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# **SCARBOROUGH BOROUGH COUNCIL**

## **Homelessness and Rough Sleeping Strategy and Review 2019- 2023**

**Consultation Draft v1  
April 2019**



## FOREWORD XXX

### INTRODUCTION

This Homeless Strategy provides the framework around which the Council will work with our partners over the next four years to prevent homelessness within the Borough. During this period the strategy shall remain a 'live document' and shall be refreshed on an annual basis.

The strategy is an important document as it enables the Council to:

- Identify gaps in provision and highlight what works well.
- Maximise the use of available resources.
- Identify countywide objectives and highlight priorities for action.
- Co-ordinate activity between partners.
- Provide a basis for advocating and bidding for resources.
- Set out an explanation of how we will resource and monitor the delivery of key priorities through our Action Plans.

Whilst the strategy has been developed by the Council, crucial input has been received from partner agencies through the Council's Homelessness Forum. In addition valuable feedback has been received from front line staff and from clients who access services.

Further to the introduction of the **Homelessness Reduction Act 2017**, the Council asked the National Practitioner Support Service (NPSS) to undertake a detailed review of the service. The purpose of the review was both to help inform the development of this strategy and provide the Council with an external reality check to let us know how we were performing in relation to the new legislation.

This review was undertaken in January 2019. The Council was the first Local Authority nationally to be reviewed following the Acts implementation. Recommendations from that review are integral to the strategy action planning.

The strategy supports the overall aims and objectives of the Council's **Housing Strategy 2017/21** and should be read within the context of the Council's ambitious plans for housing growth. In recent years the supply of affordable housing has significantly increased within the Borough with over 700 new affordable homes completed over the last 4 years.

In addition, the strategy also supports the delivery of the York, North Yorkshire and East Riding Housing Strategy 2015-21 and the aims and objectives of the North Yorkshire Health and Well-Being Board. Key sub-regional partnership arrangements include the York, North Yorkshire and East Riding Housing Board, the Supporting People Commissioning Body and the York, North Yorkshire and East Riding County Homelessness Group.

## **OUR OBJECTIVES**

With the help of our partners we have developed four broad objectives, these are:

- 1. Preventing and Relieving Homelessness**
- 2. Temporary Accommodation – Reducing Demand and Improving Quality**
- 3. Ending Rough Sleeping**
- 4. Tackling Youth Homelessness**

In addition there are a range of actions and targets that we have adopted. The action plan that shows how the strategy will be delivered is included within **Appendix A**.

To help us develop the strategy we have undertaken a review of homelessness within the Borough. This review has considered:

- The current and likely future levels of homelessness within the Borough.
- Current and future levels of rough sleeping.
- The services we already have in place to help prevent homelessness (including support services to help homeless people) and the gaps in those services.
- Our ability to meet new legal duties.
- Future challenges and risks.
- The amount of accommodation we have available.
- The extent we use temporary accommodation and the quality of that accommodation.
- The resources we have available to deliver our strategy.
- Feedback from external peer review.

**CONSULTATION XXX...to be added**

**MONITORING XXX...to be added**

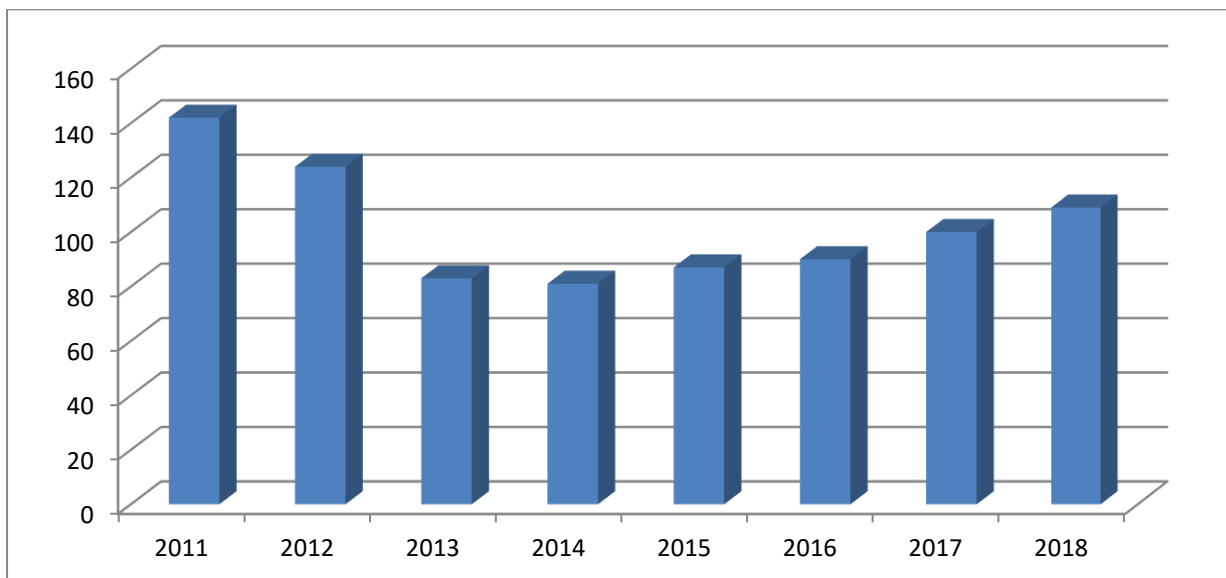
## LOCAL CONTEXT

### What is the demand?

Nationally, levels of homelessness have been increasing in recent years. From 2010/11 to 2017/18 Local Authorities reported a significant increase in the number of households deemed to be 'statutory homeless' and owed the Full Rehousing Duty. In 2017/18, 58,000 households were deemed to be homeless and owed a rehousing duty as compared to 44,000 in 2010/11..

At the local level the Borough has seen a steady increase in numbers overall since 2014. In 2014 just 81 households were homeless (owed a Full Rehousing Duty) as compared to 109 in 2017/18.

**Table 1 - Total Homeless Households – Borough (Full Rehousing Duty)**



Up to 2018/19 those households owed a **Full Rehousing Duty** (e.g. those households *are homeless through no fault of their own, eligible for assistance, in priority need for assistance and have a local connection to the area*) were counted as part of the Government's official statistical recording on homelessness. The Council in line with national and legislative requirements recorded the extent of homelessness the same way.

From April 2018 the **Homeless Reduction Act** came in to force. The Government changed the way it records statutory homelessness and statutory duties were extended. This change provides a much clearer position of the overall extent of homelessness within the Borough.

Using the new criteria, in 2018/19 **401** households in the Borough were threatened with homelessness and owed a statutory **Homeless Prevention Duty** (e.g. they are threatened with homelessness within 56 days). This means the Council had a legal

duty to try and prevent their homelessness within 56 days regardless of local connection, the reason for the threat of homelessness or priority need.

There were **328** households who were homeless therefore owed a **Homeless Relief Duty**. This means the Council has a duty to try and relieve their homelessness in 56 days regardless of the reason for their homelessness or priority need.

Of these households **25** who could not have their homelessness prevented or relieved went onto being owed the **Full Rehousing Duty**. This means the Council had a duty to accommodate them, however only if they were homeless through no fault of their own, in priority need for assistance and had a local connection to the area.

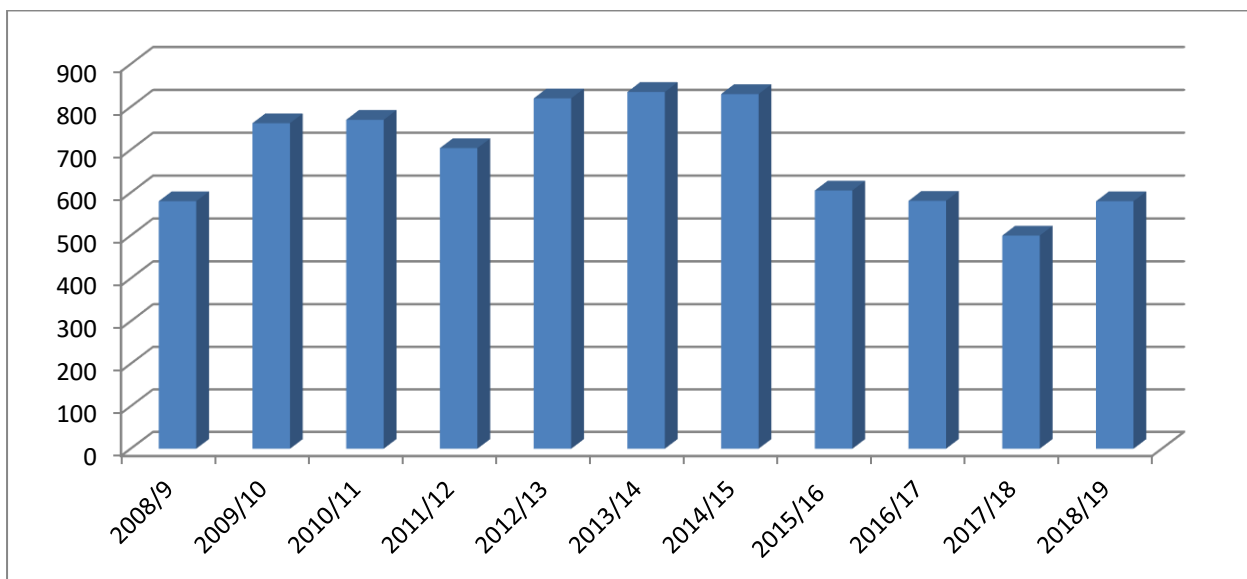
### What are the main causes of homelessness locally?

Loss of private rented accommodation is the main reason why people in the Borough become threatened with homelessness. In 2018/19 xxx households at risk of homelessness were owed a prevention duty because their private sector landlord served them with a notice.

Domestic Violence is however a significant problem within the Borough. Between 2012/13 to the end of 2017/18 112 households in the Borough became homeless (owed Full Rehousing Duty) due to some form of domestic violence.

### How many households have their homelessness prevented?

**Table 2 - Total Successful Homeless Prevention and Relief Interventions – Borough**



Historically all Councils have recorded all successful interventions that stop a household becoming homeless as 'homeless prevention'. The HRA however makes

a distinction between ‘**prevention**’ (e.g. an intervention to enable a household at risk of becoming homeless to remain living in the same property) and ‘**relief**’ (e.g. an intervention to stop the household being homeless by finding them alternative accommodation after they become homeless).

In 2018/9 of the **401** households were owed a statutory **Prevention Duty 339** had their homelessness prevented.

Of the **328** households were homeless and owed a **Relief Duty 241** had their homelessness relieved within 56 days through the offer of accommodation.

The drop off in prevention and relief outcomes from 15/16 onwards is attributed to the loss of reporting from some external agencies funded via NYCC (see Objective One).

## Demand for Social Rented Housing

One of the key ways the Council discharges its duties towards the homeless is through the provision of housing association owned and rented property. Where a **Full Rehousing** duty is owed the Council looks to meet that duty through its nomination arrangements with housing associations. However the demand for housing associated owned and rented housing within the Borough outstrips the supply.

**Table 3 - Numbers on Register by Band 2018**

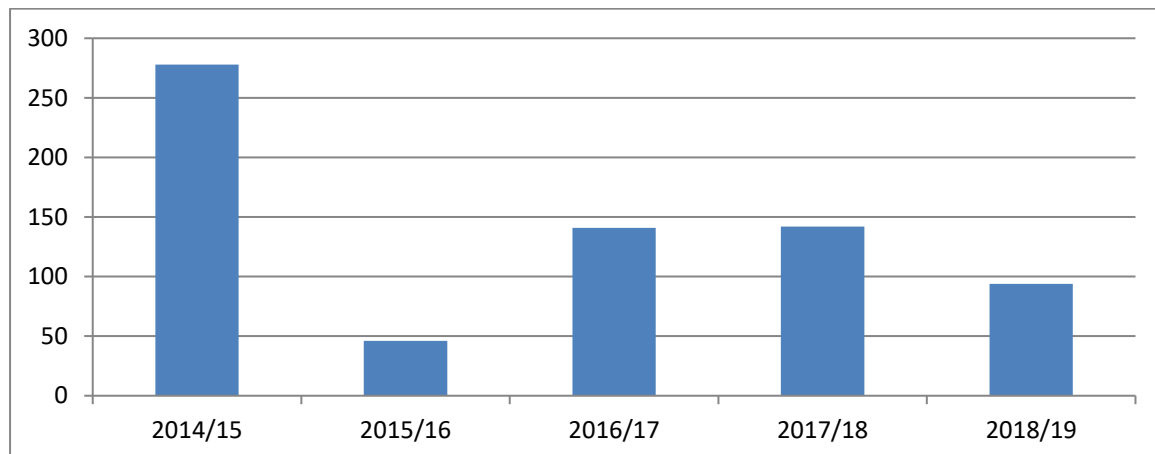
	<b>Emergency</b>	<b>Gold</b>	<b>Silver</b>	<b>Bronze</b>	<b>Total</b>
<b>Craven</b>	<b>2</b>	<b>23</b>	<b>151</b>	<b>227</b>	<b>403</b>
<b>Hambleton</b>	<b>2</b>	<b>53</b>	<b>349</b>	<b>517</b>	<b>921</b>
<b>Richmondshire</b>	<b>0</b>	<b>33</b>	<b>156</b>	<b>251</b>	<b>440</b>
<b>Ryedale</b>	<b>1</b>	<b>48</b>	<b>265</b>	<b>290</b>	<b>608</b>
<b>Scarborough</b>	<b>5</b>	<b>170</b>	<b>548</b>	<b>852</b>	<b>1575</b>
<b>Selby</b>	<b>2</b>	<b>48</b>	<b>278</b>	<b>268</b>	<b>596</b>
<b>York</b>	<b>0</b>	<b>186</b>	<b>828</b>	<b>404</b>	<b>1414</b>

As at April 2018 there were 1575 households on the Councils Housing Register ‘Home Choice’. During 2017/18 however housing associations let just 319 properties in the Borough.

In order to meet demand the Council needs to increase the supply of housing. The Councils 2016 Strategic Housing Market Assessment (SHMA) identified an annual housing need of 552 new affordable homes across the Borough. The SHMA showed a tenure split of 57.6% of need for rented properties and 42.4% for intermediate tenure (mainly low cost home ownership), which means a shortfall of 318 rented homes per annum and 234 intermediate tenure homes per annum. The SHMA also reveals an acute demand for 1 bedroom property for single people and newly forming households.

The Council has done well to support the delivery of new affordable homes in recent years. Since 2014/15 701 new affordable homes have been developed (or are due to complete by April 2019). Of these 571 are affordable rented and 130 shared ownership. The Council is on track to meet the ambitious target within its Housing Strategy 2017-21 of 900 anticipated affordable housing completions by 2021.

**Table 4 - Affordable Housing Completions**



It is recognised that the provision of social rented housing is key to meeting housing need. For some years however the Government ended its payment of grant subsidy to housing associations to deliver social rented housing. In addition the introduction of an 'affordable rent' (at no more than 80% of market rent or LHA rates) hampered the ability of the Council to negotiate for the provision of social rent as part of its agreements with private housebuilders. Going forward however the Government have re-introduced grant for social rented housing and the Council shall be pushing for social rented housing to meet demand on future developments. In addition the need for more flats is recognised.

Overall however, despite our ambition, it is accepted that the Council cannot meet its obligations toward the homeless solely through the use of social housing. In line with the Governments expectations and the legal requirements the priority must therefore be to try and prevent homelessness. Indeed where homelessness cannot be avoided the Council must also use private rented accommodation to meet its duties.

### **Demand for Private Rented Housing**

Given the shortage of housing association owned property and levels of demand the Council is heavily reliant on the use of private rented properties to meet its obligations to the homeless. In 2017/18, 212 households who were at risk of homelessness were helped to secure tenancies in private rented accommodation, generally through a nomination or referral supported with some form of financial assistance (for example a bond payment). In 2018/19 xxx were supported into private rented accommodation.



The private rented sector has grown considerably within Scarborough Borough over the last 15 years. In 2001 there were 6,340 privately rented households across the whole Borough. By 2011, this had risen to 9,640 privately rented households, an increase of over 50%. The SHMA undertaken in 2015 calculated that the number of privately rented households had risen to almost 11,000 in 2015 representing just over 21% of the total housing stock of the Borough.

However the condition of private rented accommodation is often of a poorer standard. The Council recognises this and within its wider housing strategy has embarked on an ambitious programme of Selective Licensing within the areas of highest concentration (and lowest standards). To date in excess of 530 licences in the 'Scarborough North' Selective Licensing area have been issued. A further designated area 'Scarborough Central' shall come into force in June 2019 and subject to Council agreement 'Scarborough South' shall come into force in 2020. In total it is estimated that 2600 privately rented properties shall be subject to Selective Licensing which will ultimately drive up conditions and improve management practices.

The Council welcomes plans by Government to increase the security of private rented tenants and end 'no fault evictions' through the use of s21 Notices. Whilst going forward this could make the re-housing of more vulnerable people into private sector housing more challenging for the Council, in the long term it should reduce levels of homelessness.

## OBJECTIVE ONE - PREVENTING AND RELIEVING HOMELESSNESS

### Why is this important?

Homelessness is not inevitable. We know that in most cases it is preventable. We also know that when it is not preventable in most cases a solution can be found to provide alternative accommodation before it becomes an emergency situation.

Failing to take action early can lead to people experiencing repeated and entrenched periods of homelessness. This has a knock-on cost for health services, drug and alcohol services and the criminal justice system

As well as being the right thing to do, it makes financial sense. National research has shown that for every person who was not effectively helped to avoid homelessness, the taxpayer incurred additional costs of between £3,000 and £18,000 in the first year alone. At the local level we know that the average cost of providing temporary accommodation alone is around £1500 per household.

For some years we have adopted an approach that focuses on the prevention of homelessness. This approach has generally been successful. The Council has generally met its target year on year to ensure that for every 5 households who have their homelessness prevented only one becomes homeless. Since our last strategy was adopted in 2015 in excess of 2500 households have had their homelessness prevented following an intervention from the Council or one of our partners as compared to 467 households who became homeless.

The legal duties placed on all Councils have however changed. In April 2018 the **Homelessness Reduction Act 2017** came into force. This Act has far reaching implications in relation to the Council's approach to preventing and relieving homelessness within the Borough. Its measures include:-

- An extension of the period during which an authority should treat someone (regardless of priority need) as threatened with homelessness from 28 to 56 days.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness (regardless of priority need) and a requirement to provide applicants with housing prevention plans
- A new duty to relieve homelessness for all eligible homeless applicants (regardless of priority need) and a requirement to provide applicants with housing relief plans
- A new duty on certain external organisations (including prisons and hospitals) to refer homeless households to the Council

Overall the Act extends the duties of Councils to preventing and relieving homelessness amongst a much broader group than they have historically had a duty to help. We recognise therefore that these pressures mean we need to redouble our efforts to prevent and relieve homelessness.

To support the implementation of the new legislation the Government recognised that Councils need funding support. A new Flexible Homelessness Grant was announced and the Council was awarded a net increase in homelessness grant of

£138K in 2017/18, £159K in 2018/19 and a further £183K in 2019/20. This funding is ring-fenced to support homeless prevention activity.

In addition the Government has announced that it was providing £42m nationally to Councils over a two year period to meet the 'additional burdens' associated with the new legislation. The Councils allocation of additional burdens funding was £40K over a two year period.

## **How do we prevent and relieve homelessness?**

### **In-House Services**

The Council as Housing Authority has statutory duties to prevent and relieve homelessness. These duties are in the main discharged through the Housing Options Service. The service supports in excess of 1200 households per year and provides a range of interventions including:

- The provision of specialist housing advice
- The provision of personalised housing plans
- Financial support, including homeless prevention loans and help with payments towards bonds and rent in advance
- Discretionary Housing Payments
- Access to financial advice, benefits advice and links to the DWP
- Access to housing related support services
- Access to other preventative services
- Landlord tenant mediation
- Support to access into social housing
- Support to access into private rented housing

A proactive approach is also taken to help clients access private rented accommodation and thus avoid the upheaval of homelessness. Resources continue to be provided to help people access private rented accommodation, both through the Bond Scheme and through the use of Discretionary Housing Payments. Last year over 212 households were provided with help towards a bond or rent in advance payment by the Council.

Through savings made against its spending on temporary accommodation, the Council has historically been able to recycle monies that would otherwise have been wasted and bolster its approach to homeless prevention more generally. New initiatives funded via this 'spend to save' approach have included the employment of additional staffing and additional investment into its prevention fund.

Whilst much of the Homeless Reduction Act compliments the approach the Council has taken to prevent homelessness in recent years, we recognise that the implications are significant.

Prior to the new legislation being enacted the Council undertook a full review of its Housing Options Service to determine the best approach to meet the new challenge of additional responsibilities.

Key findings from that review were:

- There was a need to increase staffing capacity within the Housing Options team, with a particular emphasis on the new duties.
- There was a need to review all existing roles within the team.
- There was a need to undertake a comprehensive training programme for all new staff, both on the Legislation itself and the Councils procedural approach.
- There was a need to review the way Customer First supports the process and in particular provide training for CF officers.
- There was an need to procure a new IT system
- A host of new procedures needed to be developed.
- Various stakeholders (both internal and external) needed to be made aware of the new Legislation.

Flexible Homelessness Grant, along with a review of existing roles within the wider housing service enabled the Council to increase the staffing capacity within the housing options team. Overall the team was bolstered with a net increase of 4 officers. In addition new IT was sourced and a training programme rolled out.

## **External Services**

The Council benefits from a strong range of externally funded prevention services. These services are provided by a range of partner organisations, funded in the main through North Yorkshire County Council. Key services include the Young Persons Pathway provided through Foundation Housing along with a range of other services including the Horton 'HomeStay' Support Service, Making Safe and a range of other services to meet the needs of different groups.

In addition to NYCC funded services, the Council continues to actively support a range of local organisations through the provision of grant funding. In total the Council provides £158K a year in to help fund voluntary sector organisations to help it meet its homelessness objectives.

The Council has strong joint working arrangements in place with a host of statutory and voluntary sector partners. Co-operation and innovation between different agencies locally is very strong and reinforced through the local Homelessness Forum and through multi-agency working arrangements such as MAPs (Multi-Agency Problem Solving Groups). Co-location of key agencies, via the Council's Community Impact Team also enables close and effective joint working.

The Council generally receives co-operation from local Housing Association partners. Evictions from Housing Association properties are low and nominations agreements generally adhered to. In particular Beyond Housing continue to be a key partner for the Council, both through the general co-operation they give and through the local administration of the Home Choice allocations scheme.

However it is important to note that the Council is finding it increasingly difficult to meet its rehousing duties through the use of housing association owned social rented housing (see below).

The Council's approach to tackling issues associated with welfare reform has also been strong. Through its Financial Inclusion Forum and Plan the Council has supported a range of key initiatives from a variety of providers including the Credit Union and Beyond Housing through the work of their Money Management Officers.

**A full breakdown of all services that help the Council prevent homelessness can be found in Appendix B.**

## **What are the big issues going forward?**

### **In-House Services**

Further to the introduction of the new legislation, the Council asked the National Practitioner Support Service (NPSS) to undertake a further detailed review of the service. The purpose of that review was both to help inform the development of this strategy and provide the Council with an external reality check to let us know how we were performing in relation to the new legislation.

This review was undertaken in January 2019. The Council was the first Local Authority nationally to be reviewed following the Acts implementation.

Key feedback was that the Councils approach to the introduction of the Act was good, we were well prepared and the processes we had implemented were good as was the new structure.

The review did however highlight a number of areas where the Council's approach to the new legislation could be improved further. These included recommendations to:

- Improve the performance management processes
- Bolster the management capacity within the service
- Make further changes to roles
- Re-introduce 'link officers' within the service to liaise with various external partners
- Enhance the Council's website and place greater emphasis on 'self- service' options for clients
- In addition some very valuable technical recommendations were made to improve the work processes.

The recommendations of the NPSS review are included within a 'continuous improvement' plan that is aligned to the delivery of this strategy. Key elements of that plan are also highlighted within the strategy action plan **APPENDIX A**

## Externally Funded Services – Housing Support

Preventing homelessness and providing support is not just a Housing Authority responsibility. The Homelessness Reduction Act sets out the importance of enhanced joint working and integration between Housing Authorities and Health and Social Care in relation to the development and implementation of homeless prevention strategies. The Act further bolsters existing legal requirements on Local Authorities under the **Health & Social Care Act 2012** to take such steps as it considers appropriate for improving the health of the people in its area. This includes people experiencing homelessness or at risk of homelessness.

The new code of guidance stresses the need for close integration between social care, housing and health authorities around this whole agenda. Specifically in relation to the development of homeless strategies the Governments **Code of Guidance for Homelessness Reduction Act 2017** highlights that:

*“the homelessness strategy should secure the **satisfactory** provision of support for people in the district who are or may be homeless, or who have been homeless and need support to prevent them becoming homeless again.*

*In two-tier authority areas it will be necessary to engage the upper tier authority, which **holds responsibility** for commissioning housing related support, in identifying resources available to meet support needs across all cohorts that are at high risk of homelessness.”*

The main statutory responsibility towards homelessness sits with the Borough Council as Housing Authority, however many of the services that are provided locally are funded via the upper tier authority NYCC.

These services include the Horton Housing Homeless Prevention and Support Service, the Young Persons Pathway and various other smaller services aimed at providing support for different vulnerable groups including victims of domestic violence, people with poor mental health and offenders.

The provision of these services is a legacy of what was the Supporting People grant funding programme. NYCC were provided with ring-fenced grant to pay for housing related support for homeless and vulnerable people. NYCC were the administering authority for the SP grant and the Council (along with the Primary Care Trust and Probation) were on the Commissioning Body. The ring fence for this grant was removed some years ago and the Commissioning Body was disbanded.

It is understood that NYCC face significant budgetary pressures. Across the whole of the county Health and Adult services provide services to 8,500 vulnerable adults spending £227m last year. Demand for services is increasing as the number of households with someone over the age of 85 is set to increase by 155% by 2039. On average it costs £31,500 for each older adult in residential care and £26,000 for a younger adult with learning disabilities in the community. Despite being protected, the pressures of austerity are such that savings have to be made even in this priority area. £11m has been saved over the past two years and there are plans for a further £7.5m of savings over the next three years. Difficult decisions

are therefore being made regarding services that are not the County Council's prime responsibility in order that the statutory duties to the most vulnerable can be met.

However the knock on implication of potential funding cuts to key services in relation to homelessness is significant. Of particular concern is the potential loss of support services to those in temporary accommodation along with the Young Persons Pathway. These services form core elements of the local strategy.

Whilst plans are being worked up to mitigate the impact of savings against the Horton Homeless Prevention and Support contract (see Objective 2) there is no certainty over the future of the Young Persons Pathway (see Objective 3).

Funding reductions are already planned for certain groups including Offenders and some services have already been decommissioned **(See Appendix 2)**. In addition changes to the way that other services are being commissioned because of the ending of the Supporting People Programme have meant that the Borough Council has lost a degree of input and control over what these services do.

### **Domestic Violence**

The main cause of non-preventable homelessness within the Borough is Domestic Violence. NYCC commission Independent Domestic Abuse Services (IDAS) to provide support and accommodation to 55 victims across Scarborough and Ryedale. In addition NYCC fund Foundation Housing to deliver the Making Safe service. The aim of this service is to enable the victims of DV to continue to live in their own homes through the removal and rehabilitation of the perpetrator.

Further to changes to the way these services are commissioned the Borough Council no-longer receives information on the impact of these services or how they contribute to preventing homelessness. This strategy proposes that new protocols are established between the Council and these services to ensure smooth joint working around Domestic Violence, including a review of emergency accommodation arrangements for offenders, agreement on how victims of domestic violence should be prioritised for rehousing and agreement on how prevention and relief interventions are recorded. The strategy includes a £5K per year annual funding contribution to support Making Safe and the rehousing of perpetrators.

In 2015 the Council agreed to the development of a new Refuge for victims of Domestic Violence as it was acknowledged that current arrangements for accommodating victims was unsatisfactory. Further to this agreement the Council agreed to release land to a Housing Association development partner for this purpose. Capital funding to build the refuge was sourced and planning permission granted.

This scheme could not progress however due to uncertainty as to where the revenue funding would come from to pay for the day to day running costs. The Government undertook a lengthy review of supported housing rents in 2015 (which took over three years to conclude). During this period the development of additional supported housing stagnated nationally and given the uncertainty the development partner withdrew and the capital funding was lost.

The issues regarding revenue funding to pay for rents within supported housing however now appear to be resolved following the Government's announcement in August 2018 that supported housing shall remain within the housing benefits system. Homes England is once again inviting funding bids for refuges as part of their national funding programme.

Given the levels of Domestic Abuse in the Borough it is therefore proposed to re-assess opportunities for the development of a refuge throughout 2019. This work will include a fresh detailed needs assessment along with a viability appraisal. A new development partner shall need to be secured along with a long term commitment from NYCC regarding the future revenue funding to pay for support.

### **Allocations into Social Rented Housing**

Common feedback from front line staff working with homeless people (within a range of organisations) has highlighted a view that it is becoming increasingly difficult to access social housing from Housing Associations (also known as Registered Providers (RPs)), either through an allocation via the Choice Based Lettings Scheme or through a direct nomination to the provider by the Council. The problem of single homeless people being able to access any form of social housing was highlighted in the consultation feedback and appears to be most significant for single homeless people (including young people) and those higher support needs.

Raw data would suggest that there has been a gradual decline in the number of homeless households owed a **Full Housing Duty** who have accessed social housing over a period of years. In 2018/19, 60 homeless households accessed a social housing let as compared to 80 ten year earlier. This situation is however complicated as it is influenced by a number of factors, including the make-up of the social housing stock (e.g. number of flats available for general needs letting), the total number of homeless households in any given year and the success rate of the Council in being able to prevent or relieve homelessness. For example, numbers of homeless households (owed Full Duty) accessing social housing may have decreased because the Council has been able to alleviate their homelessness with the offer of housing (including social housing) prior to them becoming homeless.

RPs have a legal duty under the Housing Act to co-operate with Local Authorities to help meet our homelessness duties. In particular Council's rely on Providers to help them meet their Full Rehousing Duty.

However the culture and focus of many housing associations has undoubtedly changed. Crisis in their report ***Moving On: Improving Access to Social Housing for Single Homeless People 2017***, highlight that at the national level many RPs are now very reluctant to take nominations from Local Authorities regarding more vulnerable and often chaotic homeless people as the risk is higher. This approach is generally justified on the need to ensure that lettings are sustainable and affordable and that 'support' the client may need from other agencies cannot be provided.



This has in part been driven by regulatory changes and financial changes imposed on RPs by Government. Many RPs are becoming more commercial and business like in their approach. Whilst the Council understands the reasons for this, this change of culture does not help meet the needs of the homeless. This is a particular problem for a non-stock holding authority that is reliant on partners to meet its legal responsibilities.

At the local level, the difficulties for single people to access any form of social housing are apparent. This is primarily caused by the make-up of the social housing stock and the lack of general needs flatted accommodation. The stock does not reflect the housing needs of the Borough. There is clearly no quick or easy solution to this, however through its wider housing strategy and planning policies plan over time to address this imbalance through the development of more rented flatted accommodation on future developments.

In addition the numbers of properties being held back by RPs as needing 'sensitive lets' are increasing. Similarly during 2018 a number of homeless people were rejected by RPs because they "could not afford" social rented housing. Other common justifications for rejection are former tenant arrears and behaviour. Whilst the reasons for this are understood, the Council nevertheless has a statutory duty to accommodate the homeless household and has determined that they have become homeless through no fault of their own.

Age restrictions on social housing stock seem to be increasing as do the number of requests for 'Local Lettings Agreements' (that vary from a needs based approach to allocations) particularly on new housing schemes. These kind of arrangements generally create additional barriers to prevent those in most need for housing accessing the housing they need.

The Council does not currently have a method of recording or assessing the impact of these decisions by RPs, or indeed the number of homeless households being rejected. We do not have any firm evidence to suggest that the RPs are acting unreasonably. As part of this strategy therefore new systems for recording the number of homeless households rejected by RPs for whatever reason shall be established. During 2019/20 a clearer baseline position shall be established to assess the numbers being rejected and the reasons for the rejection. Targets shall be set to reduce this number, either through policy changes or if necessary through a firmer approach toward ensuring co-operation.

The Council determines how allocations should be made to by RPs via its allocation scheme and nomination agreements. We are part of the shared **York and North Yorkshire, Home Choice** scheme. This North Yorkshire wide policy is shared between 6 district Councils and City of York Council along with a number of Registered Providers including Beyond Housing.

Whilst the policy has been amended several times over the years and gives 'reasonable preference' to the different categories of homeless people, the policy also includes a range of barriers and hurdles that restrict access to the scheme and gives a range of justifications to social housing providers to 'overlook' applicants for

various reasons (for example rent arrears, former tenant arrears, behaviour, affordability).

The Council has for some years been vigorously arguing to ensure that the shared allocations policy does not drift too far away from being a 'needs based' approach and that it does not include any perverse elements that are at odds with statutory obligations. However it is accepted that the policy as it stands is a compromise between the wishes of 6 different Local Authorities (who have varied priorities) and RP partners who have very different priorities. The Council itself has to try and balance the need to ensure that communities are sustainable with its legal obligations toward the homeless. This is at times a difficult problem to resolve.

However during their recent review the NPSS flagged up that elements of the scheme as it stands whilst lawful, are nevertheless at odds with the Council's statutory duties. Similarly officials from the Homeless Directorate of MHCLG have highlighted that elements of the policy do not support the Council's wider objectives.

The Council currently has limited information available to it to establish whether there has been a drop of in homeless people accessing social housing or whether this is an unintended consequence of existing policy. Again throughout 2019/20 information shall be collected to monitor the number of homeless households rejected or overlooked for social housing and the reasons for their rejection. This shall give the Council a better understanding of the problem and help inform the direction of future policy and strategy.

As part of their commitment to supporting the Council's housing objectives Beyond Housing have agreed to work with the Council to develop a joint homelessness compact agreement. This agreement shall set out how the Council and Beyond Housing shall work together to prevent evictions from their properties, unblock the above barriers to access social housing for homeless people and look at the feasibility and of development options to support this strategy.

## OBJECTIVE 2 -TEMPORARY ACCOMMODATION - REDUCING DEMAND AND IMPROVING QUALITY

### What is temporary accommodation? Why is it needed?

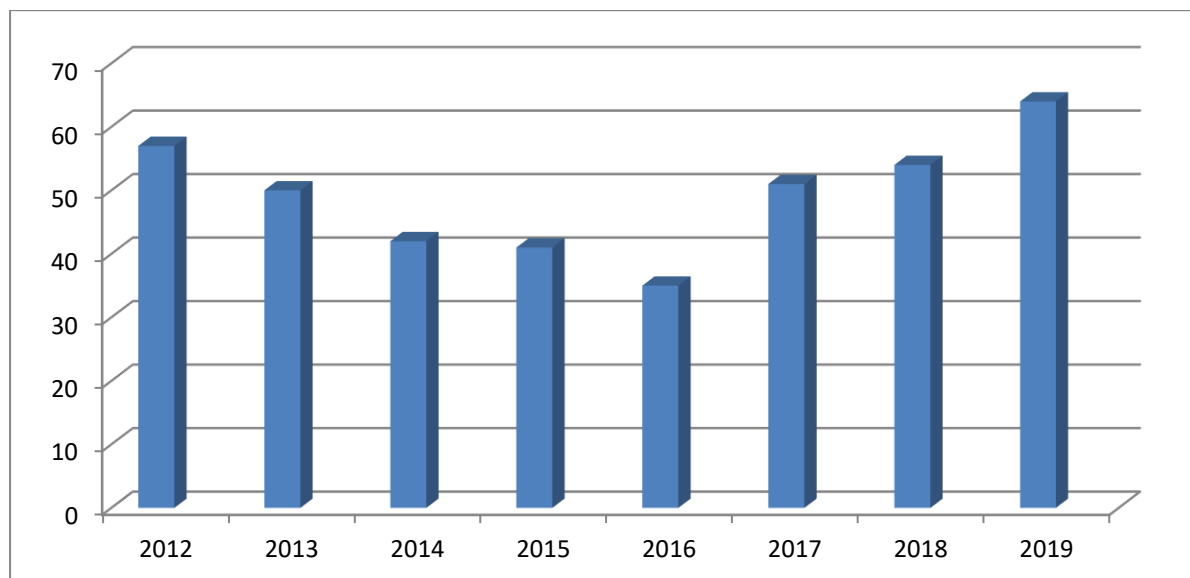
The Council has a legal obligation to provide temporary and interim accommodation to homeless people. This accommodation is provided on an interim basis (whilst the Council determines what duties are owed to the homeless household) and on a temporary basis (whilst the Council seeks to discharge its duties through the offer of accommodation either in social housing or through the private rented sector.)

### What is the demand?

Nationally the number of homeless households living in temporary accommodation has risen sharply since 2010. Almost 80,000 households were staying in temporary housing at the end of March 2018 compared with 48,010 in the same period eight years before.

At the local level whilst numbers living in temporary accommodation have fluctuated.. However throughout 2017 and 2018 there was a marked increase in numbers from a low of 36 households in March 2016 to 54 households in March 2018. As at the end of March 2019, 63 households were in temporary accommodation. Whilst this is an increase it remains lower than the peak of 90 households in 2003/4.

**Table 5 - Homeless Households in Temporary Accommodation – Local**



The majority of households living in temporary accommodation at the end of March 2019 were single people or couples. Of the 63 households living in temporary accommodation, 12 were families with children, the remainder were single people.

## How do we provide temporary accommodation?

The majority of temporary accommodation used by the Council is provided in partnership with York Housing Association (YHA). This includes 24 self-contained (mainly 2 bedroom) flats at Kealia Court. These flats are provided through a leasing arrangement. The Council contributes toward the management costs of this accommodation through a direct revenue contribution and also underwrites some other management costs. In addition a further 16 self-contained flats are provided by YHA in 4 other blocks within Scarborough. In 2012 the Council provided £750k in capital funding to support the development of these flats.

This quality of this accommodation was reviewed by the NPSS in 2019 who rated it as being '**very good**', both in terms of the physical standard and the management arrangements in place.

When the YHA property is full (40 units in total) the Council has no option but to rely on B&B. On average there have been between 10-15 homeless households in B&B at any one time over the last two years.

Whilst B&Bs are used to house homeless people, the Council fully complies with the Government's B&B reduction order (which prevents the use of B&B for families for periods of more than 6 weeks). All B&Bs used by the Council comply with the conditions of the Council's HMO licensing regime and are regularly inspected.

All homeless people who are placed within temporary accommodation by the Council are provided with support via Horton Housing. A support worker works with them on a one to one basis, both to help them sustain the temporary accommodation they are in and to help them move on. This service is commissioned by NYCC and is integral to the way temporary accommodation is provided.

## What are the big issues going forward?

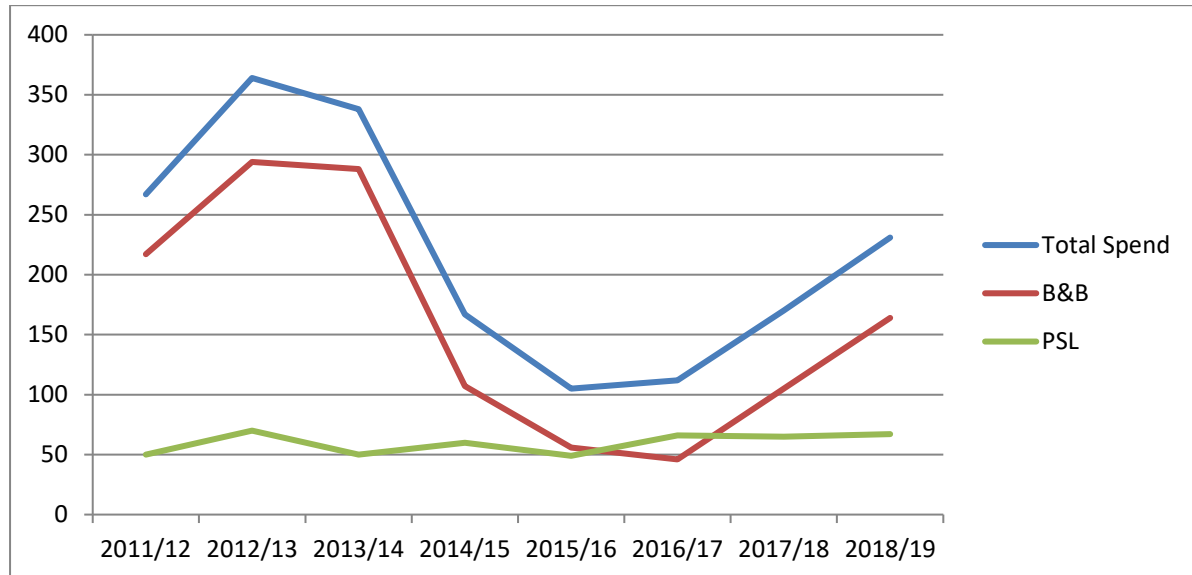
The cost of providing temporary accommodation for the homeless is high. At the national level, local authority spending on temporary accommodation is spiralling. In August 2018, *Inside Housing* reported a gross national spend on temporary accommodation of over £1Billion. This represents a 56% increase over 5 years. The Council's net revenue spending on the provision of temporary accommodation has fluctuated over the same period. In 2017/18 the Council's net spend on temporary accommodation was £170K as compared to £314K in 2013/4 however again spend has increased over the last two years.

This increase is a direct consequence of the use of B&B as a temporary accommodation option. Using B&B at (£25-£40pp per night) is significantly more expensive than the use of housing association property. Even moderate increases in the use of B&B have a dramatic impact on levels of spend. In 2018/19 the Council spent £164K on B&B as compared to £46K two years earlier.

It is clear that to meet its statutory duties and reduce cost the Council needs to both reduce demand (see Objective 1) and increase the pool of temporary accommodation available to it. Additional capital investment in temporary

accommodation needs to be made in order to reduce revenue costs associated with the use of expensive B&B.

**Table 6 - Net Spending on Temporary Accommodation (£000's)**



There has however been huge uncertainty over the future of the support service. This has significant implications for the Council's future strategy regarding temporary accommodation as it both threatens the sustainability of current provision and stifles opportunities for further investment.

The Horton Service provides support to 120 homeless households across the Borough including 50 in temporary accommodation. The value of this contract for the Scarborough area is £259K per annum. The contract expires in September 2019. NYCC have been undertaking a transformational review of this service and their executive has already determined that significant savings (44% of the total budget) need to be made.

In order to sustain the support service the Council is planning to enter into a Collaboration Agreement with NYCC. This agreement would see the service transferred 'in-house' to the Council. This arrangement shall require the residual funding after the NYCC savings have been made (approximately £145K per annum) to be paid to the Council in the form of a grant. The Council shall take on employment liabilities for the affected staff. Whilst the service would inevitably be reduced this model has a range of strategic advantages, not least it ensures the support service for those in temporary accommodation is sustained. The Council shall be asked to make a separate decision on this proposal in 2019.

Further to their review, the NPSS have also made a number of recommendations as to how the management of this accommodation could be improved further and therefore reduce spending on temporary accommodation. These are included within the proposed action plan and include more robust steps to be put in place to ensure that temporary accommodation is only used as a last resort along with measures to help speed up the move on from it.

In order to assist 'move on' from temporary accommodation the Council also needs to ensure that it receives co-operation from RPs to meet rehousing duties towards the homeless and that a proactive approach to utilising the private rented sector continues to be made.

## **OBJECTIVE THREE – ENDING ROUGH SLEEPING**

### **Why is this important?**

Rough sleepers are one of the most vulnerable groups in society. They are likely to have a range of complex problems and support needs which can be worsened by living on the streets or in insecure accommodation.

Due to its seaside location Scarborough does experience some inward migration of transient rough sleepers and does also have a number of local individuals who have become trapped in a long term 'entrenched' rough sleeping lifestyle

The Government have pledged to end rough sleeping nationally by 2027. The Homeless Reduction Act increases the responsibilities of the Council to all homeless people, including rough sleepers to whom under the old legislation it may not have had a duty towards, e.g. those who are not in 'priority need'.

### **What is the demand?**

At the national level there has been a 165% increase in levels of rough sleeping since 2010. This increase is likely to be attributable to a range of factors including the withdrawal of funding to pay for support services and hostels, the impact of austerity on public sector services more generally (particularly around mental health services) and the impact of welfare reforms.

Through the multi-agency work undertaken by the Community Impact team the Council undertakes regular mapping of all known rough sleepers in the Borough. The last formal rough sleeper count was undertaken in November 2018 and 8 rough sleepers were found. A previous count undertaken at the in November 2017 found just one rough sleeper. As at April 2019, 12 rough sleepers were identified. Overall it is estimated that on average around 10 people are sleeping rough on any given night in the Borough.

In 2017/18, 128 different individuals were provided with 'emergency accommodation' through the winter watch service for 228 bed nights in total.

### **What services do we have?**

The Council has an on-going commitment to keep levels of rough sleeping as low as possible and commissions a range of services to help meet this objective including;

- The provision of specialist advice (via the Rainbow Centre).
- The provision of a resettlement service (Rainbow Centre).
- The provision of emergency accommodation for rough sleepers in the winter months (via Horton Housing).
- The provision of specialist intensive support (via the Newburn House service)

The Council is a key partner with a local multi-agency partnership that forms a 'Community Impact Team'. This team is made up of a group of co-located workers

from both statutory and voluntary sector agencies. These include North Yorkshire Police and the Community Mental Health Outreach team (Crisis). This group currently leads on taking forward a number of interventions to tackle crime and disorder and address issues around vulnerable individuals within the Borough. In addition this group leads on taking forward outreach interventions/ mapping and problem solving around rough sleeping. This includes (monthly) multi agency tasking meetings specifically to problem map and solve around rough sleepers along with counts and sweeps.

In addition to the services commissioned by the Council, voluntary sector providers deliver a range of key services to support the needs of this group, including the Rainbow Centre (day services, advice, food banks, showers etc.) and North Yorkshire Horizons (variety of services geared toward reducing alcohol and drug dependency).

## **What are the big issues going forward?**

The Government have committed to end rough sleeping nationally by 2027.

Without additional intervention at the local level we estimate that rough sleeping levels are likely to increase going forward in line with the national trends.

We recognise that more needs to be done to both stem the rate of increase of numbers of people sleeping rough and reduce rough sleeping overall. To monitor progress against this we have set ourselves ambitious targets over the lifetime of the strategy to reduce rough sleeping on an on-going annual basis.

Rough Sleeping is however much more than a housing problem. Tackling this issue requires a close and co-ordinated multi-agency response to ensure that anyone sleeping rough or at risk of sleeping rough in the Borough of Scarborough is aware of the services available and is able to access the necessary support to help them off the streets and to address the problems that led to them becoming homeless.

The Council has existing partnership arrangements to tackle rough sleeping in a joined up way, however we recognise that a more strategic approach is needed to hold these arrangements together and ensure that different agencies are working to a common goal.

It is our intention therefore to relaunch and re-invigorate a 'Single Service Offer' approach based on the Government's No Second Night-Out Principles.

These are:

- New rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle
- Members of the public should be able to play an active role by reporting and referring people sleeping rough



- Rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their options
- They should be able to access emergency accommodation and other services, such as healthcare, if needed
- If people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services, and have support from family and friends.

The key implication of this approach is that all rough sleepers, regardless of 'priority need' will be provided with some form of service within the Borough and will not be turned away for assistance. They will be referred to a relevant agency for some form of help. This approach acknowledges that various agencies have a different role to play but will work in partnership to tackle this problem and will not operate in a way that undermines this shared goal.

It is our intention to ensure that all key agencies sign up to a refreshed No Second Night Out Compact agreement and that all existing Service Level Agreements with voluntary agencies are reviewed to ensure they reflect this common goal.

The strategy also proposes a range of actions to improve joint working between key agencies including new joint protocols with mental health and drug and alcohol services.

It is also recognised that for this work to be undertaken in a more meaningful way additional resources are needed to help hold this partnership approach together and to provide an enhanced service generally.

It is proposed therefore that a proportion of the Council's flexible homeless grant (along with additional funding provided by Government) is used to employ a Rough Sleeping Co-ordinator in 2019. The remit of this post is to take the lead on co-ordinating activity between different partners as well as to provide a more meaningful outreach service.

In addition it is proposed that an additional £20K per annum is set aside into a rough sleeping 'intervention fund' to pay for any additional or bespoke interventions to tackle rough sleeping. These could include for example incentives to landlords to provide accommodation for this group.

As well as providing additional capacity we recognise the valuable role that existing services play in tackling rough sleeping. This strategy also therefore safeguards existing levels funding being made by the Borough Council (£45K per annum) to continue to pay for the valuable services such as winter watch, day services and resettlement services. This commitment to sustain the Councils budgets around rough sleeping is being made at a time of significant financial pressure on the Council more generally that has meant budget reductions through efficiencies to other areas of its activity.

In addition we recognise that the need for an intensive support service for the most chaotic homeless people who are trapped in a cycle of homelessness, drug and alcohol addiction offending and poor health. The Council worked with NYCC to develop such a service in 2012 (Changing Lives). Whilst it is recognised that this service is much needed it is also recognised that the way this service operates needs to be reconfigured. Work is already underway to do this and it is planned that this service shall be recommissioned from October 2019. The Council has already committed to support this with £40K a year from its homelessness budgets.

## **OBJECTIVE FOUR**

### **PREVENTING YOUTH HOMELESSNESS**

#### **What are the issues?**

Young people can struggle to access secure affordable housing and because of their age can be vulnerable and in need of extra support. Whilst the **Children's Act** places obligations on NYCC to both accommodate and care for homeless 16-17 year olds, the Borough Council has a legal duty to assist them. In addition Housing Authorities continue to have duties towards both homeless young people over the age of 17 and a duty to accommodate care leavers in the event of homelessness.

Because of this close interplay between the different duties of the Borough Council as Housing Authority and the NYCC as Care Authority, it is essential that close and effective partnership arrangements exist, both to prevent youth homelessness and where needed ensure that young people are provided with the accommodation and support they need.

#### **What Services are available?**

The Young Peoples Pathway was commissioned and adopted across the whole of North Yorkshire in 2012. Since its inception, these arrangements have ensured that at the local level close and integrated working exists between the Council, Children's Services, Foundation Housing (as commissioned service provider) and Safe and Sound Homes (SASH). This partnership approach ensures that all young people in housing difficulty have a single point of contact and access to both safe and secure accommodation and support if they are unable to remain safely at home.

Where families need a 'breathing space' to consider their options, short term emergency accommodation is provided for the young person whilst family mediation takes place. This accommodation is provided by Safe and Sound Homes who provide safe accommodation within the homes of approved host families.

Homeless prevention is central to the work of the Young Peoples Pathway. Young people who approach the single point of contact (Foundation Housing) have their needs assessed (including a social care or homelessness assessment where required) and specialist mediation is provided. In addition workers within the Pathway provide outreach work in schools and offer early intervention with young people to give them the advice and reality check they often need.

Where homelessness cannot be prevented accommodation is offered and an on-going programme of support provided until they are ready to move on and live independently.

## What is the demand locally?

At the local level Foundation (supported by the Council and NYCC) are commissioned to provide the core elements of the Pathway, including homeless prevention work and the provision of supported accommodation.

Overall the level of demand for all the elements of the Pathway (advice, prevention and the provision of accommodation) are high. In 2017/18 488 young people approached the Pathway in Scarborough for some form of assistance. This amounted to around 38% of the total presentations across North Yorkshire.

Outcomes for young people who approach the Pathway are nevertheless positive with over 80% having their situation resolved either through advice or mediation.

Where homelessness is unavoidable, Foundation provide specialist supported accommodation and are contracted to provide 54 units of supported accommodation within the Borough, of which 18 units are deemed to be for young people with 'high needs'. This accommodation is either leased from private landlords or through longstanding agency arrangements with Housing Associations.

In 2017/18 Foundation Housing moved the bulk of their operation (both accommodation and offices) into newly converted premises at Mercury House, Aberdeen Walk. In order to help facilitate this move the Borough Council provided £150K in capital funding to enable the conversion of their offices on Victoria Road into further residential units for young people.

Outcomes for young people who access accommodation through the pathway are generally positive. In 2017/18 40 young people in the Borough moved on from the Pathway in a planned way.

## What are the big issues going forward?

The Pathway is very much recognised as a good practice exemplar by Government. The operation of the Pathway has certainly had a very positive impact locally and offers a much more effective service and safety-net for young people than the traditional 'homelessness route'. Indeed, since its introduction, no 16/17 year olds have been found to be 'homeless' by the Council, their needs being met either via the Pathway or where required through NYCC/social care.

The future funding position in relation to the Pathway is however uncertain. It was initially jointly commissioned between NYCC and the District/Borough Councils as part of Supporting People funding. The funding was transferred to the Children and Young People's Service (CYPS) budget in 2017 prior to the Commissioning Board being disbanded. As part of their 2018 budget consultation NYCC is committed to ***“reviewing arrangements of how NYCC support accommodation for some young people with a view to saving contract costs and potentially delivering a different type of service”***.

The Pathway provides both prevention service and supported housing. The prevention services reduce demand and the supported housing enables young people to be accommodated in good quality accommodation bespoke to their needs.

The Borough has benefitted from some form of young person's homeless prevention and support service for many years. Prior to NYCCs Children and Young Peoples Services involvement this was commissioned via Supporting People Grant. Prior to Supporting People, the Council benefited from the Home and Dry Foyer Service the bulk of costs for which were met via housing benefit subsidy (which at that time could pay elements of support) and both revenue and capital grant funding from the Council.

NYCCs intentions regarding this service are not known, however the provision of prevention and supported housing for young people is very much a pillar of the local homeless strategy. Any potential reductions in this service would inevitably have a detrimental knock on impact in terms of youth homelessness and would shunt additional cost onto the Council as housing authority.

The total cost of providing the Pathway across North Yorkshire is around £1.6M. The proportionate cost of providing these services in the Borough is around £550K per annum.

The uncertainty over the Pathway clearly makes any future planning around homelessness services for young people impossible. At this time all the Borough Council is able to do is to make representations to the county and look for opportunities to help shape any future service design to mitigate the impact of proposed changes.

**OBJECTIVE ONE – HOMELESS PREVENTION AND RELIEF – HOUSING OPTIONS TEAM**

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW/WHEN?	WHO?
<p><b>Service Restructure</b></p>	<p>To maximise current staffing resources to best meet demand</p>		<p>X3 Homeless Prevention Officers roles to be changed into Housing Options Officer Role.</p> <p>Re-configure senior Homeless Prevention Officer Role and to provide additional management capacity within the service via the creation of a Housing Options Team Leader Role</p> <p><b>April 2019</b></p>	<p>Housing Options Manager</p>
<p><b>Create Link Officer Opportunities for Housing Options Officers</b></p>	<p>To improve communication with external bodies and enhance quality control.</p> <p>Reduce time demands on management</p>	<p>None</p>	<p>Link officers to be created for: Young Persons Pathway, Mental Health Services, Domestic Abuse Services, Rough Sleeping Tasking, CAB, Probation Services and York HA.</p> <p><b>July 2019</b></p>	<p>Housing Options Manager</p>

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Website Update</b></p>	<p>To reduce demand on housing options service and provide clients with a realistic overview of options available</p>	<p>None</p>	<p>Revamp website to improve accessibility and range of information provided. Key actions to include:</p> <p>Information on temporary accommodation, rough sleeping and out of hours contacts</p> <p>Waiting times for social housing</p> <p>On-line applications</p> <p><b>October 2019</b></p>	<p>Housing Options Manager</p>
<p><b>Improve Interview facilities</b></p>	<p>To speed up assessment process. Provide more information and collect feedback</p>	<p>None</p>	<p>Promote use of self-service computers to collect information pre-interview</p> <p>Upskill CF staff to undertake initial triage assessment</p> <p>Utilise electronic display boards and provide feedback forms in reception area. <b>June 2019</b></p>	<p>Housing Options Manager/ Customer First Manager</p>

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Emphasis on Prevention within interview process</b></p>	<p>Ensure that mediation and prevention is the main focus of the process</p>	<p>None</p>	<p>Advice focused on prevention and relief duty not main duty</p> <p>Mediation during interview process</p> <p><b>June 2019</b></p>	<p>Housing Options Team Leader</p>
<p><b>Improve Quality Control Process</b></p>	<p>To improve consistency of decision making</p>	<p>Requires additional supervisory/management capacity within the team.</p> <p>Senior Homeless Prevention Officer role to be changed to provide more capacity</p>	<p>Develop a quality control process where managers have greater oversight over decisions</p> <p>Manager to sit in on interviews more regularly</p> <p>Managers oversee decisions on temporary accommodation placements</p> <p>Introduce decision feedback sessions within team meetings to discuss approach to difficult cases and cascade information about decisions made</p> <p><b>April 2019</b></p>	<p>Housing Options Manager/ Housing Options Team Leader</p>



PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<b>Housing Options Toolkit</b>	To map out existing prevention options and ensure they are fully utilised	None	Develop comprehensive housing options prevention toolkit and involve staff in the development  <b>October 2019</b>	Housing Options Manager

**OBJECTIVE ONE – HOMELESS PREVENTION AND RELIEF – WIDER ACTIONS**

<b>PROPOSED ACTION</b>	<b>WHY NEEDED</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>HOW / WHEN</b>	<b>WHO?</b>
<b>Revise Discretionary Housing Benefit Policy</b>	To increase prevention options, ensure that flexibilities are fully utilised	None	Revision to policy June 2019	Housing Benefits Manager
<b>Develop Joint Protocols with Mental health Services</b>	Ensure that options around mental health services are incorporated within housing options assessment process	None	October 2019	Housing Options Manager
<b>Develop Joint Protocols with Drug and Alcohol Services</b>	Ensure that options around drug and alcohol services are incorporated within housing options assessment process	None	October 2019	Housing Options Manager
<b>Develop Joint Protocols with Domestic Abuse Services</b>	Ensure that options around drug and alcohol services are incorporated within housing options assessment process	None	October 2019	Housing Options Manager

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Revise and refresh all existing Service Level Agreements with grant funded organisations and introduce new quality control process</b></p>	<p>To ensure they reflect objectives within this strategy</p>	<p>None</p>	<p>October 2019</p>	<p>Housing Options Manager</p>
<p><b>Undertake a fresh assessment of the need for a women's refuge in the Borough.</b></p>	<p>Domestic Abuse remains the main cause of homelessness within the Borough.</p> <p>The Council has already committed to release land for the development of a refuge however these were held up by Government funding changes regarding the future of supported housing rents</p> <p>The original appraisal regarding the development of this refuge is now out of date and a new development partner is required</p>	<p>None regarding an assessment. However should the Council decide to support the development of a refuge then this would have capital funding implications</p>	<p>This will include a needs assessment and an evaluation of funding implications and viability</p> <p>October 2019</p>	<p>Housing Strategy and Development Officer</p>

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<b>Support emergency accommodation for the Making Safe Service</b>	To accommodate perpetrators for a short period and allow victims to stay within the family home	£5K per annum from temporary accommodation budget	April 2019	Housing Manager
<b>Developed new local action plan to mitigate the impact of Universal Credit</b>	UC was introduced in May 2018 and could	None	Assessment of local impact on homelessness.  Development of actions via Financial Inclusion Forum  October 2019	Housing Strategy and Development Officer/ Benefits Manager
<b>Develop a Homelessness Compact Agreement with Beyond Housing</b>	To ensure evictions from BH property are minimised and to ensure that barriers to accessing social housing are unblocked.  To improve liaison arrangements	None	October 2019	Housing Manager

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW/WHEN	WHO
<p><b>Review arrangements for ensuring that all RPs fulfil their responsibilities to co-operate with the Council in meeting homelessness duties.</b></p>	<p>To ensure that homeless people are not unfairly excluded from the allocations process.</p>	<p>None</p>	<p>From April 2019 all rejected nominations by RPs, the name of the RP and the reason for the rejection (either rejected via the CBL system or via a direct match) shall be recorded and reported back to the Council through the PMF.</p> <p>Targets shall be set to increase the proportion of lettings of to homeless people in social housing from 2020/21 once a baseline is established.</p> <p>Trends may be used to inform future allocations policy and decisions regarding development and or funding support.</p>	<p>Housing Manager</p>
<p><b>Review the effectiveness of the North Yorkshire Home Choice Policy in meeting the needs of the homeless</b></p>	<p>To ensure that the existing policy is not at odds with statutory duties</p>	<p>To be established</p>	<p>Baseline information shall be recorded throughout 2019/20 to help inform future policy decisions.</p>	<p>Housing Manager</p>

## **Proposed Targets and Performance Measures**

- 1) To ensure that for every single household that becomes homeless (main duty) no fewer than 5 households have their homelessness successfully prevented or relieved.**
- 2) To increase the proportion of households who have their homelessness prevented as compared to those who have their homelessness relieved (BASELINE AND TARGET NEEDS SETTING)**
- 3) From 2020/21 a target shall be set to increase the proportion of homeless households are who are able to access social housing (as a % of all lettings). Baseline position to be established in 2019/20.**



## OBJECTIVE 2 – TEMPORARY ACCOMMODATION

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Increase the pool of housing association owned temporary accommodation by 15 units by 2020</b></p>	<p>To meet demand and comply with statutory requirements.</p> <p>To reduce costs associated with B&amp;B expenditure.</p> <p>To meet legal requirements of B&amp;B reduction order</p>	<p><b>Capital funding of around £1M likely to be required.</b></p> <p>This could be from the use of capital reserves, prudential borrowing or s106 monies.</p>	<p>Capital funding bid to be made 2019.</p> <p>Housing Association partner to be sourced 2019.</p> <p>Aim for completion of units 20/21</p>	<p>Housing Development Officer</p>
<p><b>Ensure that ‘support’ to homeless households in temporary accommodation is sustained</b></p>	<p>To ensure that homeless households receive the support they need.</p> <p>To sustain the viability of current temporary accommodation arrangements.</p> <p>To provide confidence to housing associations to continue to work with the Council and develop further units.</p>	<p><b>Additional revenue funding of around £145k per annum likely to be required.</b></p> <p>.</p>	<p>Negotiations are currently underway with NYCC to transfer the residual value of the Horton contract (approximately £145K per annum) to the Council in the form of a grant.</p> <p>The Council would enter into a partnership arrangement with NYCC over the use of these monies to sustain a support service. Affected Horton staff would be transferred to the Council from October 2019.</p>	<p>Housing Manager</p>



PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>As an interim measure in 2019/20 increase the pool of B&amp;B/ privately owned temporary accommodation and increase the temporary accommodation budget to meet demand.</b></p>	<p>To meet demand and comply with statutory requirements</p>	<p><b>One off additional revenue funding of £70K in 2019/20.</b></p> <p>Funding levels anticipated to reduce in 2020 through the development of housing association owned units (see above)</p>	<p>Additional B&amp;B/ privately owned units to be identified through a form of procurement process and the use of block bookings.</p>	<p>Housing Options Manager</p>
<p><b>Ensure that some existing housing association managed accommodation is adapted to meet the needs of disabled and elderly people.</b></p>	<p>The Council on occasion relies on using expensive ground floor B&amp;B or hotel accommodation to accommodate disabled homeless people.</p>	<p><b>One off additional capital costs of £15K in 2019/20 to be met from Disabled Facilities Budget.</b></p>	<p>2 ground floors flats already identified and schedules drawn up to adapt them for wheelchair use</p>	<p>Senior Technical Officer/ HIA</p>
<p><b>Introduce Weekly Tasking Meetings to minimise B&amp;B use</b></p>	<p>To reduce B&amp;B use and speed up move on</p>	<p>None</p>	<p>April 2019</p>	<p>Housing Options Manager</p>

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<b>Managers introduce additional quality control over temporary accommodation placements</b>	To reduce temporary accommodation use	<b>None</b>	April 2019	Housing Options Manager
<b>Introduce Weekly 'move on' meeting with Beyond Housing regarding lettings via the allocation scheme</b>	To ensure that there are no delays within the process and that any barriers are resolved	<b>None</b>	April 2019	Housing Options Team Leader

### Proposed Targets/ Performance Measures

1. To ensure that no-more than 55 homeless households are placed within any form of temporary accommodation.
2. To ensure that the Council complies with the requirements of the B&B Reduction Order (e.g. must not place families or pregnant women in B&B for more than 6 weeks)
3. To ensure that no-more than 15 households are in B&B at the end 2019/20, 10 at the end of 2020/21 and no more than 5 at the end of 2021/22 onwards

**OBJECTIVE THREE – ROUGH SLEEPING**

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Develop and implement a ‘single service offer’ based on the second night out principles.</b></p> <p><b>This single service offer is to be adopted by all partners involved in the provision of services to rough sleepers</b></p>	<p>To meet demand and comply with statutory requirements.</p> <p>To ensure that all agencies use resources effectively and a more co-ordinated way.</p> <p>To ensure that all rough sleepers are provided with some form of accommodation and service regardless of priority need</p>	<p><b>None</b></p>	<p>Single service offer to be agreed with partners in 2019 and new compact developed.</p> <p>Progress against new approach to be monitored through existing community impact team arrangements and homeless tasking meetings</p> <p><b>October 2019</b></p>	<p>Housing Options Manager/ Community Safety Manager</p>
<p><b>Sustain existing services that play a key role in tackling rough sleeping for the period of this strategy. These are:</b></p> <p><b>Winter Watch</b></p> <p><b>Day Services</b></p> <p><b>Resettlement Support</b></p>	<p>To meet demand and comply with statutory requirements.</p> <p>These services are essential to the Councils overall strategy</p>	<p><b>£45K per annum in total from existing homelessness budget</b></p>	<p>New SLAs to be established in 2019 to embed single service offer approach</p> <p><b>October 2019</b></p>	<p>Housing Manager</p>

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Reconfigure and recommission an intensive support service for chaotic homeless people</b></p>	<p>To meet demand and ensure that the commissioned service provides positive outcomes</p>	<p><b>£40K per annum in total from existing homelessness budget</b></p> <p>SBC funding supported via NYCC investment</p>	<p>Existing contract ends Sept 2019</p> <p>New service specification being finalised. New service includes additional intervention from Mental Health Services</p> <p>Procurement process to commence imminently</p> <p><b>September 2019</b></p>	<p>Housing Manager</p>
<p><b>Employ a rough sleeping co-ordinator</b></p>	<p>To co-ordinate all multi-agency activity regarding rough sleepers</p> <p>To lead on the implementation of the single service offer and monitor approach of external agencies</p> <p>To provide a more meaningful 'outreach service'</p> <p>To provide specialist advice for rough sleepers</p>	<p><b>Additional £30K per annum revenue funding required to meet additional staffing cost.</b></p> <p>To be met either through the use of HCLG Rough Sleeping Initiative Grant funding (bid submitted) or via use of Flexible Homelessness Grant</p>	<p>Funding bid submitted however if unsuccessful Flexible Homeless Grant to be used.</p> <p>Recruitment for new post to commence in April 2019</p> <p>To be located within Community Impact Team</p>	<p>Housing Manager/ Community Safety Manager</p>

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<b>Create a rough sleeping intervention fund</b>	To enable all partners within the Homelessness Tasking Group to fund bespoke and flexible interventions to reduce the incidence of rough sleeping in the Borough.  Budget to be held with the rough sleeper co-ordinator	<b>Additional £20K per annum revenue funding required</b>  To be met either through the use of HCLG Rough Sleeping Initiative Grant funding (bid submitted) or via use of Flexible Homelessness Grant	Funding bid submitted however if unsuccessful Flexible Homeless Grant to be used.	Housing Manager/ Community Safety Manager

#### **Proposed Targets/ Performance Measures**

#### **4. To ensure that we have no more than:**

- 8 Rough Sleepers – November 2019**
- 6 Rough Sleepers – November 2020**
- 4 Rough Sleepers – November 2021**
- 0 Rough Sleepers – November 2022**

#### **OBJECTIVE 4 – YOUTH HOMELESSNESS**

**The uncertainty over the Pathway clearly makes any future planning around homelessness services for young people difficult. The Council shall continue to fully support the Pathway At this time all the Borough Council is able to do is to make representations to the county and look for opportunities to help shape any future service design to mitigate the impact of any proposed changes that may come forward.**

## APPENDIX B

### HOUSING SUPPORT AND PREVENTION SERVICES 2019/20

Provider	Service Name	Client Group	Service Type	Clients	Funding	Current Position
<b>HumanKind</b>	Newburn House and outreach service (formerly known as Changing Lives)	Chaotic Single Homeless	Accommodation based with floating support	18 households (6 accommodation based at Newburn House)	£190K per annum including SBC £40K	Service being recommissioned from Sept 2019
<b>Horton Housing</b>	Homeless Prevention/ Support Service	Homeless families and singles	Floating Support.	120 households (including 50 within temporary accommodation)	£289K per annum contract. Funded via NYCC	NYCC have agreed to make savings of around 44% to the total budget.  Collaboration agreement being worked up between NYCC and the districts to mitigate the impact
<b>Foundation</b>	Offenders Housing Related Support	Offenders	Floating Support	75 units(countywide) / 30 Scarborough	£243K per annum. Supported accommodation Funded through NYCC. Floating support element funded by Probation Service (80k) to 30.9.19	Accommodation based element being extended from Sept 2019 for one year as per current contract and will be subject to review to consider ongoing service

<b>Provider</b>	<b>Service Name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Clients</b>	<b>Funding</b>	<b>Current Position</b>
<b>Foundation</b>	Making Safe	Perpetrators of domestic abuse	Floating Support	40 (countywide)/ 10 Scarborough	£160K per annum NYCC Funding	Current contract to September 2019. Jointly recommissioned Adult Perpetrator Service with City of York thereafter
<b>Foundation</b>	Scarborough Young Peoples Pathway 2 - Supported Accommodation	Young People	Prevention, advice, mediation		Approx £82K per annum. Funded via NYCC	NYCC consulting on future savings options
<b>Foundation</b>	Scarborough Young Peoples Pathway 2 - Supported Accommodation	Young People	Accommodation based	54	Approx £432K per annum. Funded via NYCC	NYCC consulting on future savings options
<b>IDAS</b>	Domestic Abuse Service	Victims of domestic abuse	Accommodation based with floating support	55 Scar/Ryedale	£237k per annum. Funded vi NYCC.	Service being jointly recommissioned with city of York from Sept 2019
<b>Safe and Sound Homes (SASH)</b>	Supported Lodgings	Young People	Accommodation based	36 (Countywide)/ 20 Scarborough	Approx £137K per annum	Contract due to expire in 2019 but NYCC seeking to extend to March 2020

<b>Provider</b>	<b>Service Name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Clients</b>	<b>Funding</b>	<b>Current Position</b>
<b>Rethink</b>	Scarborough mental health supported housing	Mental Health	Accommodation based	6 units	£37k per annum. NYCC funded	Current contract expires September 2019 and NYCC agreed to 1 year extension?
<b>CGL</b>	Scarborough mental health community support	Mental Health	Floating Support	28	£58K per annum. NYCC funded	Current contract expires September 2019 and NYCC agreed to 1 year extension
<b>SBC</b>	Scarborough/Ryedale Handyperson Service	Older people	Handyperson and Wellbeing service	n/a	£126 per annum	Service decommissioned by NYCC from April 2018 however SBC/RDC funding service via BCF monies
<b>Horton Housing</b>	Support for G&Ts	G&Ts	Floating Support	30 (countywide)	£125K per annum	Service being decommissioned by NYCC from Sept 2019
<b>SBC</b>	Housing Options Service	Any household	Prevention/ relief options plus statutory assessments	1500 + households per annum	Housing Options Team	Growth in service x4 FTE to mitigate impact of HRA



<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service type</b>	<b>Clients</b>	<b>Resources</b>	<b>Current Position</b>
<b>SBC</b>	Bond/Prevention Fund	Any at risk of homelessness	Provision of Bonds or other financial support to prevent homelessness	200+	£50K per annum	Growth in spend. £xx forecast for 2018/19 to mitigate impact of HRA and Universal Credit
<b>CAB</b>	Money advice service	Any household	Specialist money advice		£73K per annum	Service recommissioned by SBC
<b>Horton Housing</b>	Winter Watch/ Emergency Accommodation	Rough sleepers	Emergency accommodation and support		£24K per annum	Service recommissioned by SBC
<b>Rainbow Centre</b>	Resettlement and day services	Rough Sleepers	Resettlement and assisted travel		£16K per annum	Service recommissioned by SBC
<b>Rainbow Centre</b>	Day Services and Food bank	Any vulnerable	Day Services and Food bank		Voluntary contributions	Continues via voluntary contributions
<b>Mortgage Rescue Scheme</b>	Mortgage Rescue	Home owners threatened with repossession	Provision of loan		Regional Funding administered via Wakefield	Service funded via Regional Funding



