

It is important to note that legally the Council are required to install heat meters. The Heat Network (Metering and Billing) Regulations 2014 which was amended in 2020 to require owners of Heat Networks to install heat meters. The Energy Security Bill reinforces this requirement (due to be introduced in 2024). Unfortunately, the legislation is silent on the situation where a tenant or leaseholder refuses a meter.

Advice was sought from BEIS on this matter (the organisation responsible for the drafting of the legislation). Their feedback on this specific matter was

'This is a question that has recently come up and we are discussing with our legal team regarding this. The Regulations provide very little on this topic. The only mention is that costs, including legal costs, can be added to the Cost effectiveness tool.

Our current position is that meters need to be installed without exception, but the reality is this is still an ongoing situation without an immediate answer for the time being.'

While there is a risk of not installing a heat meter in a property where it has been refused there is a greater-known risk of enforcing installation by court order and breaking into a property to achieve this. On this basis it is being proposed to give leaseholders and tenants the opportunity to opt out of meter install with the option to pay the full cost recovery charge set out in section 8 table 2 below.

Where tenants refuse access (as per the access policy set out in section 4 below) it is also proposed not to enforce installation and revert the tenant to full cost recovery charges.

Should a request then come in for a meter to be installed by either a leaseholder or tenant at a later date then this request would be facilitated.

High level programme by estate

Estate	Completion date
St Peters tower blocks, Gordon,	29 th . September 2023
Framland, Maxfield and Clipstone House	
St Andrewes	29 th . September 2023
St Matthews – phase 1	11 th . December 2023
St Matthew – phase 2	tbc
St Peters low rise	1 st . December 2023
St Felers low lise	15. December 2023
St Marks	January 24
Beatty Ave	1 st . December 2023
Return to previous cancellations	1 st . April 2024

4. Access Policy

The contract allows for 3 attempts to be made on separate dates to install a properties heat meter. If a tenant or leaseholder fails to allow access for the installation, then an access policy has been created to deal with such eventualities setting out clear roles and responsibilities for LCC and also for Vital Energi.

The Council and Vital will endeavour to do all we can to ensure communications are clear, dates are sent well in advance and Resident Liaison officers are utilised to work with tenants and leaseholders on the group.

When the situation of 3 failed installation attempts, it is proposed to move a tenant or leaseholder to full cost recovery (as set out in Section 8 of this report). No further attempts will be made to revisit the properties.

For tenants, a formal notification of rent increase will need to be sent setting out the new charges and when they will be effective from (28 days after the notice is issued). This is a legal requirement.

For leaseholders, the annual charge will need to be recalculated, and a revised invoice sent out. For leaseholders with direct debits in place, this will need to be altered, and the minimum time period for changes is 14 days.

Should the tenants/leaseholders make contact after this to arrange installation then best endeavours will be made to arrange a suitable time for installation however it should be

noted that each time installation takes place there is a need to undertake a localised drain down of the District Heating system which may affect other tenants in the block. This also adds additional cost in terms of LCC resources

5. Billing and how that will work

Under current arrangements, properties are charged a fixed weekly amount which is collected alongside their rent and any other service charges which may be due. The current charge is fixed based on property size (number of bedrooms) and is not directly linked to the heat consumption of the property.

When meters are installed, tenants and leaseholders will be charged based on their actual heat consumption, and this will be collected by Vital Energi. Monthly heat meter readings will be taken and transferred to Vital Energi. At the end of each calendar month the total heat consumed by a property will be converted into a monetary amount that then becomes due. This will be made up of (1) a fixed charge and (2) a variable charge(consumption of heat and hot water) (3) a cost to pay the metering installation cost (as set out in section 3 above)

- 1) The fixed charge will cover non-fuel costs, including operational management costs and the cost of billing (i.e. the charge from Vital Energi for their work in managing the billing arrangements).
- 2) The variable charge will be a simple multiplication of the heat consumed during the month (kWh) and the unit price of gas required to generate 1kWh of heat.
- 3) Total metering installation costs divided across 10 years and then split equally over 12 months.

There will be some variation in the amounts charged to leaseholders and tenants, Vital Energi are able to carry out this function. For tenants, the monthly charge will include use, Vital's standing charge, fixed standing charge (non-gas) and installation fees. For leaseholders, only the standing charge and the use will be invoiced by Vital. The non-gas charge and installation fees will be recovered directly by LCC along with all other services charges.

Vital Energi will invoice the tenant/leaseholder at the end of each calendar month (i.e. in arrears) based on the calculation above, and will have in place arrangements for collecting that debt which will mirror the existing payment methods available to tenants. If payment is not received by Vital Energi within 21 days, then reminder letters will be issued. If payment is still not received by day 56, then then debt will transfer across to the Council for recovery. This will sit in a sub account and treated as a separate debt to any rent arrears and recovered the same way we would recover any non-rent related debt.

This recovery work will be undertaken by the Income Management team and will incorporate all the skill and expertise already in use in the collection of rent arrears, including support and assistance for those struggling with payments.

For leaseholders It is anticipated at the debt will be passed to the exchequer team and pursued through the corporate debt process. Discussions are ongoing about which recovery process will be taken if the debt remains outstanding, at the present time, the consideration is to apply for a County Court Judgment.

6. District Heating Cost Comparison with open Market

Current costs of gas and District Heating charges are now known for 2023/24 as are fixed operational costs. With the recent announcement of a new pricing cap for the market we wanted to share the comparable costs of District Heating to the open market expected costs.

7. Charging Comparison

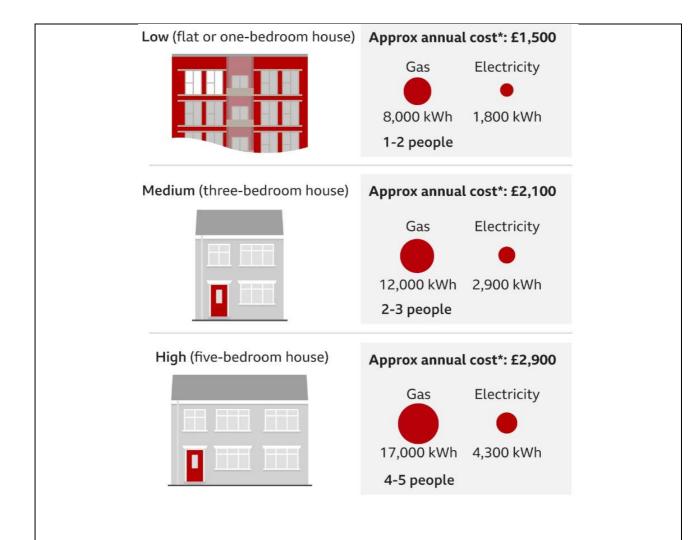
<u>Comparison of Fixed Charge</u>. The energy price cap sets the maximum daily standing charge of 53p for electricity and 29p for gas. For comparison, our agreed standing charge (excluding the recovery for the cost of meter installation) is 98p. Whist this seems high it is down to economies of scale, there are circa 2000 residents that will have meters fitted unlike a national energy company that could have millions of metered customers. (eg/ Octopus 5.3 million customers)

<u>Comparison of Variable charge.</u> The cost per kWh for gas has reduced to 8.1p/kWh equivalent to the new current market cap announced in May 2023. When converted to heat price which factors in heat loss on the system the expected charge per kWh is currently 12.3p. this is due to the loss of efficiency incurred from the gas entering the boiler house to the heat and hot water entering a resident's home. We have to allow for operational efficiencies. This happens with a domestic boiler, the amount of heat and hot water you get out doesn't relate directly 100% to the gas you put in. for example, a domestic gas boiler may be 90% efficient, there is a 10% loss due to inefficiency, the district heating system is exactly the same and the 12.3p reflects this.

When the price of gas goes down this will be passed on to the residents, but it may not be instant because the gas is bought wholesale and any reduction will only be passed on at the point, we purchase gas at a lower rate. The reverse of this is that when gas prices go up, we will only increase them when we pay more for gas and not straight ways like a traditional energy supplier. Over the last year as prices have increased this has protected tenants and leaseholders from ballooning prices.

The Council has now formally entered into a legal dispute over Leicester District Energy Company (LDEC) charging due to LDEC refusing to move forward with a review of contract prices. Subject to a successful outcome it is possible that standing and variable charges will be positively impacted.

Average Domestic Gas Costs (based on new price cap from May 2023)



8. Fixed Cost District Heating (post installation)

In the situation where tenants or leaseholders choose to opt out of the installation of a Heat Meter or tenants fail to comply with the installation of a meter in their tenancy it was agreed as part of the HRA Budget report approval that full cost recovery would be implemented. At the time of the budget full cost recovery was set out in the following table;

Full Charge Approved At Council (Based on 10.5p/kWh)	Gas Cost	Non-Gas Variable Cost	Total Annual Charge
1 bed	£2,477	£280	£2,757
2 bed	£3,114	£280	£3,394
3 bed	£3,707	£280	£3,987
4 bed	£4,321	£280	£4,601
Other	£1,701	£280	£1,981
Avge	£2,855	£280	£3,135

With movement in the wholesale cost of gas, the cost per gas kilowatt hour has reduced to 8.1per kWh which has meant that full cost recovery charges will be lower. These are set out in the table below;

Revised Full Charge	Gas Cost	Non-Gas	Total Annual
(Based on 8.1p/kWh)		Variable Cost	Charge
1 bed	£1,911	£280	£2,191
2 bed	£2,403	£280	£2,682
3 bed	£2,860	£280	£3,139
4 bed	£3,333	£280	£3,613
Other	£1,313	£280	£1,592
Avge	£2,203	£280	£2,482

Subject to the Heat Metering & Billing Regulations, it is highly likely that the cost per unit will again reduce but it is not currently known to what value. This information is likely to be known during Summer 2023.

When comparing full cost coverage at the 8.1p kWh table, it is clear that even with the additional costs of paying for fixed costs and meter install costs tenants and leaseholders **will benefit and save money from the installation of heat meters.** The table set out in section 2.3 and again below shows that that tenants in a 1 bed flat will if using the standard 8,000 kWh **save £538 a year a total of 25% cheaper than the lower fixed cost district heating.**

	Tenants Charge (per week)	Leaseholders (per week)
Variable Charge (average of 8,000 kWh pa used @	£18.92	£18.92
12.3p per kWh		
Fixed Standing Charge (@0.98p a day)	£7.21	£7.21
Meter installation charge (average)	£5.97	£9.20 *based on full cost average option
Total Charge	£32.10 (£1,669 pa)	£35.33 (£1,837pa)

Estimated Savings compared to Standard weekly charge Full Cost recovery based on Size of property

Property Size	Tenants - Saving	Leaseholder - Saving
1 bed (assumes 8,000 kWh	£522	£354
3 bed – assumes 12,000 kWh	£998	£847

This table clearly demonstrates that meter installation will save tenants and leaseholders financially paying less than the standard weekly charge, assuming usage is 'average'.

9. Budget:

A total of £2.5m was allocated in the HRA budget for the fitting of heat meters for tenants and £1.25m allocated in the general fund budget for leaseholders.

On further investigation the installation of meters is technically more difficult in some areas of the network, which results in additional works required. Therefore, additional funding of \pounds 887k is required to complete the General Fund element of the scheme taking the overall budget to \pounds 2.137m It is proposed to fund this by borrowing which will then be repaid with

the income from homeowners (leaseholders). Additional budget of £563k is required to complete the HRA element of the works. Approval for both of these is being sought as part of the capital outturn report.

The full cost of fitting the meters will be recovered from both tenants and leaseholders over 10-year period for tenants, and leaseholders will have the option of payment in instalments up to a maximum of 10 years. It must be noted that if a leaseholder sells the lease, or wishes to extend the lease, then all debt due to LCC must be repaid. This will be as a fixed standing charge for tenants, Leaseholders will be offered an interest free payment plan if they don't want to make the payment in full at the time of fitting.

10.Governance

To ensure that the project runs smoothly the following arrangements have been put in place.

- Appointment of a specialist project manager to oversee the delivery of the heat metering and billing workstreams. This function is being carried out by Arcadis.
- A Strategic Board that meets monthly to ensure that the project is running to programme. The cost plan is discussed. Operational issues are updated. Works planned for the next 4 weeks are agreed. The risk identified and decision made. Formal board reports are prepared, and a log of all key actions kept.
- An Operational Board that meets fortnightly to resolve day to day operational issue such as access issues, asbestos surveys, fire compartmentation surveys etc.

11. Additional funding:

Running alongside the work we are doing to fit meters we are also submitting 2 bids for HNES (heat network energy suppliers) funding.

The first bid is for £100k and this will be spent on a study to see how the whole network can be made more efficient. The second bid is for capital match funding to fit centralise heating and hot water control into flats that do not currently have them but rely on thermostatic radiator values to control their heating

5. Financial, legal and other implications

5.1 Financial implications

5.2 Legal implications

As stated above, to implement changes to secure tenancies, the Council will be required to serve a Section 103 Notice under the Housing Act 1985 on each secure tenant affected by the works.

With regard to long leaseholders, the consultation requirements of Section 20 of the Landlord and Tenant Act 1985 must be complied with prior to any work having been caried out. The law requires that leaseholders paying variable service charges must be consulted before a landlord carries out qualifying works or enters into a long-term agreement for the provision of services. Provided section 20 is fully complied with, long leaseholders can be recharged the cost of the works. If section 20 is not complied with, the Council would only be entitled to recover a set figure (£250 for works or £100 for services) from each long leaseholder.

Leaseholders are then legally entitled to be notified of the levels of service charges to be charged each year. There are long-established procedures in place in this regard.

Zoe Iliffe, Principal Lawyer (Property, Highways & Planning) Ex 372180

5.3 Climate Change and Carbon Reduction implications

The expected reduction in heat demand following meter installation is likely to enable a reduction in gas burned in the district heating plant, leading to a reduction in carbon emissions. Any reduction in gas use may not fully mirror the reduced heat demand due to the need to maintain a certain minimum level of supply on the system, including to other buildings on the network. The impact on the district heating carbon emissions should be monitored and reported following completion of the work.

Duncan Bell

Change Manager (Climate Emergency)

5.4 Equalities Implications

A public authority must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; this includes the need to: (i) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (ii) take steps to meet the needs of persons who share a relevant protected characteristic that are connected characteristic that are different from the needs of persons who do not share it. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it, with due regard.

The report is to update members of the Housing Scrutiny Commission on progress with the heat metering and billing project. The installation of metering devices and billing based on consumption has the potential to decrease the use of energy and reduce consumer bills. Metering heat networks gives consumers more control over their usage and allows for billing based on usage. The project will indirectly affect all customers on heat networks, and these will be from across many protected characteristics. It is important that metering also supports fair and transparent billing for customers on heat networks and that the council adopts the same fair and consistent approach considering equality and proportionality when taking any recovery actions for potential for non-payment. It is important to consider the needs of customers and take into account any reasonable adjustments that may need to be made to support the most vulnerable and adapt communication styles as appropriate where required. Information may need to be provided in a suitable format for people so as to not place them at a significant disadvantage without a specific piece of information particularly, around legal processes.

Equalities Officer, Surinder Singh, Ext 37 4148"

Housing Scrutiny Committee

Work Programme 2023 – 2024

Meeting Date	ltem	Recommendations / Actions	Progress
31 July 2023	Housing Overview (Chris Burgin)	The presentation be noted. Members of the commission invited to join this year's rough sleepers count. Discretionary licencing scheme and HMO's be considered on the work programme.	Date to be circulated later in the year to commission members regarding rough sleepers count. Private Rented Sector added to work programme to include update on the discretionary licencing scheme and HMO's.
	Who gets Social Housing (Justin Haywood)	The report be noted and a further update provided in six months.	Item added to work programme for update in January.
	Rent arrears report – Year-end report (Charlotte McGraw)	The report be noted. Further information to be provided to members of the commission in relation to outstanding repairs and the impact on rent payments.	Data shared with members of the commission.
	House Building & Acquisitions update (Simon Nicholls)	The report be noted. Further information to be provided to members of the commission in relation to the number of dwellings for proposed development at each identified site as well as timeframes for the completion of the site as Abbey Park Road.	Data shared with the commission. Further information on timescales to be shared when known.
	Disabled Facilities Grant / Housing Adaptation (Simon Nicholls)	The presentation be noted. Further work on the adaptions policy to be considered for the work programme.	Adaptations Policy added to work programme.

Appendix E

Meeting Date	ltem	Recommendations / Actions	Progress
19 September 2023	Homelessness Strategy Update (Caroline Carpendale / Justin Haywood)		
	Damp & Mould (Sam Taylor / Alison Lea) Repairs, Gas & Voids Performance Report (Kevin Doyle / Sam Taylor)		
	District Heating Metering update (Chris Burgin)		

Meeting Date	ltem	Recommendations / Actions	Progress
30 October 2023	Retrofitting & Climate Emergency update (Simon Nicholls)		
	Empty Homes update (Joanne Russell)		
	PRS Strategy update (Justin Haywood and Sean Atterbury)		
	Migration & Asylum (Joanne Russell)		

Meeting Date	ltem	Recommendations / Actions	Progress
27 November 2023	Housing Capital Programme update (Simon Nicholls)		
	ASB Service update & District Service performance (Gurjit Minhas)		
	Channel Shift – housing update (Charlotte McGraw)		

Meeting Date	Item	Recommendations / Actions	Progress
9 January 2024	Tenancy Support (Gurjit Minhas)		
	HRA Budget (Chris Burgin)		
	Who gets Social Housing? (Caroline Carpendale / Justin Haywood)		
	Overcrowding Strategy update (Caroline Carpendale / Justin Haywood)		

Meeting Date	ltem	Recommendations / Actions	Progress
11 March 2024	Environmental Budget update (Gurjit Minhas) Adaptations Strategy (Simon Nicholls) Homelessness Strategy Update (Caroline Carpendale / Justin Haywood) Income Collection Performance update		
	(Charlotte McGraw)		

Forward Plan Items (suggested)

Торіс	Detail	Proposed Date
Housing allocations policy		
Response to the Housing Crisis in Leicester commission review		
Response to Examining the role and effectiveness of the proposal to establish a central housing Anti-Social Behaviour Team review		27 November (to be combined with ASB update)
Local Plan		