

**Mansfield District Council**

**Temporary**

**Accommodation**

**Placement Policy 2025**



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## DEFINITION

Interim accommodation is a type of accommodation that should only last for a short time. If the council decides you meet the criteria for longer term housing, you might be given 'temporary accommodation' until you or the council can find you a longer term home.

Temporary accommodation is a type of accommodation sometimes provided to people experiencing homelessness. Temporary housing may include various types of accommodation such as hostels managed by the local council, hostels managed by charities, or flats and houses rented through a private property owner.

When the council has accepted a Relief Duty to you, you will be placed in interim accommodation. Once the council has accepted a Main Duty to you, the accommodation will change to Temporary Accommodation. This means that you will not necessarily be moved to alternative accommodation, but the accommodation you are in will be changed to Temporary Accommodation.

## INTRODUCTION

The Mansfield District Council Policy sets out how Mansfield District Council (the Council) will meet its responsibilities to people who are homeless in the Mansfield District and how homeless households will be prioritised for placements in procured supply of Temporary Accommodation (TA) in line with duties owed under s188, s190, s193 and s199a of the Housing Act 1996 Part VII.

In determining priority, the Council will assess the individual circumstances in each case and explore a number of impacts prior to placement including affordability; location; health; education; social need and employment and additional checks on the suitability and standards of any accommodation.

The Council's housing advice service and statutory homelessness duties are delivered by Mansfield District Council's Housing Needs.

## LEGAL FRAMEWORK

This policy aligns with a range of national legislation, which it is the responsibility of the council, and its officers, to comply with when making relevant decisions. This includes:

- Sections 188, 190, 193, 199a, 206, 208 and 210 of the Housing Act 1996
- The Homelessness Code of Guidance for Local Authorities
- The Homelessness (Suitability of Accommodation) (England) Order 2003
- The Homelessness (Suitability of Accommodation) (England) Order 2012
- The Homelessness Reduction Act 2017
- The Equality Act 2010
- The Localism Act 2011
- Section 17 of the Children's Act 1989
- Section 11 of the Children's Act 2004
- The prevailing case laws

Section 188 of the Housing Act 1996 Part VII provides that the Council must ensure that accommodation is available for an applicant where it has reason to believe they may be homeless, eligible for assistance and in priority need (these are all defined terms in law). This duty is known as the 'interim duty' and continues until the Council has made a final decision as to whether the applicant is owed the 'main housing duty'. Applicants placed under section 188 are no longer afforded the safeguards identified in the Protection from Eviction Act 1977 Section 5 and therefore there is no requirement for the Council to seek a court order for possession. This is detailed in case law relating to the case of (R, (ZH and CN) v London Boroughs of Newham and Lewisham [2014] UKSC 62).

Section 190 of the Housing Act 1996 Part VII provides that the Council must secure accommodation for households with an intentional homeless decision for a period the Council deems reasonable for the household to secure an alternative arrangement.

Section 193 of the Housing Act 1996 provides that the Council must ensure that accommodation is available for an applicant where it determines that they are homeless, eligible for assistance, in priority need, not intentionally homeless, and where it has not successfully 'prevented' or 'relieved' homelessness (these are all

defined terms in law) and has not referred the application to another local authority. This is known as the 'main housing duty' and continues indefinitely until the applicant accepts an offer of a settled home, or until one of another of a list of prescribed events occurs.

Section 199a of the Housing Act 1996 Part VII provides that the council must offer interim accommodation to households who are homeless, eligible for assistance and in priority need, pending notification and referral to another local authority and the offer of accommodation ending when the other local authority accepts that the referral conditions have been met.

Section 206 of the Housing Act 1996 provides that any accommodation provided under section 188 or 193, whether temporary or otherwise, must be suitable.

Chapter 17 of the Homelessness Code of Guidance codifies the factors, borne from various legal instruments, local authorities should consider when determining whether temporary accommodation is suitable. Such factors include the standards, size, affordability, and location of any accommodation.

Section 208 of the Housing Act 1996 provides that, so far as reasonably practicable, accommodation found by the Council should be in the local authority area. When accommodation is provided out of the area, the Council should notify the local authority in whose area the accommodation is situated.

The Homelessness (Suitability of Accommodation) (England) Order 2012 provides that the following factors should be considered when deciding whether accommodation is suitable.

- The distance of the accommodation from Mansfield District area.
- The level of any disruption to employment, caring responsibilities, or education.
- The proximity and accessibility of the accommodation to medical facilities and support

- The proximity and accessibility of the accommodation to local services and transport

The Homelessness (Suitability of Accommodation) (England) Order 2003 provides that households containing children or pregnant women should only be housed in 'bed and breakfast' accommodation where no other accommodation is available, and even then, such occupation should not exceed 6 weeks.

Section 11 of the Children's Act 2004 provides that, in carrying out its functions, a local authority must have regard to the need to safeguard and promote the welfare of children.

The Equality Act 2010 provides that, in carrying out its functions, a local authority must have due regard to the following.

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

*Nzolameso v Westminster* (2015) UKSC 22, set out that Local Authorities must produce a policy which sets out how it will provide accommodation for households who are homeless in its district.

*Birmingham CC v Ali and others* : *Moran v Manchester CC* [2009] UKHL 36, sets out that what is considered suitable accommodation to comply with interim accommodation duties might be different from suitable accommodation offered in discharge of the main housing duty.

OVERVIEW

Local authorities are required to provide temporary accommodation when households are assessed as homeless, are owed a homeless duty and they have no means of securing their own arrangements whilst their homeless application is being investigated or before settled housing can be sourced.

Temporary accommodation is an umbrella term for a wide variety of accommodation which can be accessed by homeless households and may include use of hotels, temporary accommodation, supported accommodation etc. (this list is not exhaustive).

All types of accommodation are only meant to be temporary, which is for a limited amount of time, until the household either locates their own housing in the private sector or is offered a suitable offer in permanent accommodation if homeless duty has been accepted by the local authority.

In accordance with the law and homelessness legislation, including the 'Homelessness Code of Guidance for Local Authorities (2018)' so far as reasonably practical, Mansfield District Council will seek to accommodate homeless households within the Mansfield District and will always consider the suitability of accommodation taking into account the circumstances of the household.

However, due to a range of factors including the economic downturn, changes to the private sector rented market and the impact of welfare reform, it has become increasingly difficult to acquire suitable accommodation within the district. When assessing what accommodation is suitable for a household, local authorities are entitled to take into account the practical constraints imposed by finances. Therefore, where temporary accommodation cannot be secured within the locality at reasonable cost, out of district accommodation will be sourced, to enable placements to be made to fulfil the Council's housing obligations.

Additionally, when considering each household's needs it may be more appropriate to place a household outside of the local authority boundaries if there is a risk posed to the household (or any member) within Mansfield District or if this allows better access to established links such as employment, family connections, medical services or schooling thus maintaining the wellbeing of the household.

The Council keeps its use of temporary accommodation continually under review, and where a household is placed out of area, the Council will seek to return them to within the Mansfield District boundary at the earliest opportunity to do so.

## TYPES OF TEMPORARY ACCOMMODATION

The Council uses a variety of accommodation to temporarily house those who are homeless or threatened with homelessness. All occupants of temporary accommodation will have limited security of tenure. Depending on the accommodation offered, applicants will have a licence to occupy. Licensees do not have the same rights as secure tenants have, for example they do not have a right to buy, right to exchange, or right to take in lodgers.

Temporary Accommodation includes, but is not limited to the following:

- Dispersed Units of Temporary Accommodation. Accommodation Units including bedroom, bathroom, kitchen living facilities that are only for the use of the referred household. A number of these units are located around the District. This type of Temporary Accommodation has Accommodation Officers assigned and available for support.
- Block Units of accommodation. Accommodation Units including bedroom, bathroom, kitchen, living facilities that are only for the use of the referred household. This type of Temporary Accommodation has Accommodation Officers assigned and available for support.
- Hotels and Nightly Paid Serviced Accommodation – this is used in an emergency (including out of office hours) for any homeless household when there is no alternative temporary accommodation available. These accommodation units are usually self-contained bedrooms with private bathrooms but may not have kitchen or living facilities available. This type of Temporary Accommodation has Accommodation Officers available for support.
- Refuge accommodation – this is used as safe housing for those fleeing domestic abuse and often those who find themselves homeless. This



accommodation type is usually a private bedroom in a shared house with onsite specialist support.

There are costs attached to all forms of temporary accommodation, which will need to be paid in part, or full through housing benefit (if eligible) or as a contribution from the household income. There are likely to be additional service charges that will need to be paid by the household (regardless of whether they are in receipt of housing benefit). Households may face eviction from temporary accommodation if charges are not paid and the Council can then choose to end its duty to house the homeless household.

## **SUITABILITY ASSESSMENT FRAMEWORK**

As far as reasonably practicable, the Council will seek to provide temporary accommodation within the District. However, sufficient supply within the District is not always available.

If the local authority has a duty to secure accommodation, an assessment will be carried out to determine the requirements of the applicant and their household. The assessment will determine whether the applicant has:

- Priority to be located in Mansfield District (in-area)
- Priority to be located close to Mansfield District (close to area)
- No priority to be located either within or close to Mansfield District (out of area)

The award of an in-area or close to area location priority does not guarantee the provision of temporary accommodation within those areas, rather priority for such accommodation when a suitable unit is available.

The Council will have due regard to the principal needs of any children in the household, and the need to safeguard and promote the children's welfare. In particular, regard will be had to any disruption to schools, medical care, social work, other key services, and other support.

The Council will have due regard to matters concerning public safeguarding and protection and will work with all relevant organisations to ensure the suitability of accommodation.

Where feasible, the Council may reserve units in anticipation of applicants presenting who meet the criteria for an in-district placement. This has been confirmed as a reasonable practice in the 2018 Court of Appeal case *Adam and Alibkhiat v Westminster and Brent Councils*. However, this is unlikely to be possible if it involves additional costs for the Council.

## PRIORITY FOR ACCOMMODATION WITHIN AREA

If suitable accommodation is available in the district that will be the first option considered. However, when there is a lack of suitable accommodation or there are higher priority households awaiting accommodation in the district, out of district placements will be used to meet the council's housing duty.

Priority for available in-area accommodation will be given to certain households who the Council has assessed as having a particular need to be housed within the Mansfield District. Households who satisfy one or more of the following criteria will be considered as having a priority for accommodation within the Mansfield District boundary:

- Those who are receiving current treatment for a physical or mental health condition from a specialist hospital unit within the district where they are at a critical point in their treatment which requires attending appointments at the facility twice or more per week.
  - which cannot be transferred to another NHS service
  - which is not just as easily accessible from an out of area temporary placement as it would be from within the district boundary
- Children subject to a Child Protection Plan in Mansfield District which cannot be transferred to another local authority without causing serious detriment to a child's welfare.

- Children subject to a Statement of Special Educational Needs in Mansfield District which cannot be transferred to another local authority without causing serious detriment to the child's welfare.
- In accordance with the criteria set out within the local Allocation Scheme, those who have a longstanding or formal arrangement to provide essential care to another resident of Mansfield District who is not part of the household.
- Other circumstances which demonstrate an exceptional need which cannot be met outside of the Mansfield District boundary.

Mansfield District Council boundaries are surrounded by urban areas. Therefore, exceptions to all of the above will be considered where available temporary accommodation outside of the boundary is geographically closer and as accessible to a place of need than an in-area placement.

An in-area priority does not guarantee an in-area placement. However, should suitable accommodation be available within the Mansfield District, it does give that household priority over others without this assessed priority.

## PRIORITY FOR ACCOMMODATION CLOSE TO AREA

'Close to Area' priority is defined as priority for accommodation located within a specific travelling distance to Mansfield District by public transport.

Applicants or their household members to be housed with them who satisfy one or more of the following criteria will qualify for 'Close to Area' priority:

- Those who are continuously employed within Mansfield District for 16 hours or more per week in a role which cannot be transferred to another area. Wherever practicable the Local Authority will seek to place such households within 90 minutes travelling distance by public transport from their place of employment which is in accordance with the Universal Credit Regulations 2013, Section 97 (3) on maximum travelling times for employment

- Women who are on maternity leave from employment and meet the above criteria will also be prioritised for placements close to Mansfield District. Wherever practicable the Local Authority will seek to place such households within 90 minutes travelling distance by public transport from their place of employment.
- Children who are enrolled in Primary School age in Mansfield District. Wherever practicable the Local Authority will seek to place such households within 45 minutes journey each way using public transport, inclusive of time taken to walk to a pickup point. This is in accordance with timescales recommended by the Department for Education for children of primary school age.
- Children who are enrolled in GCSE, AS, or A level courses in Mansfield District, with public exams to be taken within the current or next academic year. Wherever practicable the Local Authority will seek to place such households within 75 minutes journey each way using public transport, inclusive of time taken to walk to a pickup point. This is in accordance with timescales recommended by the Department for Education for children of secondary school age.
- Other exceptional circumstances, where applicants demonstrate an exceptional need to be housed close to the Mansfield District.

Mansfield District Council boundaries are surrounded by urban areas. Therefore, exceptions to all of the above will be considered where available temporary accommodation outside of the boundary is geographically closer and as accessible to a place of need than an in-area placement.

A 'Close to Area' priority does not guarantee a placement within the suggested travelling distance of Mansfield District by public transport. However, should suitable and affordable accommodation be available within that area, it does give the household priority over others without that assessed priority.

**NO PRIORITY FOR ACCOMMODATION WITHIN OR CLOSE TO AREA**

Households who meet none of the 'In-Area' or 'Close to Area' criteria may automatically be offered properties further afield than 90 minutes travelling distance of Mansfield District by public transport, when no suitable property is available within these areas.

Households who are offered Temporary Accommodation under s190 or s199a of the Housing Act 1996, Part VII will not have a priority for accommodation within or close to the district. If households are in Temporary Accommodation within or close to the district under a different duty which is then ended and the s190 duty or the s199a duty begins, Mansfield District Council reserves the right to move them to accommodation further afield.

#### PRIORITY FOR MANAGED TEMPORARY ACCOMMODATION

Priority for accommodation with either on site or remote management will be given to those assessed as

- Requiring or would benefit from support; the type of which is provided at the accommodation.

Such priority does not guarantee placement into managed accommodation, but should suitable managed accommodation be available within that area, it does give the household priority over others without that assessed priority.

Where additional support needs are identified, officers may decide to refer an applicant and their household for assistance from other appropriate support services (either provided by the council or other public or community sector).

#### PRIORITY FOR STABLE TEMPORARY ACCOMMODATION

Stable temporary accommodation is accommodation provided or managed by the Council, a Registered Provider or private company on behalf of the Council. Following

a placement, it is generally available for the household to occupy until they secure rehousing (though within the management of temporary accommodation, the council reserves the right to move households between accommodation units to maximise available options for all owed a duty).

Priority will be given to households who:

- Have been accepted as requiring assistance in accordance with s.193 of the Housing Act 1996.
- Have other exceptional circumstances that the Council considers appropriate to be offered long term temporary accommodation.

Stable temporary accommodation differs from short-term temporary accommodation which is Nightly Paid Emergency Accommodation (NPEA). NPEA is furnished accommodation in a hotel (or guesthouse) and is likely to require frequent moves between available accommodation units. NPEA is often what is available in urgent presenting need and therefore will normally be given to households who have been accepted as requiring assistance in accordance with s.188 of the Housing Act 1996.

## PRIORITY FOR SELF-CONTAINED TEMPORARY ACCOMMODATION

Self-contained accommodation is accommodation where the applicant and their household do not have to share facilities with another household.

Priority for self-contained accommodation will be given to households where:

- There is an identified medical need which the Council has assessed would be best managed within this type of accommodation.
- There are issues relating to safeguarding or public protection.
- A household has belongings that must be protected and where no alternative suitable arrangements to ensure this have been identified.
- There is an identified exceptional need which the Council considers would be best met by this type of accommodation.

A priority for self-contained accommodation does not guarantee such a placement, but should suitable self-contained accommodation be available it does give that household priority over others without this assessed priority.

## MULTIPLE PRIORITIES

Where there are multiple priorities identified which conflict (e.g. schooling, medical and employment needs) the Council will consider information from the household and any supporting agencies and determine which priority is given most weighting, if not all needs can be met within a placement.

## OCCUPANCY STANDARDS

Within temporary accommodation, a room is available as sleeping accommodation if it is of a type normally used in the locality either as a living room or as a bedroom.

The number of people who can occupy an Accommodation Unit depends upon the number of bedspaces available. Bedspaces include double beds, single beds, bunk beds, sofa beds and z-beds/camp beds. The number of bedspaces (excluding cots) expected to be provided in each Accommodation Unit is as follows:

Size of Accommodation Unit	Number of Bedspaces
Studio / Standard hotel room / 1 bedroom house	Minimum 2 Maximum 6
1 Bedroom flat	Minimum 3 Maximum 6*
Family hotel room/suite	Minimum 4 Maximum 6
2 Bedrooms	Minimum 4 Maximum 8
3 Bedrooms	Minimum 6 Maximum 12

\*assumes a sofa bed in the lounge as bedspace for 1 or 2 adults.

The following occupancy assumptions can be made when assessing the appropriate size of an Accommodation Unit for a Household:

- 2 adults within the same household can share a double bed
- 1 adult (with parental responsibility) and 1 child of the same gender aged over 3 can share a double bed
- 1 adult (with parental responsibility) and 1 child of a different gender aged 3-9 can share a double bed
- 1 adult (with parental responsibility) and 1 child of the same gender aged 10 and over can share a double bed
- 2+ children of the same gender aged 0+ can share a double bed
- 2+ children of different genders 3-9 can share a double bed
- Children aged 10 and over of different genders should have separate beds
- The maximum number of children aged 3 and over in one room is 4
- All children aged under 3 should be in the same room as the adult who has parental responsibility for them

## TEMPORARY ACCOMMODATION OFFERS AND REFUSALS

The suitability of accommodation can change over time. The Council may consider somewhere to be suitable for occupation for short period (i.e. pending enquiries or whilst securing alternative accommodation) that wouldn't be considered suitable in the longer term. The Council always aims to offer suitable accommodation to the household at the first placement, though this may not be the most suitable, subject to availability. Households who have any reservations about the suitability of the temporary accommodation being offered should initially discuss the matter with the officer managing their homeless application.

All applicants retain the right to make a formal complaint about the service they receive from the Council by following its formal complaints process.

Once a household has been assessed and it has been recognised that there is a duty to accommodate temporarily in emergency accommodation, the Council will make one suitable offer of interim accommodation. There is no obligation upon the Council to enable applicants to view the accommodation prior to acceptance. If an applicant refuses an offer of accommodation and the Council does not accept the reasons for refusal, and considers that the offer is suitable, the Council's duty will cease, and the



applicant may not be offered further temporary accommodation and may be required to make their own arrangements.

There is no statutory right of review against the suitability of temporary accommodation offered to applicants, although the applicant can apply for judicial review through the courts, if challenging the suitability of the offer.

The exception to this is where the Council has accepted a full housing duty to a Household residing in Temporary Accommodation or provided with Temporary Accommodation this will be offered in line with the S193 duty. Temporary Accommodation offered or when provided under this duty can be subject to a review of suitability. Temporary Accommodation refused or lost when placed/offered under a S193 duty can end the duty to provide any further temporary or permanent accommodation.

## ENDING OF TEMPORARY ACCOMMODATION

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### DISCHARGE OF SECTION 188 [INTERIM] ACCOMMODATION DUTY

Where the Household is accommodated under s188 within the Relief duty and pending enquiries into longer term duties owed and have breached the licence condition, they will be asked to leave the interim accommodation following warnings and accommodation may be ended with immediate effect, subject to individual circumstances.

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### DISCHARGE OF SECTION 193 ACCOMMODATION DUTY

Where customers are accepted for a main housing duty under Section 193 of the Housing Act, longer term suitable temporary accommodation will be provided. The Council will make one offer of suitable accommodation. The household has the right to review the suitability of this accommodation.

In such circumstances applicants will be encouraged to accept the offer of accommodation whilst a review of the suitability of the offer of accommodation is being considered. Where applicants refuse to take up the offer of accommodation whilst a review is underway, the current temporary accommodation may only remain available at the discretion of the Council's Housing needs Manager.

The Council shall cease to be subject to the duty under Section 193 [6] of the Housing Act, if the applicant:

- Ceases to be eligible for assistance
- Becomes homeless intentionally from the accommodation made available for their occupation
- Accepts an offer of accommodation under Part VI (allocation of housing)
- Accepts an offer of an assured tenancy (other than an assured short hold tenancy) from a private sector landlord
- Voluntarily ceases to occupy as their principal home, the accommodation made available for occupation
- Having been informed of the possible consequences of refusal and of his right to request a review of the suitability of accommodation, refuses a final offer

Where the Council decides that their duty has ceased as described above, the applicants housed under Section 193, will be asked to leave the temporary accommodation usually within 7 days subject to individual circumstances. Two warnings will be issued before the Council ceases its Section 193 duty and accommodation may be ended with immediate effect, subject to individual circumstances.

The Council may apply its discretion in withdrawing Temporary Accommodation in circumstances where the Household is accommodated under s190, have refused an offer of accommodation or the reasonable period has ended but are reviewing the Council's decision.

## MOVES BETWEEN TEMPORARY ACCOMMODATION

Where the Council determines that a placement does not meet the legally defined standards of suitability as a result of incorrect information from the temporary accommodation provider at the time of placement, through a change of circumstances or through the production of new information it will seek to make an urgent offer of

alternative accommodation as soon as one that is suitable and affordable becomes available.

Where the Council determines that a placement does meet the legally defined standards of suitability but considers that an alternative offer of accommodation would better meet the needs of the applicant and their household, it will seek to make an offer of alternative accommodation. Such an offer will only be made when an accommodation unit which is suitable and affordable becomes available and which is not required for a household who have been assessed to have a more urgent need for the placement.

Within its management of temporary accommodation, the council reserves the right to move households between accommodation units to maximise available options for all owed a duty.

Where a move from one temporary accommodation placement to another is necessary, the council will prioritise such moves in the following order:

- Transfer from TA found to be in serious disrepair that poses threat to life
- Transfer from TA due to violence, domestic or external that poses a risk to life
- Transfer from TA because of evidenced critical medical need e.g., TA accessed by stairs and tenant unable to negotiate
- Transfer from Hotel type accommodation for families who have been in occupation for at least 5 weeks (to avoid occupation beyond 6 weeks)
- Transfer from TA found to be unsuitable following a review
- Transfer because of evidenced serious medical need
- Transfer due to threats of violence, domestic or external harassment towards household
- Transfer from TA found to be in serious disrepair that cannot be rectified while the tenant is in situ
- Transfer from TA that is not providing best value
- Transfer for overcrowding/under occupation

This Policy document will be subject to ongoing review to reflect any changes in legislation or operational need but will be reviewed as a minimum annually. Where there are changes, or changes to legislation which impact on the Policy, then this will require the appropriate governance.