

## Performance Surgery – BV183i

### PART A – OVERVIEW

**Title of Indicator:** BV183i - The average length of stay in bed and breakfast accommodation.

**Indicator definition:** Refer to ANNEX A

**Portfolio:** (Housing and Public Protection)

**Scrutiny Commission:** Community Commission

**Accountable Officer:** Lisa Callow

**Assistant Director:** Mark Menzies

#### 1. How is the indicator underperforming?

Annex B - Underperformance checklist

Annex C – Historical Performance Results

### PART B – ANALYSIS OF CURRENT PERFORMANCE (To be completed by Accountable Officer)

#### 2. Are the performance results ‘true’ results?

Yes.

#### 3. What factors contribute to performance?

The number of homeless cases requiring emergency accommodation and the lack of alternative accommodation both temporary and permanent.

This indicator is an average and therefore if there are a smaller number of households but each for a longer period this increases the average disproportionately as opposed to greater numbers being in B&B for a shorter period.

#### 4. What is causing the indicator to under perform?

The number of homeless cases needing emergency accommodation in proportion to the number of permanent housing options.

We have lost a private provider of temporary accommodation thus giving us less family type temporary accommodation. However we have to link the provision of alternative temporary accommodation to the need to reduce our use of temporary accommodation by 50% by 2010 as instructed by the government.

#### **5. What actions could be undertaken to improve performance?**

We are exploring various schemes in relation to using alternative temporary accommodation including the introduction of the single point of entry for single homeless people and crash pads for young single people for interim accommodation.

We are placing an increasing focus on the privately rented sector as an alternative to social housing because of the lack of supply as opposed to demand.

A greater proportion of properties could be allocated to the emergency band but this would be contrary to our preventative work, another government emphasis. We are trying to encourage applicants to pursue their housing options rather than encouraging them to apply as homeless as the only means to acquire social housing. The introduction of the new allocations policy in February 2007 appears to have helped us in preventative work.

<b>PART C – RESULTS OF PERFORMANCE SURGERY (For completion following the surgery)</b>
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**Meeting held on 21 February 2008**

**Attendees:**

Councillor A Nath	Cabinet Portfolio Holder and Chair
Mark Menzies	Assistant Director Housing and Advice
Kath Kennedy	Assistant Director Customer Service
Lisa Callow	Housing Options Manager
Tricia Thomas	Housing Advice Manager (Homelessness)
Mark Holmes	Benefits Manager
Mahroof Hussain	Overview and Scrutiny Officer
Heather Greenan	Planning and Performance Manager
Nadya Dunayeva	Project Administrator

**6. What were the main causes of underperformance discussed?**

The number of homeless cases needing emergency accommodation in proportion to the number of permanent housing options. There has been a loss of a private provider of temporary accommodation thus less family type temporary accommodation is available, most of which is provided by Derby Homes. Hence there has been an increase in the use of emergency type accommodation such as B&B.

Officers noted that in their opinion this indicator is meaningless as it measures only a small part of temporary accommodation i.e. families in bed and breakfast accommodation. The results do not reflect whole scale use of temporary accommodation.

Going forward, it will be more meaningful to monitor full use of temporary accommodation on Performance Eye (as reflected in the new National Indicator Set). There is a Government target to reduce temporary accommodation by 50% by 2010.

It should be noted that there will always be a need to use B&B accommodation for emergency cases. Given the reducing amount of temporary units, there may be an increase in B&B use above current levels, however officers are confident that we will not reach the Government maximum of 6 weeks (CPA indicator threshold).

**7. What actions were agreed to improve performance? Has an action plan been prepared?**

An action planning day will held at the end of February 2008 to look at the wider issue of temporary accommodation. There is also ongoing work to model supply and demand for temporary accommodation in the future.

**8. What are the resource implications of these actions?**

This will be considered at the action planning day in February.

**9. What are the timescales?**

A plan will be published by June 2008.

**10. When will progress be reported to Scrutiny?**

N/A.

## Audit Commission Definition

Please note this Best Value indicator was phased out for 2007/08.

<b>BV 183i</b> <b>Introduced 2002/03</b> <b>Good Performance ↓</b>	
<b>Title</b>	Length of Stay in Temporary Accommodation (Bed & Breakfast)
<b>Description</b>	The average length of stay in bed and breakfast accommodation of households that are unintentionally homeless and in priority need.
<b>Purpose/aim</b>	To measure authorities' success in reducing the inappropriate use of temporary accommodation.
<b>Definition</b>	<p>Include only households that both:</p> <ol style="list-style-type: none"> <li>1. include dependent children or a pregnant woman for whom a local housing authority duty under s.193 of the Housing Act 1996 has come to an end at some point during the financial year, and;</li> </ol> <p>temporary accommodation at the end of financial year should count towards the next year's calculation.</p> <ol style="list-style-type: none"> <li>2. have spent some time in bed and breakfast arranged by a local housing authority at any point pursuant to the homelessness application that gave rise to the s.193 duty referred to above.</li> </ol> <p>Note: this means that some households may need to be included even though they have not spent any time in bed and breakfast during the financial year.</p> <p>'Bed and Breakfast accommodation' includes:          Bed and Breakfast hotels;          shared facility hotel annexes and shared facility HMOs;          other nightly paid/privately managed accommodation with shared facilities (meals provided); and          other nightly paid/privately managed accommodation with shared facilities (but no meal(s) provided); as defined on the P1E forms from April 2002 onwards.</p>

'Length of stay' is the cumulative amount of time spent by the household in Bed and Breakfast as a discharge of homelessness duties arising from one homelessness application. This includes any periods that may have been separated by stays in other forms of temporary accommodation.

Measurement of each length of stay commences on the date when the household first entered this form of accommodation (e.g., to discharge the s.188 duty), not the date on which the authority decided that the s.193 duty was owed.

If someone becomes pregnant whilst in temporary accommodation measurement starts at the point at which the council is informed of the pregnancy, not from when the pregnancy commenced. Measurement stops when the household leaves B&B accommodation, or when s193 homelessness duty comes to an end. Do not count any time spent in B&B prior to 1st April 2004 (the date from which the Homelessness (Suitability of Accommodation)(England) Order 2003 took effect).

Where an applicant has lawfully exercised their right to request a review under the Housing Act 1996 s.202(1), any time spent in B&B during this period should not count towards calculating this indicator. If the applicant is successful in their s.202(1) appeal, count time spent in B&B from the date that the appeal was successful.

As the indicator relates to the cumulative period spent by the household in bed and breakfast it should include any relevant time before the start of the financial year. Households still in temporary accommodation at the end of financial year should count towards the next year's calculation.

Time spent by a homeless household in self-contained accommodation (where the household does not share any washing, cooking or bathing facilities etc) should not be included in the calculation of the average.

In referral cases, where the notified local authority accepts the s. 193 duty, for the purpose of this BVPI, that authority need not count the time spent by the household in question in accommodation provided by the notifying local authority.

	<p>Appeals:</p> <p>There are two types of appeals, 'formal legal appeal' or a 'local non-official refusal of first offer of accommodation'. If the appeal is the former type time stops whilst the appeal is being heard. If it is the latter type then it depends on the local policy. If local policy allows families to have more than one offer then authorities do not finish their duty to the household until the authority has offered as many properties as the local policy allows.</p>		
<b>Formula/ Worked E.g.</b>	<p>Average is calculated as the mean length of stay and should be reported as one figure in whole weeks.</p> <p>Mean length of stay is found by adding the quantities together and dividing by their number, e.g. if four families spend 4,6,12 and 22 weeks in B&amp;B respectively, the average length of stay would be reported as 11 weeks <math>((4+6+12+22) / 4)</math>.</p>		
<b>Measurement Period</b>	Current financial year	<b>Data Source (if external)</b>	N/A
<b>Return Format</b>	Number (whole weeks)	<b>Decimal Places</b>	0
<b>Further Guidance</b>	<p>Measurement commences on the date when the household first entered this form of accommodation (e.g., to discharge the s.188 duty). Note that this will not necessarily be the date on which the authority decided that the s.193 duty was owed (it may be before or after). As the indicator relates to the cumulative period spent by the household in (i) bed and breakfast and (ii) hostel accommodation it should include any relevant time before the start of the financial year. Time spent by a homeless household in self contained accommodation (where the household does not share any washing, cooking or bathing facilities etc) should not be included in the calculation of the average. In referral cases, where the notified local authority accepts the s. 193 duty, for the purpose of this BVPI that authority need not count the time spent by the household in question in accommodation provided by the notifying local authority.</p>		
<b>Target Setting</b>	Local		
<b>Scope</b>	Metropolitan Councils, London Boroughs, Unitary Councils, District Councils, Council of the Isles of Scilly, Common Council of the City of London		

## Underperformance Checklist

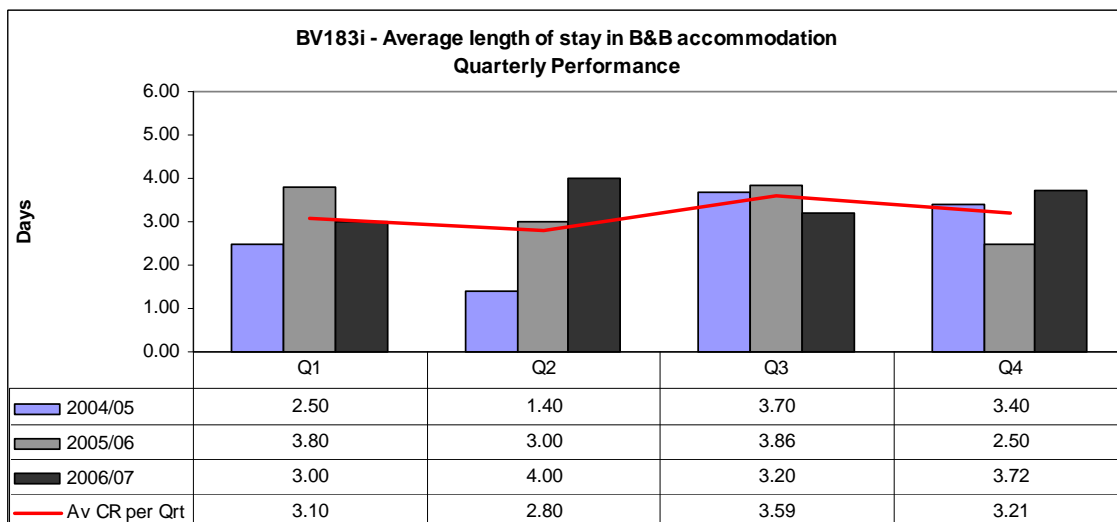
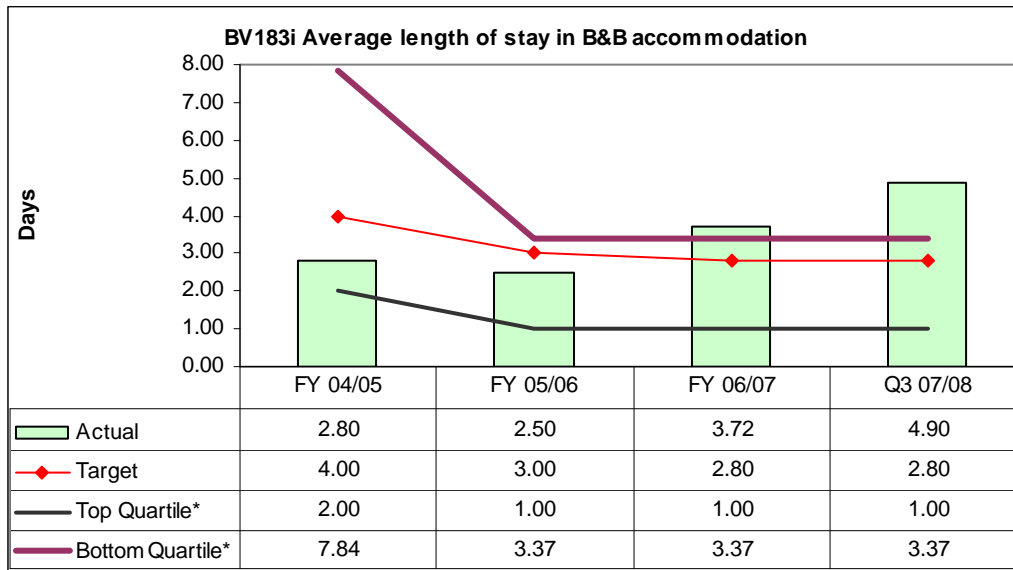
Name of Indicator: BV 183i

Criteria	Evaluation		Comments
	Yes	No	
<p>Is the indicator failing to meet target?</p> <p>Is the indicator 'red' or 'amber'</p>	Yes		<p>Quarterly performance has not met the current target of 2.8 weeks since 2005/06. Performance in Q3 2007/08 was 4.9 weeks which exceeds the target by 75%. Performance is therefore flagged as 'red' in Performance Eye.</p> <p>Annual performance in 2006/07 was 3.72 weeks, which missed target of 2.8 by 33%.</p>
<p>Was the target the unrealistic?</p> <p>Was the target stretching enough or has the target been missed by a significant amount?</p>	Yes		<p>Given performance against target in 2006/07, the target for 2007/08 looks unrealistic.</p>
<p>Is the direction of travel deteriorating?</p>	Yes		<p>Performance has deteriorated since the end of 2005/06. Performance peaked in Q2 2007/08 at 5.2 weeks, although Q3 showed a slight improvement – down to 4.9 weeks. It is unclear what the forecast year-end position will be for 2007/08 – it is extremely unlikely that we will hit annual target of 2.8 weeks.</p>
<p>Do we compare poorly with other authorities?</p> <p>Are we in the bottom or lower median quartile compared to all unitary authorities? <i>BVPs only</i></p>	Yes		<p>Annual performance for 2006/07 and quarterly results in 2007/08 show that we are consistently falling into the bottom quartile when compared to other unitary councils.</p> <p>Bottom quartile = 3.37 weeks Top quartile = 1.00 weeks</p>
<p>Has our position compared to our peers declined over the past 12 months?</p>	Yes		<p>Our performance in both 2004/05 and 2005/06 showed our performance to be above average (upper median quartile) when compared to other unitary councils. This has obviously slipped during 2006/07 and 2007/08 given the pressures faced by the service.</p>



Criteria	Evaluation		Comments
	Yes	No	
<p>Is the performance of the indicator moving in a different direction to the national trend?</p> <p><i>Only tick 'yes' if movement of the indicator is negative. BVPIs only</i></p>	<b>Yes</b>		<p>National quartile data indicates an improving trend amongst other unitaries. Therefore the projected deterioration in performance for 2007/08 will further impact on our position relative to peers.</p>
<p>Does the indicator support a corporate priority?</p>	<b>Yes</b>		<p>CP 6 Giving you excellent services and value for money.</p>
<p>Is this indicator a Comprehensive Performance Assessment or Local Area Agreement indicator?</p>	<b>Yes</b>		<p>The indicator, whilst no longer a formal Best Value PI, does form part of the overall CPA service assessment for Housing. Current performance falls between the threshold, which does not cause any problems from a CPA point of view.</p> <p>Lower threshold = 6 Upper threshold = 1.2</p>
<p>Has the indicator been previously highlighted as underperforming in the last 12 months?</p>	<b>Yes</b>		<p>This indicator has previously been highlighted as underperforming in the annual Best Value Performance Plan.</p>

**BV183i Historical Performance Results**



Comments entered into Performance Eye by the indicator's Accountable Officer are set out below...

**Quarter 1 2007/08**

This quarter our contract has ended with Capital Homes for temporary accommodation and this has had an effect on the length of time households have been in b&b.

**Quarter 2 2007/08**

None entered.

**Quarter 3 2007/08**

The figures for average length in bed and breakfast have been higher than last year partly because of the lack of temporary accommodation. We lost the use of some properties through a private provider and have been waiting to acquire some more from our ALMO.